



City of Independence

Regular Meeting Agenda

City Council

Tuesday, April 14, 2026 @ 6:30 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 03/10/2026

4. Visitors/Public Comment

5. Reports/Presentations

5.1. Mayor

5.2. Council Liaison Reports

5.2.1. MINET Board: Councilor Sorce

5.2.2. Parks Board: Councilor Roden

5.3. City Manager

6. Unfinished Business

6.1. 2nd Reading: Council Bill 2026-07, Potential Change to the Requirements for Fences Associated with Governmental Uses (Evander)

6.2. 2nd Reading: Council Bill 2026-6, Adopt Parks System Master Plan (Evander)

7. New Business

7.1. Solid Waste Rate Adjustment Request (West)

7.2. Liquor License Application, Change of Ownership: Golden Hop (Gilbert)

7.3. Proposed Resolution 26-1650, Authorizing a Budget Adjustment (Carey)

7.4. Q2 2026 Board/Committee/Commission Appointment (West)

8. Council Announcements

9. General Information

9.1. Management Team Notes

9.2. Miscellaneous Correspondence. Any communications received after publication of the agenda packet, but before 3:00 pm the date of the meeting, will be provided to Council at the meeting and will become a part of the official record

9.3. Pending Agenda Calendar

10. Adjournment

Meeting Attendance Information:

The City Council 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/84748317229?pwd=4WbuvTECu9FbZT2xBeSvranw4cxyRx.1>
- To participate in the meeting **by phone, dial US: +1-253-215-8782** and enter **Webinar ID: 847 4831 7229** and **Passcode: 792832**

Written comments are also welcome and may be delivered to City Hall or emailed to CouncilComments@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

City Council Meeting
Tuesday, March 10, 2026

1. **Call to Order.** Mayor Schwarzler called the meeting to order at 6:46 PM
2. **Roll Call.** Same roll call from URA meeting was used. All Councilors and the Mayor were still present.
Mayor Schwarzler present.

Present: Councilor Evan Sorce
 Councilor Dawn Roden
 Councilor Bill Boisvert
 Councilor/Council President Kathy Martin-Willis
 Councilor Marilyn Morton
 Councilor Shannon Corr

Absent:

City Staff Kenna West, City Manager
Present: Myra Russell, City Recorder
 Amanda Carey, Finance Director
 Fred Evander, City Planner
 Juventino Banuelos, Police Chief
 Gerald Fisher, Public Works Director
3. **Minutes. Action:**
Councilor Corr moved to approve the minutes from the regular meeting of 2/10/2026 and the work session of 2/24/2026; Councilor Boisvert seconded. Discussion: None
Roll call vote. Motion 6-0-0
 Ayes: Evan Sorce, Dawn Roden, Bill Boisvert, Kathy Martin-Willis,
 Marilyn Morton, Shannon Corr
 Nays: None
 Abstentions: None
- 3.1. **Regular Meeting 02/10/2026.**
- 3.2. **Work Session 02/24/2026.**
4. **Visitors/Public Comment.**
 - Eric Chase, Independence OR. Disappointed that the process to change the mobile vending standards has been going on for so long and disappointed that council changed their previous motion.

5. Reports/Presentations.

5.1. Mayor.

- Pub Talk February 26 about revenue had a good turn out. The mayor appreciated staff support. The community seems to like the open dialogue. The next Pub Talk is March 2 and is focused on expenses.
- Attended the Ribbon Cutting for Cabinet Works medical clinic that they opened for their employees. The ribbon cutting was attended by councilors and staff.
- Participated in Read Across America, read to elementary school students.
- Accepted an award at the Council of Governments dinner last Thursday for the Wall the Heals event along with its regional partners
- Congratulated Chief Banuelos on receiving the Distinguished Service award from Monmouth Independence Chamber of Commerce.

5.2. Council Liaison Reports.

5.2.1. Library Board: Councilor Boisvert.

- Met on February 23 to revise policies.
- Next meeting March 23

5.2.2. Museum Board: Councilor Morton.

- The Heritage Museum Board has been engaged in collaboration with the Heritage Museum Society in two important ways: raising public awareness of the museum and fundraising on behalf of the museum.
- The Museum Open House and the launch of the Adopt an Artifact program was well attended and very successful, with at least \$2,000 in hand for Artifact Adoption.
- Increased Public Awareness is evident in the donations that have been pledged and made by individuals in support of the museum, totaling \$6,000 so far in March.
- New members for the board are also being persistently sought.

5.2.3. Continuum of Care: Councilor Corr.

- The homeless alliance is struggling with impacts due to short-notice policy changes at HUD. Lots of special meetings to make necessary adjustments to programming.
- Councilor Martin-Willis will take over this position in April. Councilor Corr has been the rep since 2018. Is working to transition Councilor Martin-Willis to this position in April.

5.2.4. Traffic Safety Commission: Councilor Roden.

- Stated there has been no meeting since her last report.

5.2.5. **Historic Preservation Commission: Councilor Morton.**

- After spending several of the last meetings engaged in being educated about architectural styles and the historical development of Independence, the last meeting showcased the Historic Preservation Commission in action.
- The Commission reviewed a request for renovation of a local historic home. It was interesting to watch the various angles and methods employed in this process. I look forward to following the progress of the evolving remodel.

5.2.6. **Planning Commission: Councilor Martin-Willis.**

- The councilor wasn't able to attend the meeting in person but did watch online. The meeting focused on a Park Dedication discussion for land dedicated to parks by developers. Lengthy discussion by commissioners. Her takeaway was that diversity in parks is important. Different parks with different services serve the community best. Mentioned the video that the commission watched regarding developing parks.

5.3. **City Manager.**

- Explained a switch to digital meeting packets to save money and staff time, noting that exceptions can still be requested, but asked that consideration be made for the cost to produce the packet. This change applies to all boards and commissions.
- Explained the Council Bill process that has been used in the past. Going forward, we will no longer use the "Council Bill". Ordinances will just have the ordinance number, which is the way every other city does it.
- Clarification of the city charter in reference to a councilor's absence. In the past, it was interpreted that an absent councilor was counted as a no vote. In reading the charter, what it actually says in Chapter 4, Section 19 is, "Members absent, abstaining, or council positions vacant may be considered negative votes for the purpose of invoking the "tie vote" clause, enabling the mayor to vote." After interpreting and consulting with our contract attorney, this is something that could be invoked by the council in the case of a tie vote, but would not be required for every vote. Going forward, an absent councilor's vote will just be counted as an absent vote.
- Communications analytics report 2025 calendar year.
 - Total Digital Impressions: More than 3.8 million impressions across city-managed platforms

- Social Media: 3.63 million post impressions across the city's social media channels
- Website engagement: 242,000 page views
- YouTube engagement: 180,797 video views
- Email Newsletter engagement: 65,551 emails sent with a 62% open rate.

5.4. **Presentation.**

5.4.1. **City Audit Presentation (Carey, Auditors).**

Amanda Carey, Finance Director, and Cyrus Ward from Aldrich CPA presented the city audit that revealed six compliance findings, including discrepancies in budget information and over-expenditures in various funds, though no material weaknesses in internal control were identified. Auditor Ward discussed the implementation of GASB 101 and 102 standards, focusing on financial statement estimates and disclosures. Key topics included PERS estimates, depreciation expenses, and other significant estimates that affect the city's financial information. The discussion also covered journal entries, including a major entry related to the city hiring Aldrich to draft financial statements, which involved transferring balances between accounts. The city manager clarified that these changes would not affect the budget process. The conversation ended with a review of various journal entries made during the audit to correct misstatements and adjust financial records.

6. **Unfinished Business.**

6.1. **2nd Reading: Council Bill 2026-05, An Ordinance Amending the Standards for Mobile Vending Units in the Independence Municipal Code and Development Code (Evander).**

Planner Evander explained that this ordinance was coming back to council for a second reading after passing the first reading at the previous council meeting. This ordinance would amend the standards for mobile vending units in the municipal code and the development code.

Councilor Roden moved to approve Council Bill 2026-02 with an amendment to cap the number of mobile vending trucks at 7 in the downtown overlay.

Clarification of council bill number to 2026-05 and restate the motion for the record. No second. Motion fails.

Action:

2nd Motion: Councilor/Council President Martin-Willis moved to read the proposed ordinance, Council Bill # 2026-05 for the second time by title only; Councilor Corr seconded. Discussion: Councilor Roden was disappointed that the motion had changed from the original motion made in January. Councilor Sorce noted that other public comment was received at the last meeting in February and that council took all the feedback into consideration. Councilor Boisvert appreciates the process of multiple readings and was glad he was able to change his vote at the last meeting as a specific number seemed arbitrary. He appreciated more input from the community and the ability to make a decision based on that. Councilor Morton noted that after thinking about it more, she put more weight on standards of cleanliness and safety enforcement

than the number limit. Councilor Corr agreed with Councilor Morton. Councilor Martin-Willis doesn't want to say no to a business if they have a solid plan in place and a property owner willing to make a structural investment in our community to facilitate that, and she appreciates the variety.

Roll call vote. Motion 5-1-0

Ayes: Evan Sorce, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: Dawn Roden

Abstentions: None

Action:

3rd Motion: Councilor Morton moved to adopt the proposed ordinance, Council Bill #2026-05; Councilor Corr seconded. Discussion:None

Roll call vote. Motion 5-1-0

Ayes: Evan Sorce, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: Dawn Roden

Abstentions: None

Recorder Russell read the assigned Ordinance # 1628.

6.2. **2nd Reading: Council Bill 2026-03, Annex, Redesignate and Rezone 46.7 acres along South 13th Street (Evander).**

Planner Evander explained this is a second reading for Council Bill 2026-03 to Annex, Redesignate and Rezone 46.7 acres along South 13th Street.

Action:

2nd Motion: Councilor Corr moved to read the proposed ordinance, Council Bill # 2026-03 for the second time by title only; Councilor/Council President Martin-Willis seconded. Discussion: None.

Roll call vote. Motion 6-0-0

Ayes: Evan Sorce, Dawn Roden, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: None

Abstentions: None

Recorder Russell read the title of the proposed ordinance.

Action:

3rd Motion: Councilor/Council President Martin-Willis moved to adopt the proposed ordinance, Council bill # 2026-03 ; Councilor Roden seconded. Discussion:None

Roll call vote. Motion 6-0-0

Ayes: Evan Sorce, Dawn Roden, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: None

Abstentions: None

Recorder Russell read assigned ordinance # 1632

6.3. **Council Bill 2026-07: Potential Change to the Requirements for Fences Associated with Governmental Uses (Evander).**

Planner Evander explained that this matter had originally come to council for a first reading at the February council meeting but under further staff review, Exhibit B that was attached to the ordinance was incorrect. This would be the first reading to adopt the language that was intended with the proper exhibit B

attached. Discussion by council and staff on the purpose of this ordinance to protect government facilities. The current zoning code doesn't address governmental facilities. This was explained in more detail at the previous meeting and public hearing at the February council meeting. Discussion about hardening soft targets and respecting neighboring properties.

Action:

1st Motion: Councilor Morton moved to read the proposed Ordinance, Council Bill #2026-07 to adopt LA 2026-01 in full as the text is contained in the Council packet, for the first time; Councilor/Council President Martin-Willis seconded.

Discussion: Councilor Roden stated she is voting no.

Roll call vote. Motion 5-1-0

Ayes: Evan Sorce, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: Dawn Roden

Abstentions: None

Recorder Russell read the title.

This will come back for a second reading in April.

7. New Business.

7.1. Q2 Financials (Carey).

Finance Director Carey presented a quarterly financial update for Quarter 2, noting that public safety fee revenue was on track at \$407,398, and debt payments were being made as scheduled. Council asked that the debt summary reporting include a column showing the total annual debt payment for clarity in future reports. Also, to add a notation to financial reports when debt payments are being made with funds from outside sources (e.g., MINET debt payments). Carey noted that the interest on the line of credit was due to a mandatory draw of \$500,000. Finance staff is moving from the audit to budget season. Carey will bring back a budget amendment in April.

7.2. Public Hearing: CDBG Grant Funding (Irvine).

Mayor Kate Schwarzler read the hearing script regarding how the meeting would be conducted.

- Public Hearing opened at 8:19 pm by Mayor Schwarzler.
- Staff Report as submitted in the agenda packet was reviewed by CM West with support from grant writer Marshall Guthrie. The City was awarded a CDBG grant of \$136,000 to implement the Primeros Pasos program, with a goal of serving at least 20 participants, at least 11 of whom had to meet the federal standard for low or moderate income. Two cohorts totaling 27 people completed twelve weeks of training, with one cohort serving English speakers and one serving Spanish speakers. All participants qualified as low or moderate income. All records and reports have been completed for this project. This public hearing is the final action needed to close out the grant.
- Public Testimony:

- Xochitl Torralba, Woodburn, OR: 2 cohorts-15 in Spanish and 12 in English, received a stipend and laptop after completing the program. 6 months per cohort, 10 sessions per person, plus 1:1 coaching.
 - Tiffany Busby, McMinnville, OR: Early Learning Supervisor and business coach. 106 slots impacted in the community.
- Discussion: The mayor thanked them for their work on this program. Councilor Sorce asked if they were willing to do the program again, response yes, when funding available.
 - Hearing closed at 8:27 PM.

7.3. **Public Hearing: Parks System Master Plan Adoption (Evander).**
5-minute break at 8:28PM back at 8:33 PM

Mayor Kate Schwarzler read the hearing script regarding how the meeting would be conducted. State Law Required Statements read.

- Declaration of Conflicts of Interest, Ex-Parte Contact, Bias: None
- Public Hearing opened at 8:35 pm by Mayor Schwarzler.
- Staff Report as submitted in the agenda packet was reviewed by Evander with a presentation by Matt Piccone from Greenworks and Matt Hastie from MIG. This plan is to adopt an update to the Parks System Master Plan, which was last updated in 2015. The plan includes an inventory of existing facilities, cost estimates, and a prioritized list of efforts to pursue. Matt Piccone presented an overview of the engagement process, which included multiple public meetings, surveys, and outreach efforts to ensure diverse community input. The plan addresses project values such as equity, resilience, and health, and includes recommendations for land dedication requirements, comprehensive plan updates, and level of service standards. Staff recommended approving the plan and that was the recommendation from the Parks board and Planning Commission as well.
- Discussion: The council was advised that adopting the plan would not automatically modify existing development codes, but rather provide recommendations for future consideration. Questions about cameras to watch for vandalism, alternate funding strategies, the possibility of corporate partnership for parks, family donation/named parks and pool property/sports park property.
- Further questions from the Council.
- Objections or testimony received:
- Public Testimony: written testimony from Erin McIntosh, Parks Chair, regarding pool property.
- Discussion: Staff Response to testimony—Evander said that none of the changes recommended forecloses the opportunity for sports fields. Other policies could still address sports fields. The changes in the language reflect the direction they received through outreach.
- Hearing closed at 9:29 PM.

7.4. **Council Bill 2026-6, Adopt Parks System Master Plan (Evander).**
Planner Evander explained that this council bill is to adopt the Park System

Master Plan as discussed in the previous public hearing.

Action:

Councilor Corr moved to modify the description of Priority Project #2 in the table in Chapter 7.3 Project Prioritization on Pg 105 to "Complete a pool area recreation plan" with an assumed cost of \$75,000 and adopt the Parks System Master Plan, as amended.; Councilor Sorce seconded. Discussion: council questioned where the modification came from. This modification prioritizes the pool property and is appropriate as the city continues to work on the pool and recreation area with other partner agencies.

Roll call vote. Motion 5-1-0

Ayes: Evan Sorce, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: Dawn Roden

Abstentions: None

Recorder Russell read the title of the council bill.

This will come back for a second reading at the April council meeting.

- 8. Executive Session, 3rd Floor Conference Room.** Mayor Schwarzler read the statement for executive session and council and staff recessed to the 3rd floor for the executive session.

Regular Session recessed at 9:38 PM

Regular Session reconvened at 10:10 PM

- 9. Potential Action from Executive Session.**

- 9.1. **Litigation Settlement (West).**

CM West passed out a staff report for the litigation settlement. CM West is looking for the authority to effectuate the settlement.

Action:

Councilor Corr moved that the Council authorize the City Manager to effectuate the settlement as discussed in Executive Session.; Councilor Morton seconded.

Discussion: None

Roll call vote. Motion 6-0-0

Ayes: Evan Sorce, Dawn Roden, Bill Boisvert, Kathy Martin-Willis, Marilyn Morton, Shannon Corr

Nays: None

Abstentions: None

- 10. Council Announcements.**

- Councilor Corr is attending the older adult summit tomorrow and will bring back information for the council.
- Councilor Sorce is attending a seminar hosted by Portland State on combating anti-semitism.

- 11. General Information.** Items submitted here in the packet are for information only; no action was required by city council.

- 11.1. **Management Team Notes.**

11.2. **Miscellaneous Correspondence.** Any communications received after publication of the agenda packet, but before 3:00 pm the date of the meeting, will be provided to Council at the meeting and will become a part of the official record.

11.3. **Pending Agenda Calendar.**

12. **Adjournment.** Mayor Schwarzler adjourned the meeting at 10:11 PM.

MAYOR KATE SCHWARZLER

ATTEST:

Myra Russell, City Recorder

DRAFT



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: Planning Manager Fred Evander
MEETING DATE: April 14, 2026
SUBJECT: Council Bill #2026-07 – Code Revision adopting
Legislative Amendment (LA) 2026-01, a Change to the
Requirements for Fences Associated with
Governmental Uses

Information Only

Action Requested

Statement of Issue:

At the City Council meeting on March 10, 2026, the Council conducted a first reading on an ordinance to change the Independence fencing standards, allowing barbed wire on top of six-foot-tall chain link fences for governmental uses. Council Bill 2026-07 is back for a second reading.

Fiscal Impact:

No direct fiscal impacts would occur because of the adoption of the code revision.

Options:

The Council may:

- A. Approve CB #2026-07 as submitted
- B. Take no action

Recommendation/Suggested Motion:

Staff recommend Option A.

Suggested Motions:

“I move to read the proposed Ordinance, Council Bill #2026-07 for the second time by title only.”

Should the motion pass, a third motion would be in order:

“I move to adopt the proposed Ordinance, Council Bill #2026-07.”

Attachment:

A. CB #2026-07 and Exhibits

Reviewed and approved by City Manager Kenna West

**BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
STATE OF OREGON, COUNTY OF POLK**

An Ordinance Amending Independence Development Code,]	
Section 74.020, Specific Standards for Accessory Uses,]	CB #2026-07
To Establish Standards for Fences associated with Governmental]	
Facilities; and Declaring an Effective Date]	

ORDINANCE NO. 1630

WHEREAS, the City of Independence has no standards that effectively regulate the fencing of governmental facilities, including facilities such as water and wastewater infrastructure; **AND**

WHEREAS, vandalism to or damage of water or wastewater facilities could cause significant impacts to the public health, safety and general welfare of residents of the City, including but not limited to the inability to effectively provide water to residents, the inability to treat wastewater from uses, and/or the exposure of individuals to hazardous chemicals; **AND**

WHEREAS, notice about potential revisions to the fence standards was provided on the Oregon Department of Land Conservation “PAPA” website on November 24, 2025; **AND**

WHEREAS, the Planning Commission considered revisions to the fence standards at their meeting of December 4, 2025; **AND**

WHEREAS, on December 24, 2025, the City of Independence published notice in the local newspaper about hearings to be held by the Independence Planning Commission (“Commission”) and the Independence City Council (“Council”); **AND**

WHEREAS, on January 5, 2026, the Planning Commission conducted a properly noticed public hearing to consider the proposed amendments to the Independence Development Code (“Code”), at which time interested parties and members of the general public had an opportunity to be heard; **AND**

WHEREAS, following the public hearing, the Planning Commission recommended that the City Council approve the proposed amendments; **AND**

WHEREAS, on February 10, 2026, the Council conducted a properly noticed public hearing regarding the proposed Code amendments, at which time interested parties and members of the public had an opportunity to be heard, and reviewed the record and recommendations of the Commission and City Staff; **AND**

WHEREAS, on February 10, 2026, following the close of the public hearing and after due deliberation, the City Council found that the proposed amendments to the Code

complied with applicable provisions of the City of Independence Comprehensive Plan and the Independence Development Code, as shown in the findings contained in the Staff Report attached as Exhibit A.

NOW THEREFORE, THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The City of Independence hereby adopts the above recitals and the findings contained in the Staff Report, attached hereto as Exhibit A and incorporated herein by this reference, in support of the amendments to the Independence Development Code.

Section 2. Section 74.020 of the Independence Development Code is hereby amended as provided in Exhibit B.

Section 3. All unamended provisions of the Code shall remain unchanged and in full force and effect.

Section 4. Severability. The sections, subsections, paragraphs, and clauses of this ordinance and the attached code provisions are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

Section 5. Codification. Provisions of this Ordinance shall be incorporated into the Independence Development Code, and the words “ordinance” or “section” may be changed to “code,” “article,” “chapter,” “division,” or another word, and the sections of this Ordinance may be renumbered or re-lettered, provided however, that any recital clause and boiler plate provisions of this Ordinance need not be codified, and the City Recorder is authorized to correct any cross-references and any typographical errors.

Section 6. Effective Date. This ordinance will take effect thirty (30) days after the date of passage and signature by the Mayor.

First Reading to the Council, this ____ day of _____, 2026
Second Reading to the Council, this ____ day of _____, 2026
Adopted, this ____ day of _____, 2026
Signed by the Mayor, this ____ day of _____, 2026

ATTEST:

KATE SCHWARZLER, MAYOR

Myra Russell, City Recorder



INDEPENDENCE

Oregon's Story Begins Here

CHANGES TO FENCE STANDARDS (FILE NO. LA | 2026-01) STAFF REPORT

- MEETING DATE:** February 10, 2026
 - RECOMMENDATION: APPROVAL**
 - FILE NUMBER:** LA | 2026-01
 - RE:** Public Hearing – Potential Change to the Requirements for Fences Associated with Governmental Uses
 - CRITERIA:** Oregon State Planning Goals
Independence Comprehensive Plan
Independence Development Code (IDC)
-Subchapter 10: General Provisions
-Subchapter 11: Administrative Provisions
 - CONTENTS:**
 - I. Summary
 - II. What is the Problem?
 - III. What is Proposed?
 - IV. What Considerations went into Staff’s Original Recommendation?
 - V. What Considerations went into The Planning Commission’s Recommendation?
 - VI. What Questions are Raised by the Planning Commission Recommendation?
 - VII. Staff Recommendation
 - VIII. Staff Findings - Oregon State Planning and Independence Comprehensive Plan Goals
 - IX. Staff Findings – Independence Development Code
 - ATTACHMENTS :**
 - A. Proposed Code Change (2 pages)
 - B. Public Comment from Clyne, dated 2025 December 16 (2 pages)
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I. SUMMARY

At the meeting of February 10, 2026, the Independence City Council will discuss a potential change to the fence standards in the City of Independence.

Staff Proposal: Staff proposed that the Planning Commission should recommend the approval of a change to City fence standards that allows governmental uses and structures to be surrounded by fences that were six feet tall and topped with barbed wire.

Planning Commission Recommendation: The Planning Commission largely agreed with the staff proposal but recommended a requirement that a public use adjacent to three or more existing residential parcels can only use barbed wire if it is on a second fence that is setback 15-feet from the property line..

II. WHAT IS THE PROBLEM?

The City of Independence recently embarked on an initiative to ensure that its critical infrastructure facilities were secure from acts of vandalism or terrorism. To discourage access to these properties, the City installed barbed wire fences around key facilities that either did not have barbed wire or were not fenced at all. These properties included the wastewater treatment plant and the south wellfield and water tank located along River Oak Road. Existing six foot tall fences at these facilities were topped with barbed wire. Properties lacking fencing were secured with new six-foot-tall fences that were topped with barbed wire.

Two neighbors of the south wellfield property objected to the placement of barbed wire around the facility, among other things because the wire was added to an existing fence in a residential zone and was less than eight feet above the ground.

Given the complaint, the City reviewed its existing fence standards in Independence Development Code (IDC) Section 74.020 and the fences surrounding several similar governmental uses. Staff's review revealed that:

- The current code does not effectively address fences for government uses. The IDC allows barbed wire fences in commercial and industrial zones and requires them to be at least eight feet high. No standards exist for any kind of fence in the Public Service or Airport Development zones. Governmental facilities and uses are allowed in Residential zones, but they are required to meet the fence standards for residential uses – 3.5 feet tall in the front yard unless the fence is see-through. No chain link or barbed wire is allowed in residential zones. Additionally, some City facilities are located in rights of way which have no zoning and therefore no fence standards.
- Construction of an eight-foot-tall fence to ensure the barbed wire is at least eight feet from the ground is difficult, particularly on an existing six-foot-tall fence. To make the change, an individual would need to conduct an engineering analysis and either add onto the fencing and fence posts or entirely remove and replace the fencing and posts (at a potentially significant cost). A detailed explanation of that process is offered below.
- Requiring all barbed wire fences surrounding governmental uses to be eight feet tall would make several government fences with barbed wire at six feet non-conforming. Uses with barbed wire fencing at six feet, and the zone where they are located, include the following:
 - The airport (operated by the Oregon Department of Aviation), located in the Airport Development District.
 - Polk Well 1, just south of the Independence Sports Park, located in the Public Services Zone.
 - The River Drive Well, located in the Low-Density Residential Zone and sharing a property line with the Light Industrial Zone and the Agricultural Zone.
 - The Riverview Park Pump Station, located in the Public Services Zone and sharing a property line with the Mixed-Use Pedestrian Friendly Commercial Zone.
 - The Oak Street Pump Station, located in un-zoned City right-of-way
 - The 9th Street Pump Station, located in un-zoned City right-of-way and bordering residential property in the Medium-Density Residential zone.
 - The Monmouth Street Reservoir, located in the Public Services Zone and sharing a property line with the Residential High-Density Zone and the Hazel Glen Manufactured Home Park.

- The City of Monmouth well and water tank site, located in the Public Services Zone along 4th Street and bordering the Low-Density Residential Zone along its northern extent.¹

Within the City as a whole, the City of Independence contains only a few eight-foot-tall fences. A few examples of eight-foot-tall fences with barbed wire include:

- Polk Wells 2 and 3, just south of the Independence Sports Park.
- A portion of the City Shops at 160 F Street.
- The fence for Mobility Solutions at 155 E Street.
- The industrial building 905 N. Main.
- Portions of G&R Auto Wreckers at 4695 Independence Highway.
- Portions of the Pick a Part at 1074 Monmouth Street.

Fences shorter than eight feet with barbed wire also exist for commercial and industrial uses including:

- The industrial property at 10th and F Street (900 F Street).
- The Robert Lloyd Sheet Metal Complex at 4485 Independence Highway.
- The old Oregon Alder Property off both Hoffman Road and Stryker Road.
- The industrial property at 4770 Independence Highway.
- The industrial property at 900 N Main.
- The storage units at 885 N Main, which border the Greystone Apartments on two sides.
- The storage units at 590 Hoffman Road.
- Portions of the storage units at 350 N. Ash.
- The Pacific Power Substation along Monmouth Street, which borders the Hazel Glen Manufactured Home Park.
- The Century Link building at Talmadge Road and Monmouth Street.

III. WHAT IS PROPOSED?

Given these findings, and the fact that the City will continue to build new infrastructure facilities (including a new drinking water facility which is underway), City staff propose to create a new fence standard for public service uses, regardless of the zone where the use is located. The proposed new fence standard would allow a six-foot-tall fence with barbed wire.

The proposed language read:

Government Service Structures or Uses. Notwithstanding the standards above, fences enclosing municipal or government service structures or uses, including, but not limited to, a reservoir, water tower, pump station, airport, bus terminal or station, fire station, transformer station or substation, may be constructed of chain link. The fences, for which there is no height limitation, must be at least six (6) feet tall if topped with barbed wire.

This language was intended to address the issue at the south wellfield, as well as the lack of standards for fences associated with public uses. As noted above, the Public Service Zone lacks a fence standard, and the standard in the residential zone (which currently requires a maximum 3'6" fence in the front yard, unless the fence is non-site obscuring and does not allow chain link) is not adequate to protect government facilities. It should be noted that barbed wire is not the same as razor wire, which is typically strung on top of fences in coils while barbed wire is strung in straight lines.

The Planning Commission generally agreed with the intention of staff's proposal but recommended a 15-foot setback for barbed wire fences when the property is adjacent to at least three residential parcels. The proposed language added the following sentence to staff's original recommendation:

¹ This list and lists to follow do not include all fences. Staff has taken care to look for barbed wire fences throughout the City but recognizes that some fences may have been overlooked.

...provided that where a barbed wire topped fence abuts three or more existing residential parcels, a second fence that contains the barbed wire shall be set back at least 15 feet from the property line.

IV. WHAT CONSIDERATIONS WENT INTO STAFF'S PROPOSAL?

Fundamental considerations that staff weighed regarding how best to proceed included questions related to safety, visual impact, and the ease and cost of completion. These issues are explored below:

Safety of Facilities – The fundamental reason that the City seeks to install barbed wire fences around its facilities is to protect City infrastructure, including multimillion dollar facilities such as the wastewater treatment plant, the south wellfield, and the 9th Street Pump Station.

While impacts to the facilities may seem theoretical, any vandalism and related failure of a public/governmental facility could significantly impact the public health, safety and welfare of the community including the ability to provide clean water to residents or to handle or treat wastewater. For instance:

- If the inflow of the wastewater treatment plant was damaged, the City would not be able to treat wastewater. Sewer pipes would back up and, if the problem was not addressed quickly, raw sewage would eventually spill from low points in the system, creating a public health hazard.
- If one of the several pump stations in town was damaged, a sizable portion of the City would not be able to transmit wastewater to the wastewater treatment plant. Failure of a pump station would cause sewer pipes to back up and, if the problem was not addressed quickly, would result in raw sewage spilling from low points in the system, causing a public health hazard.
- If a water reservoir were damaged, the City may not be able to provide sufficient water pressure to serve certain portions of the community and/or have sufficient pressure to fight fires.

All these examples would also incur potentially significant costs for repair and cleanup. Given the importance of these and other public facilities, taking precautions, even as simple as adding barbed wire, is prudent.

Some individuals have suggested the installation of security cameras as a potential alternative to the installation of a barbed wire fence. Widespread use of cameras, however, is not practical in many instances. The south wellfield, for instance (just one of the many city facilities with fences), has five different wells, each of which are in different buildings, a pump station, and a 1.5-million-gallon reservoir with an approximately 319-foot circumference. Adequately filming the area would require at least 7 cameras, though given the size of the reservoir, more would likely be necessary. Additionally, even if filming did occur, the feeds would not be monitored.

Cameras would only be useful if something happened to a facility, and culprits were sought after the damage was done. The cameras would not serve as a preventive security tool. Given the potential impact to health, safety and general welfare, this use of cameras is not as effective a deterrent as the installation of barbed wire, which would physically discourage people from entering. The use of cameras should occur in conjunction with physical barriers, not instead of them.

The airport, which is operated by the Oregon Department of Aviation, offers another illustration of the usefulness of fences compared with cameras. The fence line at the airport is more than 5,000 feet long and is primarily intended to keep people and animals away from the runway. Using a camera to achieve a similar result would not be effective.

Safety for Animals/Children – In discussions about fencing, individuals have also expressed a concern over the safety to animals and people from a six-foot-tall fence topped with barbed wire. While this danger seems valid in theory, six-foot-tall fences with barbed wire on top are not necessarily dangerous. In fact, in reviewing the codes of other cities, several cities allow barbed wire at six feet including Dallas

(in industrial areas), Canby, Salem (with a warning sign placed every 15 feet), Eugene, and Springfield.² Eugene prohibits barbed wire along a sidewalk or public way unless the barbed wire is intended to protect a hazardous area or facility and Springfield and Canby do not allow barbed wire to extend over a street or sidewalk. If six-foot-tall fences with barbed wire on top were inherently dangerous, it is likely that more cities would either prohibit them or require higher fences.

In fact, the City of Independence has several fences with barbed wire on top of a six-foot-tall fence and has never had a report of a child or animal injured on a City fence (or on any privately-owned barbed wire fence). Several six-foot-tall fences with barbed wire are present near known wildlife corridors and residential developments in Independence. Despite this fact, an informal poll of current and recently retired City staff found that no one recalls any child or animal ever being stuck in barbed wire or issuing a complaint for being harmed by barbed wire.

Visual Impact – Submitted comments and testimony about the proposed fence standards have argued that barbed wire obscures neighboring property views. However, any increase in the height of a fence or additional fencing obstructs the view to some degree, and barbed wire likely obstructs views less than other available options. As shown in Figure 1, barbed wire includes three parallel lines of wire, while chain link involves a grid of wires (of a similar diameter) that covers a greater proportion of the same space. Slats in chain link and cedar fencing are even more visually obstructive. The use of chain link or any another type of fencing would have more of an impact than barbed wire on the view.

FIGURE 1 COMPARING THE VIEW OF BARBED WIRE AND CHAIN LINK



Difficulty of Adding Height to a Fence – Finally, replacing a six-foot fence with an eight-foot fence is difficult, expensive, and often requires the complete replacement of the posts and chain link. While fence-height extenders exist, the use of the extenders requires an applicant to submit an engineering analysis to evaluate whether new hinge points would be created on the fence and whether the original

² Staff has reviewed several fence codes and practices as part of this report. Multiple other cities do not allow barbed wire fences at all according to their codes but have barbed wire on top of six-foot-tall fences on various properties in those same cities.

concrete footings would be able support the added height (any fence over seven feet in height requires a similar engineering analysis related to the possibility of wind throw). Because of the difficulties in avoiding the creation of hinge points and determining how much concrete was used for the fence posts, the installation of an entirely new fence would likely be necessary.

Conclusion – Given these considerations, staff recommended amending the City’s Development Code to allow public agencies to add barbed wire to six-foot-tall fences (particularly for fences that currently exist) to protect governmental facilities.

V. WHAT CONSIDERATIONS WENT INTO THE PLANNING COMMISSION’S RECOMMENDATION?

The Planning Commission considered these perspectives as well as statements from community members to determine how best to create a requirement for fences around governmental uses.

To balance the need to protect governmental facilities with neighboring residential properties, the Commission recommended that a 15-foot setback be established for a fence with barbed wire when the fence was adjacent to at least three existing residential parcels. The Planning Commission anticipated the installation of a second fence to accommodate the barbed wire.

In making this recommendation, the Commission established the threshold of three residential parcels for the standard because they realized that some City facilities such as pump stations were quite small and may not allow the City the ability to meet the 15-foot setback. The Commission passed the motion with a vote of 3 to 2.

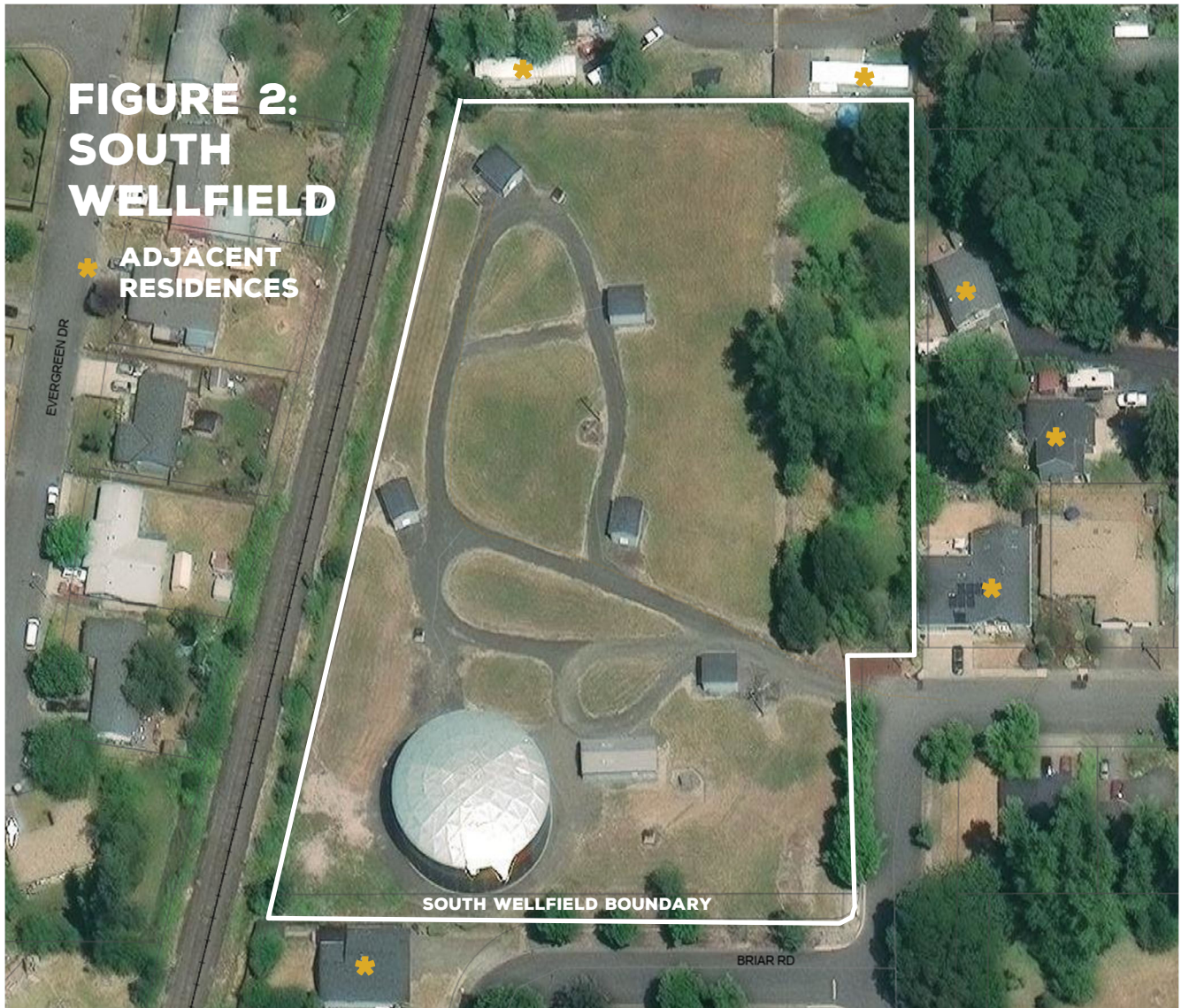
VI. WHAT QUESTIONS ARE RAISED BY THE PLANNING COMMISSION RECOMMENDATION?

This recommendation raises a few questions that should be addressed before the City Council adopts the code. These questions include:

How would the required setback address parcels (as proposed by the Planning Commission) vs residential units? The language proposed by the Planning Commission referenced residential parcels but ignored situations where a fence may abut a multifamily structure or a use such as a manufactured home park (which have many residential units but are only one parcel). Several multifamily properties are currently adjacent to City facilities with 6 foot barbed wire fences on their perimeter.

What is considered abutting? And does the required setback relate to the entire fence line? The language proposed by the Planning Commission sought a 15-foot setback and a second fence line when a governmental use abutted three or more residential parcels. However, as proposed, the language was not clear about how the proposal would relate to a site such as the south wellfield. As seen in Figure 2, the wellfield has three residences on its east side, is adjacent to the Independence Mobile Home Park on its north side and is adjacent to one parcel on its south. All told the roughly 1,680-foot fence line abuts a total of six residential structures. Given this configuration, would the 15-foot setback apply to the entire site? Or would it only apply on sides that are adjacent to three or more residential properties?

Should the distance that a home is located from the fence be considered in the determination of what is abutting? The Planning Commission language suggested that a second six-foot-tall fence, topped with barbed wire and set back 15 feet from the property line, would be required when a governmental use was adjacent to three residential parcels. However, no requirements were established to address circumstances where the homes on the parcels were not located anywhere near the property line – for example adjacent to the property where the City’s new drinking water facility will be constructed. If the homes on the residential parcels were a significant distance from the fence line, would the standard still apply?



How would the non-conforming use standards affect existing fences on property lines? The language proposed by the Planning Commission sought to allow a 6-foot-tall fence with barbed wire along a property line so long as there was less than three adjacent residential properties. The Planning Commission’s recommended language would cause a variety of existing public uses, such as the water reservoir on Monmouth Street (which is surrounded by a 6’ barbed wire fence and is adjacent to several manufactured homes in Hazel Glen Mobile Home Park), to be nonconforming. The City’s nonconforming use standards would not allow the City to repair or replace the fence in the future without coming into conformance with the code. In the case of the reservoir on Monmouth Street, achieving the additional required setback would not be possible, since the tank is less than 15 feet from the current fence. The Pacific Power substation next door would be similarly affected.

As the community continues to develop, new residential properties will be platted adjacent to public facilities. If the City were to construct a barbed wire fence around the perimeter of its planned new drinking water facility, planned residential developments will eventually create multiple new residential lots adjacent to the facility. The new residential development would cause the City facility to be out of compliance with the City’s code and would make the existing fence a non-conforming use. A similar situation might be created in southwest Independence, where a sewer pump station must be constructed

to serve planned residential developments. In both of these cases, it would be costly and potentially impossible for the City to meet the 15 foot setback requirement if the fences needed to be repaired for some reason.

Does the recommendation's requirement of two fences create excessive cost? In the creation of the proposed standard, the Planning Commission largely focused on the situation at the south wellfield, where barbed wire was added onto an existing six-foot-tall fence. Responding to the situation, the drafted language required a second fence to be installed (since a fence previously existed on the property line). However, if the City or another governmental use sought to install an entirely new fence at a property adjacent to at least three residential parcels, it would be significantly more expensive to construct two fences as the recommended language appears to propose.

VII. STAFF RECOMMENDATION

Staff recommends that the City Council proceed with the original recommended code change. A standard is needed for fences surrounding governmental uses so that the City and other public entities can secure their critical infrastructure. The Planning Commission's recommendation for a 15 foot setback when adjacent to three or more residential parcels is well intentioned but would be challenging and expensive to implement while creating a potentially problematic situation at current and future public facilities.

Findings for the revisions to the fence standards, regardless of the approach selected by the City Council, are presented below.

IX. STAFF FINDINGS - OREGON STATE PLANNING GOALS AND INDEPENDENCE COMPREHENSIVE PLAN GOALS

Updates to the Independence Development Code are required to meet the Oregon State Planning Goals. Among these goals include provisions related to Citizen Involvement (Goal 1), Land Use Planning (Goal 2), Public Facilities (Goal 11), and Urbanization (Goal 14). Combined these goals seek to “accommodate urban population and urban employment inside urban growth boundaries” and “ensure efficient use of land” (see Goal 14), while assuring that citizens are involved in the planning process and considerations related to public facilities are made. The Independence Comprehensive Plan, public facilities plans, and Independence Development Code help to implement the Oregon State Planning Goals in Independence.

The proposed fence standards appropriately fit into this planning framework.

Key findings related to the proposed changes are addressed below:

Goal 1. Citizen Participation. Goal 1 of the Oregon State Planning Goals looks “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” The Citizen Involvement Element of the Comprehensive Plan and Subchapter 11 of the Independence Development Code help to implement this goal.

To provide notice of the proposed changes, the City offered notice on its website, newsletter and Facebook page, posted notice on the Department of Land Conservation and Development “PAPA” website, and published notice in the Polk County Itemizer-Observer. The Planning Commission also discussed the proposed changes in a work session on December 1, 2025, and held a public hearing on the changes on January 5.

The Independence City Council will hold a public hearing on the proposal on February 10th.

Given these methods, individuals have had and will have several opportunities to learn about the proposed code change and to be involved in the process. The proposed amendment addresses and meets Goal 1.

Goal 2. Land Use Planning. Goal 2 of the Oregon Planning Goals seeks “to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.” The Land Use Element of the Independence Comprehensive Plan, which seeks “to encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs,” and the Independence Development Code help to implement this goal.

The draft fence standards fit appropriately within this planning framework. The amendments look to effectively use the various land use designations in Independence (see Land Use Policies 2 through 4) and “update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances” (see Land Use Policy 1). The standards seek to establish a set of fence standards for governmental service uses that could apply for all properties owned by the City and similar governmental agencies.

Existing fence standards and zoning designations in Independence do not effectively regulate government facilities. With the existing standards, the fence requirements for public service uses vary depending on the underlying zone:

- Fences for governmental uses in public service zones have no standards.
- Fences for governmental uses in industrial/commercial zones can have chain link and are required to be at least eight in height if barbed wire is used.
- Fences for governmental use in residential zones are not allowed to use chain link and are required to be 3.5 feet tall in the front yard unless constructed of a non-site obscuring material. No barbed wire is allowed in residential zones.

The approach does not provide a consistent set of standards for government uses or effectively promote the protection of important governmental facilities.

Additionally, with the underlying zoning acting as the basis for the fence requirements, the standards are unclear about what happens when a transition in zones occur. For instance, the 9th Street pump station is located on an un-zoned former rail right-of-way that is bound on two sides by residential zoning. With the existing standards, it is not clear how to address the transition between the undesignated right-of-way and the residential zone (i.e. is the fence required to be 7-foot cedar or can it be chain link). The proposed revision would address this uncertainty by clarifying that the standards apply to the entire governmental use that is enclosed by the fence. The proposed amendment addresses and meets Goal 2.

Goal 11: Public Facilities. Goal 11 of the Oregon State Planning Goals looks “to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” The Independence Comprehensive Plan Public Facilities Element and its related capital facilities plans (including the Wastewater System Plan and Water Master Plan) help to implement this goal.

The proposed allowance of barbed wire on the top six-foot-tall fences supports the City’s capital facilities efforts by ensuring that taxpayer investments are well protected and that water and sewer infrastructure is functional. The proposed amendment addresses and meets Goal 11.

Goal 14: Urbanization. Goal 14 of the Oregon State Planning Goals looks “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The Intergovernmental Agreement between Polk County and the City of Independence Regarding the Urban Growth Boundary, the Urbanization Element of the Independence Comprehensive Plan, city facility plans and the Independence Development Code implement this goal.

The various plans and policies in Independence seek to provide urban services (including water and sewer) within the City limits and limit the extension of utility services outside of the community. Key to the success of the services and this vision of growth inside City limits is the assurance that the facilities are well protected and able to continue to function. Well-functioning water and sewer systems are foundational to the quality of life in Independence and the ability for future urbanization to occur.

The proposed amendment addresses and meets Goal 14.

Based on this evaluation, the proposed changes effectively balance considerations about citizen involvement, public facilities, and urbanization. While the City Council may elect to make further revisions to the code, the proposed code changes generally achieve the Oregon State Planning Goals.

X. STAFF FINDINGS – INDEPENDENCE DEVELOPMENT CODE

Beyond the Oregon State Planning Goals and the Comprehensive Plan, the proposed changes are required to conform with the standards of the Independence Development Code.

Subchapter 10: General Provisions

...

10.040 Amendment of Development Code

Any amendment of the text of this development code shall be accomplished by ordinance of the City Council. Proposals for such amendments shall be submitted to the Planning Commission for public hearing. The Planning Commission shall submit to the City Council its written recommendation regarding the proposed amendment. Such recommendation shall be submitted to the City Council within 30 days of the Planning Commission's action on the proposed amendment. Notice shall also be provided to state land use agencies in accordance with statutory requirements. This is a Type IV action – See 11.002 (D).

Staff Response: The Independence Planning Commission considered the proposed changes during a public hearing on January 5, 2025. The City Council will consider the changes on February 10, 2026. The Council will be given a draft of an ordinance to potentially adopt the changes at the meeting of February 10. Given the process, this standard will be met.

...

Subchapter 11: Administrative Provisions

11.002 Application Types and Review Procedures

All development permits and land use actions are processed under the City's administrative procedures. There are four types of actions, each with its own procedures.

...

D. Type IV Action

A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. Private parties may request a Type IV action; however, it must be initiated by the Planning Commission, or City Council. The City Council makes the final, local decision. Sections 11.025 and 11.030 list the notice and hearing requirements.

1. Amendments and Revisions of the Comprehensive Plan
2. City Plan Document Adoption, e.g. Water System Plan
3. Zoning Code Amendments

Staff Response: Staff has reviewed the changes as a Type IV – Legislative Review. Staff and the Independence Planning Commission initiated the changes to consider how best to

address fence requirements for government facilities. Given the process, this standard will be met.

11.015 General Provisions

In order to provide for citizen review of the planning process and the orderly keeping of records of actions relating to this Ordinance, the City shall ensure that the following measures are maintained and available for public review.

...

Staff Response: Staff has taken proper steps to ensure compliance with the standards in Independence Development Code Section 11.015, including publishing a notice of the changes in the Polk County Itemizer-Observer, writing a staff report for the amendments, and keeping a file related to the proposal. This standard is met.

11.025 Notice of Public Hearings

...

B. Legislative Hearings (Type IV). Notice of Public Hearing by the Planning Commission or City Council relating to any legislative action shall be published in a newspaper of general circulation a minimum of 10 days prior to the date of the hearing. Notice shall be provided to the Department of Land Conservation and Development in conformance with DLCD rules prior to the first evidentiary hearing by the City for any legislative action.

Staff Response: Staff sent notice of the changes to the Oregon Department of Land Conservation and Development on November 24, 2025, and included information about the changes on the City of Independence Planning Department website. Staff additionally published a notice of the public hearing in the Polk County Itemizer-Observer on December 24, 2025. Comments received were included and addressed within this Staff Report. This standard is met.

PROPOSED CHANGE TO IDC 74.020

74.020 Specific Standards for Accessory Uses

A. Fences.

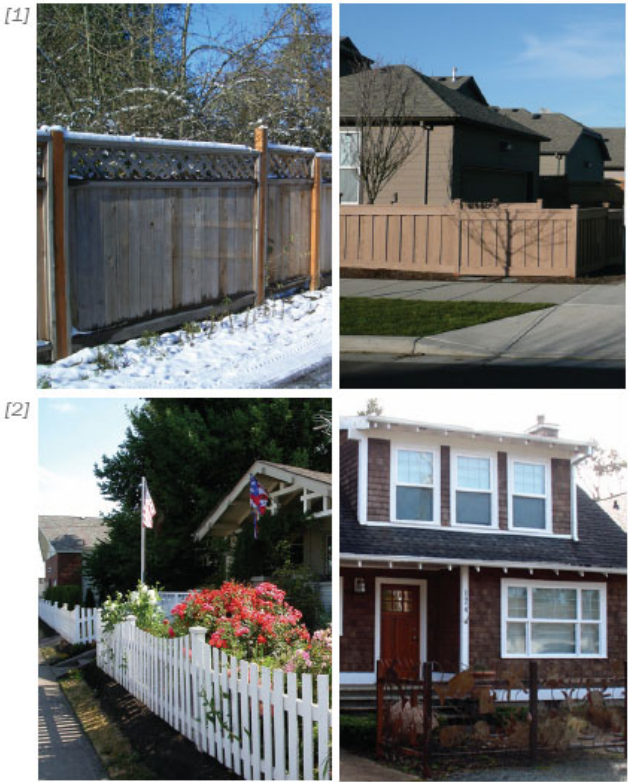
1. Standards for Zones and Uses

a. Residential Zones.

i. Height. In the RS, RM and MX zones, fences in the front yard shall not exceed 3 ½ feet in height unless the fence is constructed of a non sight-obscuring material. Side, rear and non sight-obscuring front yard fences shall not exceed seven (7) in height.

ii. Materials.

- A. Fences shall be made of wood, brick, vinyl or wrought iron.
- B. Chain link fences shall be prohibited, unless 50 percent of the residential lots on the same block or cul-de-sac have chain link at the time of application submittal. In those instances, chain link may be used in a similar location on the lot as the other properties on the block/cul-de-sac (i.e. along a front, side or rear property line, if the existing fences are found in those locations on the other properties). No new chain link shall be allowed in the Independence Historic District.



Fences. [1] Fences should be made of wood brick or wrought iron. [2] Front yard fences should not exceed 3 1/2 so as not to inhibit surveillance.

b. Commercial and Industrial Zones.

Fences enclosing commercial or industrial uses, for which there is no height limitation, must be at least eight (8) feet high if topped with barbed wire or other injurious material.

c. Government Service Structures or Uses. Notwithstanding the standards

above, fences enclosing municipal or government service structures or uses, including, but not limited to, a reservoir, water tower, pump station, airport, bus terminal or station, fire station, transformer station or sub-station, may be constructed of chain link. The fences, for which there is no height limitation, must be at least six (6) feet tall if topped with barbed wire.

e.

2. Vision Clearance Standards for All Fences. All fences which are located within vision clearance areas at street and alley intersections shall not exceed 3 ½ feet in height from the adjacent curb elevation and shall be constructed of a material which is non sight-obscuring.
3. Standards for Materials. All fences shall be constructed of such material as to be compatible with the surrounding area. No sheet metal, metal roofing, plywood, broken or splintered material, pallets, barbed wire, pig wire, woven wire or farm fence wire shall be used, unless otherwise allowed by this code. Stained or discolored fence material shall be painted. All fencing shall be constructed so that the finished side shall face outward. All fences shall be maintained so as to be in an upright, self-standing condition and repaired with the same or similar materials used in the existing fence.
4. Required to Meet State and Local Codes. The construction of the fence shall meet all State and local codes. Fees and plans showing the location, materials and design of all fences shall be submitted to the city for a permit prior to construction.

B. Swimming Pools.

1. A swimming pool may be located within a rear yard or side yard provided that the pool meets the setback requirements for the zone in which the pool is located. Any pool installed shall be protected against accidental entry by a fence not less than 48" in height with a self-closing, self-locking gate not less than 48" from the edge of the pool.

David Clyne
184 River Oak
Independence, OR 97351
davidclyne29@gmail.com
Cell: (541) 905-3230

December 16, 2025

Formal Complaint – Unpermitted, Prohibited, and Boundary-Uncertain Barbed Wire Installation at the South Well Fields

I submit this formal complaint concerning the knowing, unpermitted, and unlawful installation of barbed wire on the western perimeter fence of the City’s south well fields. The violation has continued since November 6, 2025.

1. Prior Notice to the City and Decision to Proceed Anyway

On November 5, 2025, I emailed both the City Manager and the Public Works Director notifying them that I did not consent to and did not wish to have a barbed-wire addition placed on the shared western fence line. Construction temporarily halted following that notice.

Despite receiving explicit notice—and with knowledge that the installation would violate the City Code—the City proceeded on November 6, 2025, completing the addition of barbed wire.

2. City Acknowledgment That No Permit Was Issued

At a recent Planning Commission hearing, City staff acknowledged that no fence permit application was taken out for the barbed wire installation.

This violates Independence Municipal Code § 74.020(A)(4), which requires a permit before undertaking such construction. The City acted without the permit that it routinely requires of residents and developers.

3. Prohibited Material Under the Municipal Code

Independence Municipal Code § 74.020(A)(3) states:

“No sheet metal, metal roofing, plywood, broken or splintered material, pallets, **barbed wire** (emphasis added), pig wire, woven wire or farm fence wire shall be used.”

There is no ambiguity: barbed wire is prohibited. The only limited exception applies to industrial or commercial zones where the uses are indeed industrial or commercial properties when an existing 8-foot fence is present. Even in that instance, the resulting fence can not cause an abutting residential property to become non-compliant.

The well field:

- Is not an industrial or commercial use,
- Is currently zoned residential, and
- Has an existing chain link fence that is 5–6 feet, not 8 feet.

Therefore, no exception applies, and City staff, Planning Director Evanger, have publicly acknowledged that the current installation violates the Code and is illegal.

4. City Lacked Knowledge of the Property Line and Acted on a Presumption

At the same Planning Commission hearing, the Planning Director was asked how the City knew the fence was located on City property. His response:

- The City “presumed” it was,
- The City has no survey, and
- The fence line’s location is unknown.

Thus, the City installed a prohibited, unpermitted, and potentially trespassing improvement without knowing whether the structure lies on City land, my land, or a shared boundary.

5. Ongoing, Daily, and Potentially Intentional Violations

Subchapter 100 under the Code, each day a violation continues constitutes a separate violation punishable by up to \$500 per day. The City received notice of this violation on November 6, 2025 and failed to take mitigation measures nor follow the procedures laid out in Subchapter 100 for Enforcement.

As the City obviously is not willing to follow the Code objectively against its own staff, I am asking with this complaint that either the Police Department undertake the enforcement or turn this over to a third party enforcement agency for an objective and fair investigation and charging determination. Ultimately, I am seeking either the removal of the barbed-wire fence adjacent to my property or that this matter be brought before the municipal judge pursuant to the provisions of the Code.



Public Works Department
PO Box 7
555 S. Main Street
Independence, OR 97351
Phone: (503) 838-1212
Fax: (503) 606-3282

INTEROFFICE MEMORANDUM

DATE: February 3, 2026
TO: Fred Evander, Community Planner
CC: Kenna West, City Manager
Shawn Irvine, Assistant City Manager
FROM: Gerald Fisher, Public Works Director
RE: *Security Requirements for Public Water Facilities*

Fred,

In response to recent event surrounding the installation of fencing and barbed wire around the south water treatment facility, I am providing the following information related to security requirements around public water facilities.

Federal security requirements for public water facilities, often guided by EPA best practices and DoD standards (UFC 4-022-03), require an intruder-resistant perimeter fence, usually at least 6 feet high and topped with three strands of barbed wire. Fences should be placed at least 10 feet from tanks, feature locked gates, and include warning signs.

Key Federal and General Security Standards

- Fence Structure: Minimum 6-foot high, intruder-resistant fence, such as chain link.
- Barbed Wire: At least three strands of barbed wire at the top are recommended to increase security.
- Clear Zone: Fencing should be positioned at least 10 feet away from the tanks, with cleared space around it to prevent hiding spots.
- Signage: "No Trespassing" and warning signs are required, often in both English and Spanish.
- Access Control: All gates must be locked. In high-security areas, vehicle access may be restricted by bollards or heavy-duty barriers.
- Materials: Fence posts and hardware should adhere to Federal Specification RR-F-191K/GEN, often requiring concrete footings for stability.
- Inspection: Regular checks for tampering, structural integrity, and proper, locked function of gates are advised.

Regulatory Context

- Safe Drinking Water Act (SDWA): Defines "tampering" as a federal offense. Federal law requires signs to be posted, such as "Warning, Tampering With This Facility is a Federal Offense".
- State Primacy: Under the SDWA, the EPA allows states to set their own standards as long as they are at least as stringent as federal ones. Most states adopt the American Water Works Association (AWWA) standards.

State of Oregon Guidelines – 2006 Guidelines for the Physical Security of Water Utilities

Recommends the use of appropriate perimeter fences and gates, adequate perimeter and area lighting, and hardened locks often provide sufficient deterrence from all but the most motivated vandals.

Protective approaches against the base level of criminal threat with limited hand tools are focused on deterrence and delay. Visual barriers act as a deterrent to prevent the detection of assets by an opportunistic criminal. Prevention or delay of the removal of equipment and other targets can result from physical separation from public areas, adequate lighting, and physical barriers such as fences, protected heavy duty locks, high-quality doors and strikes, cabinets, and similar features. Multiple layers of protection provide additional delay to the adversary in completing his objective.

A saboteur is typically motivated by political, doctrinal, or religious causes, although revenge may also be a motivation. These individuals primarily use stealth to achieve their objectives, but they can be armed and willing to injure or kill others if threatened. The saboteur is bent on damage or destruction of the utility's facilities or generating a lack of public confidence in the utility's ability to protect the public. The difference between a base and enhanced level of threat from a saboteur is defined by the capabilities and methods. The base saboteur threat often possesses simple tools and attempts to either contaminate the water system by introducing a toxic compound or damage the facility components to prevent its operation. The security approach for defeating this threat is to detect the intruders, quickly assess that the intruders are a threat, and delay them until a response force interrupts their actions. Additional physical delay features are required to adequately impede an enhanced saboteur threat with more sophisticated tools and weapons, which can include explosives, and the ability to not only contaminate the water but also to destroy critical facilities.

The state standard is a higher standard than federal standards which is allowed under federal code. In addition to the south water treatment plant, we also have chain link fencing with barbed wire around the wastewater plant, north water treatment, all Polk Wells, Monmouth Street reservoir, Riverview lift station, Williams Street lift station, Oak Street lift station (on Main Street), and the Albert Street lift station (on Log Cabin Street). These measures were put in place years ago with the exception of two locations; the fencing around the wastewater treatment plant site which was finished last year and the addition of barbed wire at the south water treatment plant last year.

Public Works followed guidelines for protecting the community's drinking water system and wastewater system from vandalism and sabotage and to also protect the community from potential state violations related to damage to lift stations and sanitary sewer overflows. There is more work that needs to be done but that work will happen in the future as funding allows. Thanks and let me know if you have any questions.

PLANNING COMMISSION RECORD



INDEPENDENCE

Oregon's Story Begins Here

CHANGES TO FENCE STANDARDS (FILE NO. LA | 2026-01) STAFF REPORT

MEETING DATE: January 5, 2026

RECOMMENDATION: APPROVAL

FILE NUMBER: LA | 2026-01

RE: Public Hearing – Potential Change to the Requirements for Fences Associated with Governmental Uses

CRITERIA: Oregon State Planning Goals
Independence Comprehensive Plan
Independence Development Code (IDC)
-Subchapter 10: General Provisions
-Subchapter 11: Administrative Provisions

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- A. Proposed Code Change (2 pages)
- B. Alternative Options (2 pages)

I. SUMMARY

At the meeting of January 5, 2026, the Independence Planning Commission will discuss a potential change to the fence standards in the City of Independence to allow fences that are six feet tall with barbed wire on top surrounding government structures and uses.

II. WHAT IS THE PROBLEM?

The City of Independence recently embarked on an initiative to ensure that its critical infrastructure facilities are secure from acts of vandalism or terrorism. To discourage access to these properties, the City installed barbed wire fence around key facilities that either did not have barbed wire or were not fenced at all. These properties included the wastewater treatment plant and the south wellfield and water

tank located along River Oak Road. Existing fences of 6 feet tall were topped with barbed wire. Properties lacking fencing were secured with new 6-foot fences, topped with barbed wire. Neighbors of the South Wellfield property objected to the placement of barbed wire because the wire was added to an existing fence in a residential zone and was less than eight feet above the ground.

Given this complaint, the City reviewed its existing fence standards in IDC 74.020 in comparison with fences for surrounding several similar governmental uses. Staff's review revealed that:

- The current code does not effectively address fences for government uses. The Development Code requires barbed wire fences in commercial and industrial zones to be at least eight feet high. No standards exist for any kind of fence in the Public Service or Airport Development zones. Residential zones require fences for governmental facilities to meet the standards for residential uses – 3.5 feet tall in the front yard, unless the fence is see-through, and no chain link. Barbed wire is prohibited in residential zones.
- Constructing an eight-foot-tall fence to ensure the barbed wire is at least eight feet from the ground is difficult, particularly for existing six-foot-tall fences. To make the change, an individual needs to conduct an engineering analysis and either needs to add onto the fencing and fence posts or entirely remove and replace the fencing and posts (at a potentially significant cost). A detailed explanation of that process is presented below.

Additionally, requiring all fences surrounding governmental uses to be eight feet would make several government fences with barbed wire at six feet non-conforming. Uses with barbed wire fencing at six feet, and the zone where they are located, include the following:

- The airport (operated by the Oregon Department of Aviation), located in the Airport Development District.
- Polk Well 1, just south of the Independence Sports Park, located in the Public Services Zone.
- The River Drive Well, located in the Low-Density Residential Zone and sharing a property line with the Light Industrial Zone and the Agricultural Zone.
- The Riverview Park Pump Station, located in the Public Services Zone and sharing a property line with the Mixed-Use Pedestrian Friendly Commercial Zone.
- The Oak Street Pump Station, located in un-zoned City right-of-way
- The 9th Street Pump Station, located in un-zoned City right-of-way and bordering residential property in the Residential Medium Density zone.
- The Monmouth Street Reservoir, located in the Public Services Zone and sharing a property line with the Residential High-Density Zone and Hazel Glen Court.
- The City of Monmouth well and water tank site, located in the Public Services Zone along 4th Street and bordering the Low-Density Residential Zone along its northern extent.¹

In fact, within the City as a whole, the City of Independence contains only a few eight-foot-tall fences. A few examples of eight-foot-tall fences with barbed wire include:

- Polk Wells 2 and 3, just south of the Independence Sports Park.
- A portion of the City Shops at 160 F Street.
- The fence for Mobility Solutions at 155 E Street.
- The industrial building 905 N. Main.
- Portions of G&R Auto Wreckers at 4695 Independence Highway.
- Portions of the Pick a Part at 1074 Monmouth Street.

¹ This list and lists to follow do not include all fences. Staff has taken care to look for barbed wire fences throughout the City but recognizes that some fences may have been overlooked.

Several fences that are shorter than eight feet with barbed wire exist for commercial and industrial uses include:

- The industrial property at 10th and F Street (900 F Street).
- The Robert Lloyd Sheet Metal Complex at 4485 Independence Highway.
- The old Oregon Alder Property off both Hoffman Road and Stryker Road.
- The industrial property at 4770 Independence Highway.
- The industrial property at 900 N Main.
- The storage units at 885 N Main, which border the Greystone Apartments on two sides.
- The storage units at 590 Hoffman Road.
- Portions of the storage units at 350 N. Ash.
- The Pacific Power Substation along Monmouth Street.
- The Century Link building at Talmadge Road and Monmouth Street.

III. WHAT IS PROPOSED?

Given these findings and associated considerations, and the fact that the City will continue to build new infrastructure facilities (including a new drinking water facility) within the next five years, the proposed amendment seeks to create a general fencing standard for governmental facilities. As noted above, the Public Service Zone lacks such a standard, and the standard in the residential zone (which currently requires a 3'6" fence in the front yard, unless the fence is non-site obscuring and does not allow chain link) is inadequate to protect government facilities. The proposed standard is not tied to any zone, but would apply to all government facilities and allow six-foot-tall fences with barbed wire on top. This would allow the City to add barbed wire to the top of the existing six-foot-tall fence at the South Wellfield and other facilities in Independence to help ensure the security of the facilities.

IV. WHAT ARE ALTERNATIVES?

A variety of other options are available to address the issue:

- Do nothing.
- Allow barbed wire on a six-foot-tall fence, so long as the fence has existed for a certain period of time.
- Allow barbed wire on six-foot-tall fences for commercial, industrial and public uses.
- Require all barbed wire fences to be at least eight feet tall in commercial, industrial and public zones.

Fundamental considerations related to these alternatives include questions related to safety, visual impact, and ease/cost of completion. These issues are explored below:

Safety of Facilities – The fundamental reason that the City installed barbed wire on its facilities is to protect City infrastructure, including multimillion dollar facilities such as the wastewater treatment plant, the South Wellfield, and the 9th Street Pump Station.

While impacts to the facilities may seem theoretical, any vandalism and related failure of a public/governmental facility could significantly impact the public health, safety and welfare of the community including the ability to provide clean water to residents or handle or treat wastewater. For instance:

- If the inflow of the wastewater treatment plant was damaged, the City would not be able to treat wastewater. Sewer pipes would back up and, if the problem was not addressed quickly, eventually result in raw sewage spilling from low points in the system.
- If one of the several pump stations in town was damaged, a sizable portion of the City would not be able to transmit wastewater to the wastewater treatment plant. This would cause sewer pipes

to back up and, if the problem was not addressed quickly, would result in raw sewage spilling from low points in the system.

- If a water reservoir were damaged, the City may not be able to provide sufficient water pressure to serve certain portions of the community and/or have sufficient pressure to fight fires.

Given the importance of these and other public facilities, the City believes that taking precautions, even as simple as adding barbed wire, is prudent.

Some individuals have proposed installing security cameras as a potential alternative to the installation of a barbed wire fence. The widespread use of cameras, however, is not practical in many instances. The South Wellfield, for instance (just one of the many city facilities with fences), has five different wells, each of which are in different buildings, a pump station, and a 1.5-million-gallon reservoir with an approximately 319-foot circumference. Adequately filming the area would require at least 7 cameras, though given the size of the reservoir, more would likely be necessary. Additionally, even if filming could occur, the feeds would not be monitored. The cameras would only be useful if something happened to a facility, and culprits were sought after the damage was done. The cameras would not be a preventive security tool. Given the potential impact to City and other public facilities, cameras do not seem as useful as installing barbed wire fencing, which physically discourages people from entering. When installed, cameras should be used in conjunction with physical barriers, not instead of them.

The airport, which is operated by the Oregon Department of Aviation, offers another example of the usefulness of fences compared with cameras. The fence line at the airport is more than 5,000 feet long and is primarily intended to keep people and animals away from the runway. Using a camera to achieve a similar result would not be effective.

Safety for Animals/Children – In initial discussions and comments received related to fencing, individuals have also expressed a concern over the safety to animals and people from a six-foot-tall fence with barbed wire on top. While this danger seems valid in theory, six-foot-tall fences with barbed wire on top are not necessarily dangerous. In fact, in reviewing the codes of other cities, several cities allow barbed wire at six feet including Dallas (in industrial areas), Canby, Salem (with a warning sign placed every 15 feet), Eugene, and Springfield.² Eugene prohibits barbed wire along a sidewalk or public way unless the barbed wire is intended to protect a hazardous area or facility and Springfield and Canby do not allow barbed wire to extend over a street or sidewalk. If six-foot-tall fences with barbed wire on top were inherently dangerous, it is likely that more cities would either prohibit them or require higher fences.

In fact, the City of Independence has several fences with barbed wire on top of a six-foot-tall fence and has never had a report of a child or animal injured in one of the fences (or on any barbed wire fence for that matter). Several six-foot-tall fences with barbed wire are present near known wildlife corridors and residential developments in Independence. Despite this fact, an informal poll of current and recently retired City staff found that no one recalls any child or animal ever being stuck in barbed wire or issuing a complaint for being harmed by barbed wire.

Visual Impact – Submitted comments and testimony about the proposed fence standards argue that barbed wire obscures neighboring property views. However, any increase in the height of a fence will obscure the view to some degree, and barbed wire obstructs views less than other available options. As shown in Figure 1, barbed wire includes three parallel lines of wire, while chain link involves a grid of wires (of a similar diameter) that cover a greater proportion of the same space. Slats in chain link and cedar fencing are even more visually obstructive. Chain link or any another type of fencing will have more of an impact than barbed wire has on the view.

² Staff has reviewed several fence codes and practices as part of this report. Multiple other cities do not allow barbed wire fences at all according to their codes but have barbed wire on top of six-foot-tall fences in various areas of the cities.

FIGURE 1 COMPARING THE VIEW OF BARBED WIRE AND CHAIN LINK



Difficulty of Adding Height to a Fence – Finally, replacing a six-foot fence with an eight-foot fence is difficult, expensive, and often requires the complete replacement of the posts and chain link. While fence-height extenders exist, the use of the extenders requires an applicant to submit an engineering analysis to evaluate whether new hinge points would be created on the fence and whether the original concrete footings would be able support the added height (any fence over seven feet in height requires a similar engineering analysis related to the possibility of wind throw). Because of the difficulties in avoiding the creation of hinge points and determining how much concrete was used for the fence posts, the installation of an entirely new fence would likely be necessary.

Conclusion – Given these considerations, staff recommends amending the City’s Development Code to allow public agencies to add barbed wire to six-foot-tall fences (particularly fences that currently exist) to protect governmental facilities. The proposed draft would make this Code change.

If the Commission does not believe that the proposed amendment effectively addresses the identified security and safety issue or is too narrowly written, staff has attached two additional alternatives (see Attachment B):

- Allow commercial, industrial and public uses to add barbed wire to a six-foot-tall fence that has existed for a certain period of time.
- Allow six-foot-tall fences with barbed wire for all commercial, industrial, and public uses.

Any of these proposed changes would address the issue at the South Wellfield.

V. PUBLIC PROCESS

To inform area landowners about the potential changes, staff posted a notice of the changes on: 1) the Oregon Department of Land Conservation “PAPA” website, on November 24, 2025, 2) the City website, on

December 9, 2025; and 3) City social media channels, on December 19th and January 2nd. Additionally, staff published a Notice of the Public Hearing in the Polk County Itemizer-Observer on December 24, 2025. No public comments were received in response to these notices.

VI. STAFF RECOMMENDATION

Given the analysis above and the findings below, staff recommends approval of the changes.

VI. STAFF FINDINGS - OREGON STATE PLANNING GOALS AND INDEPENDENCE COMPREHENSIVE PLAN GOALS

Updates to the Independence Development Code are required to meet the Oregon State Planning Goals. Among these goals include provisions related to Citizen Involvement (Goal 1), Land Use Planning (Goal 2), Public Facilities (Goal 11), and Urbanization (Goal 14). Combined these goals seek to “accommodate urban population and urban employment inside urban growth boundaries” and “ensure efficient use of land” (see Goal 14), while assuring that citizens are involved in the planning process and considerations related to public facilities are made.

The Independence Comprehensive Plan, public facilities plans, and Independence Development Code help implement the Oregon State Planning Goals in Independence. The proposed fence standards appropriately fit into this planning framework.

Key findings related to the proposed changes are addressed below:

Goal 1. Citizen Participation. Goal 1 of the Oregon State Planning Goals looks “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” The Citizen Involvement Element of the Comprehensive Plan and Subchapter 11 of the Independence Development Code implement this goal.

To provide notice of the proposed changes, the City offered notice on its website, newsletter and Facebook page, posted notice on the Department of Land Conservation and Development “PAPA” website, and published the notice in the Polk County Itemizer-Observer. The Planning Commission also discussed the proposed changes in a work session on December 1, 2025.

The Planning Commission will hold a public hearing on the changes on January 5. The Independence City Council will potentially hold a public hearing on the proposal on January 13th.

Given these methods, individuals have had and will have several opportunities to learn about the proposed code change and be involved in the process. The proposed amendment addresses and meets Goal 1.

Goal 2. Land Use Planning. Goal 2 of the Oregon Planning Goals seeks “to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.” The Land Use Element of the Independence Comprehensive Plan, which seeks “to encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs,” and the Independence Development Code help implement this goal.

The draft fence standards appropriately fit within this land use planning framework. The amendments look to effectively use the various land use designations in Independence (see Land Use Policies 2 through 4) and “update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances” (see Land Use Policy 1). The standards would establish one set of fence standards for governmental service uses that could be applied at all properties owned by the City and similar governmental agencies.

As explained above, existing fence standards and zoning designations in Independence fail to address government facilities. With the existing standards, the fence requirements for public service uses vary depending on the underlying zone:

- Fences for governmental uses in public service zones have no standards.
- Fences for governmental uses in industrial/commercial zones can have chain link and are required to be at least eight in height if barbed wire is used.
- Fences for governmental use in residential zones are not allowed to use chain link and are required to be 3.5 feet tall in the front yard unless constructed of a non-site obscuring material. No barbed wire is allowed in residential zones.

This existing approach does not provide a consistent set of standards for government uses or effectively promote the protection of important governmental facilities.

Additionally, with the underlying zoning acting as the basis for the existing fence requirements, the standards are unclear about what happens when a transition in zones occur. For instance, the 9th Street pump station is located on an un-zoned former rail right-of-way that is bound on two sides by residential zoning. With the existing standards, it is not clear how to address the transition between the undesignated right-of-way and the residential zone (i.e. is the fence required to be 7-foot cedar or can it be chain link). The proposed code helps address this uncertainty by clarifying that the standards apply to the entire governmental use enclosed. The proposed amendment addresses and meets Goal 2.

Goal 11: Public Facilities. Goal 11 of the Oregon State Planning Goals looks “to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” The Independence Comprehensive Plan Public Facilities Element and its related capital facilities plans (including the Wastewater System Plan and Water Master Plan) help implement this goal.

The proposed allowance of barbed wire on six-foot-tall fences helps to achieve this goal by ensuring that taxpayer investments are well protected and assuring the functionality of water and sewer infrastructure. The proposed amendment addresses and meets Goal 11.

Goal 14: Urbanization. Goal 14 of the Oregon State Planning Goals looks “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The Intergovernmental Agreement between Polk County and the City of Independence Regarding the Urban Growth Boundary, the Urbanization Element of the Independence Comprehensive Plan, city facility plans and the Independence Development Code implement this goal.

The various plans and policies in Independence seek to ensure the provision of urban services (including water and sewer services) within the City limits and the limitation of utility extensions outside of the community. Key to the success of the services and this vision of growth inside City limits is the assurance that the facilities are well protected and able to continue to function. Well-functioning water and sewer systems are foundational to the quality of life in Independence and the ability for future urbanization to occur.

The proposed amendment addresses and meets Goal 14.

Based on this evaluation, the proposed changes effectively balance considerations about citizen involvement, public facilities, and urbanization. While the Planning Commission may elect to make further revisions to the code, the proposed code changes generally achieve the Oregon State Planning Goals.

VIII. STAFF FINDINGS – INDEPENDENCE DEVELOPMENT CODE

Beyond the Oregon State Planning Goals and the Comprehensive Plan, the proposed changes are required to conform with the standards of the Independence Development Code.

Subchapter 10: General Provisions

...

10.040 Amendment of Development Code

Any amendment of the text of this development code shall be accomplished by ordinance of the City Council. Proposals for such amendments shall be submitted to the Planning Commission for public hearing. The Planning Commission shall submit to the City Council its written recommendation regarding the proposed amendment. Such recommendation shall be submitted to the City Council within 30 days of the Planning Commission's action on the proposed amendment. Notice shall also be provided to state land use agencies in accordance with statutory requirements. This is a Type IV action – See 11.002 (D).

Staff Response: The Independence Planning Commission will consider the proposed changes during a public hearing on January 5, 2025. The City Council will potentially consider the changes on January 13, 2026. The Council will be given a draft of an ordinance to potentially adopt the changes at the meeting of January 13. Given the process, this standard will be met.

...

Subchapter 11: Administrative Provisions

11.002 Application Types and Review Procedures

All development permits and land use actions are processed under the City's administrative procedures. There are four types of actions, each with its own procedures.

...

D. Type IV Action

A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. Private parties may request a Type IV action; however, it must be initiated by the Planning Commission, or City Council. The City Council makes the final, local decision. Sections 11.025 and 11.030 list the notice and hearing requirements.

1. Amendments and Revisions of the Comprehensive Plan
2. City Plan Document Adoption, e.g. Water System Plan
3. Zoning Code Amendments

Staff Response: Staff has reviewed the changes as a Type IV – Legislative Review. Staff and the Independence Planning Commission initiated the changes to consider how best to

address fence requirements for government facilities. Given the process, this standard will be met.

11.015 General Provisions

In order to provide for citizen review of the planning process and the orderly keeping of records of actions relating to this Ordinance, the City shall ensure that the following measures are maintained and available for public review.

...

Staff Response: Staff has taken proper steps to ensure compliance with the standards in Independence Development Code Section 11.015, including publishing a notice of the changes in the Polk County Itemizer-Observer, writing a staff report for the amendments, and keeping a file related to the proposal. This standard is met.

11.025 Notice of Public Hearings

...

B. Legislative Hearings (Type IV). Notice of Public Hearing by the Planning Commission or City Council relating to any legislative action shall be published in a newspaper of general circulation a minimum of 10 days prior to the date of the hearing. Notice shall be provided to the Department of Land Conservation and Development in conformance with DLCD rules prior to the first evidentiary hearing by the City for any legislative action.

Staff Response: Staff sent notice of the changes to the Oregon Department of Land Conservation and Development on November 24, 2025, and included information about the changes on the City of Independence Planning Department website. Staff additionally published a notice of the public hearing in the Polk County Itemizer-Observer on December 24, 2025. Comments received were included and addressed within this Staff Report. This standard is met.

PROPOSED CHANGE TO IDC 74.020

74.020 Specific Standards for Accessory Uses

A. Fences.

1. Standards for Zones and Uses

a. Residential Zones.

i. Height. In the RS, RM and MX zones, fences in the front yard shall not exceed 3 ½ feet in height unless the fence is constructed of a non sight-obscuring material. Side, rear and non sight-obscuring front yard fences shall not exceed seven (7) in height.

ii. Materials.

- A. Fences shall be made of wood, brick, vinyl or wrought iron.
- B. Chain link fences shall be prohibited, unless 50 percent of the residential lots on the same block or cul-de-sac have chain link at the time of application submittal. In those instances, chain link may be used in a similar location on the lot as the other properties on the block/cul-de-sac (i.e. along a front, side or rear property line, if the existing fences are found in those locations on the other properties). No new chain link shall be allowed in the Independence Historic District.



Fences. [1] Fences should be made of wood brick or wrought iron. [2] Front yard fences should not exceed 3 1/2 so as not to inhibit surveillance.

b. Commercial and Industrial Zones.

Fences enclosing commercial or industrial uses, for which there is no height limitation, must be at least eight (8) feet high if topped with barbed wire or other injurious material.

c. Government Service Structures or Uses. Notwithstanding the standards

above, fences enclosing municipal or government service structures or uses, including, but not limited to, a reservoir, water tower, pump station, airport, bus terminal or station, fire station, transformer station or sub-station, may be constructed of chain link. The fences, for which there is no height limitation, must be at least six (6) feet tall if topped with barbed wire.

2. Vision Clearance Standards for All Fences. All fences which are located within vision clearance areas at street and alley intersections shall not exceed 3 ½ feet in height from the adjacent curb elevation and shall be constructed of a material which is non sight-obscuring.
3. Standards for Materials. All fences shall be constructed of such material as to be compatible with the surrounding area. No sheet metal, metal roofing, plywood, broken or splintered material, pallets, barbed wire, pig wire, woven wire or farm fence wire shall be used, unless otherwise allowed by this code. Stained or discolored fence material shall be painted. All fencing shall be constructed so that the finished side shall face outward. All fences shall be maintained so as to be in an upright, self-standing condition and repaired with the same or similar materials used in the existing fence.
4. Required to Meet State and Local Codes. The construction of the fence shall meet all State and local codes. Fees and plans showing the location, materials and design of all fences shall be submitted to the city for a permit prior to construction.

B. Swimming Pools.

1. A swimming pool may be located within a rear yard or side yard provided that the pool meets the setback requirements for the zone in which the pool is located. Any pool installed shall be protected against accidental entry by a fence not less than 48" in height with a self-closing, self-locking gate not less than 48" from the edge of the pool.

**PROPOSED CHANGE TO IDC 74.020
EXISTING FENCE ALTERNATIVE AND SIX-FOOT FENCE ALTERNATIVE**

74.020 Specific Standards for Accessory Uses

A. Fences.

1. Standards for Zones and Uses

a. Residential Zones.

i. Height. For residential and limited business uses in the RS, RM and MX zones, fences in the front yard shall not exceed 3 ½ feet in height unless the fence is constructed of a non sight-obscuring material. Side, rear and non sight-obscuring front yard fences shall not exceed seven (7) in height.

ii. Materials.

A. Fences shall be made of wood, brick, vinyl or wrought iron.

B. Chain link fences shall be prohibited, unless 50 percent of the residential lots on the same block or cul-de-sac have chain link at the time of application submittal. In those instances, chain link may be used in a similar location on the lot as the other properties on the block/cul-de-sac (i.e. along a front, side or rear property line, if the existing fences are found in those locations on the other properties). No new chain link shall be allowed in the Independence Historic District.



Fences. [1] Fences should be made of wood brick or wrought iron. [2] Front yard fences should not exceed 3 1/2 so as not to inhibit surveillance.

ALTERNATIVE A - EXISTING FENCE OPTION

~~b.-b.~~ Commercial, ~~and~~ Industrial, Public and Airport Uses Zones. Fences enclosing commercial, ~~or~~ industrial or public service uses, for which there is no height limitation, ~~must~~ shall be at least eight (8) feet high if topped with barbed wire or other injurious material. Provided that, barbed wire may be added to an existing six (6) foot tall chain link fence when the fence has been in place for at least three (3) years.

ALTERNATIVE B – SIX FOOT OPTION

~~c. b.~~ Commercial, ~~and~~ Industrial, ~~Public and Airport Uses Zones~~. Fences enclosing commercial, ~~or~~ industrial or public service uses, for which there is no height limitation, ~~must shall~~ be at least ~~eight six (86)~~ feet high if topped with barbed wire or other injurious material.

2. Vision Clearance Standards for All Fences. All fences which are located within vision clearance areas at street and alley intersections shall not exceed 3 ½ feet in height from the adjacent curb elevation and shall be constructed of a material which is non sight-obscuring.
3. Standards for Materials. All fences shall be constructed of such material as to be compatible with the surrounding area. No sheet metal, metal roofing, plywood, broken or splintered material, pallets, barbed wire, pig wire, woven wire or farm fence wire shall be used, unless otherwise allowed by this code. Stained or discolored fence material shall be painted. All fencing shall be constructed so that the finished side shall face outward. All fences shall be maintained so as to be in an upright, self-standing condition and repaired with the same or similar materials used in the existing fence.
4. Required to Meet State and Local Codes. The construction of the fence shall meet all State and local codes. Fees and plans showing the location, materials and design of all fences shall be submitted to the city for a permit prior to construction.

B. Swimming Pools.

1. A swimming pool may be located within a rear yard or side yard provided that the pool meets the setback requirements for the zone in which the pool is located. Any pool installed shall be protected against accidental entry by a fence not less than 48" in height with a self-closing, self-locking gate not less than 48" from the edge of the pool.

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December 16, 2025

Formal Complaint – Unpermitted, Prohibited, and Boundary-Uncertain Barbed Wire Installation at the South Well Fields

I submit this formal complaint concerning the knowing, unpermitted, and unlawful installation of barbed wire on the western perimeter fence of the City’s south well fields. The violation has continued since November 6, 2025.

1. Prior Notice to the City and Decision to Proceed Anyway

On November 5, 2025, I emailed both the City Manager and the Public Works Director notifying them that I did not consent to and did not wish to have a barbed-wire addition placed on the shared western fence line. Construction temporarily halted following that notice.

Despite receiving explicit notice—and with knowledge that the installation would violate the City Code—the City proceeded on November 6, 2025, completing the addition of barbed wire.

2. City Acknowledgment That No Permit Was Issued

At a recent Planning Commission hearing, City staff acknowledged that no fence permit application was taken out for the barbed wire installation.

This violates Independence Municipal Code § 74.020(A)(4), which requires a permit before undertaking such construction. The City acted without the permit that it routinely requires of residents and developers.

3. Prohibited Material Under the Municipal Code

Independence Municipal Code § 74.020(A)(3) states:

“No sheet metal, metal roofing, plywood, broken or splintered material, pallets, **barbed wire** (emphasis added), pig wire, woven wire or farm fence wire shall be used.”

There is no ambiguity: barbed wire is prohibited. The only limited exception applies to industrial or commercial zones where the uses are indeed industrial or commercial properties when an existing 8-foot fence is present. Even in that instance, the resulting fence can not cause an abutting residential property to become non-compliant.

The well field:

- Is not an industrial or commercial use,
- Is currently zoned residential, and
- Has an existing chain link fence that is 5–6 feet, not 8 feet.

Therefore, no exception applies, and City staff, Planning Director Evanger, have publicly acknowledged that the current installation violates the Code and is illegal.

4. City Lacked Knowledge of the Property Line and Acted on a Presumption

At the same Planning Commission hearing, the Planning Director was asked how the City knew the fence was located on City property. His response:

- The City “presumed” it was,
- The City has no survey, and
- The fence line’s location is unknown.

Thus, the City installed a prohibited, unpermitted, and potentially trespassing improvement without knowing whether the structure lies on City land, my land, or a shared boundary.

5. Ongoing, Daily, and Potentially Intentional Violations

Subchapter 100 under the Code, each day a violation continues constitutes a separate violation punishable by up to \$500 per day. The City received notice of this violation on November 6, 2025 and failed to take mitigation measures nor follow the procedures laid out in Subchapter 100 for Enforcement.

As the City obviously is not willing to follow the Code objectively against its own staff, I am asking with this complaint that either the Police Department undertake the enforcement or turn this over to a third party enforcement agency for an objective and fair investigation and charging determination. Ultimately, I am seeking either the removal of the barbed-wire fence adjacent to my property or that this matter be brought before the municipal judge pursuant to the provisions of the Code.

PROPOSED CHANGE TO IDC 74.020

74.020 Specific Standards for Accessory Uses

A. Fences.

1. Standards for Zones and Uses

a. Residential Zones.

i. Height. In the RS, RM and MX zones, fences in the front yard shall not exceed 3 ½ feet in height unless the fence is constructed of a non sight-obscuring material. Side, rear and non sight-obscuring front yard fences shall not exceed seven (7) in height.

ii. Materials.

A. Fences shall be made of wood, brick, vinyl or wrought iron.

B. Chain link fences shall be prohibited, unless 50 percent of the residential lots on the same block or cul-de-sac have chain link at the time of application submittal. In those instances, chain link may be used in a similar location on the lot as the other properties on the block/cul-de-sac (i.e. along a front, side or rear property line, if the existing fences are found in those locations on the other properties). No new chain link shall be allowed in the Independence Historic District.



Fences. [1] Fences should be made of wood brick or wrought iron. [2] Front yard fences should not exceed 3 1/2 so as not to inhibit surveillance.

b. Commercial and Industrial Zones.

Fences enclosing commercial or industrial uses, for which there is no height limitation, must be at least eight (8) feet high if topped with barbed wire or other injurious material.

c. Government Service Structures or Uses. Notwithstanding the standards

above, fences enclosing municipal or government service structures or uses, including, but not limited to, a reservoir, water tower, pump station, airport, bus terminal or station, fire station, transformer station or sub-station, may be constructed of chain link. The fences, for which there is no height limitation, must be at least six (6) feet tall if topped with barbed wire.

2. Vision Clearance Standards for All Fences. All fences which are located within vision clearance areas at street and alley intersections shall not exceed 3 ½ feet in height from the adjacent curb elevation and shall be constructed of a material which is non sight-obscuring.
3. Standards for Materials. All fences shall be constructed of such material as to be compatible with the surrounding area. No sheet metal, metal roofing, plywood, broken or splintered material, pallets, barbed wire, pig wire, woven wire or farm fence wire shall be used, unless otherwise allowed by this code. Stained or discolored fence material shall be painted. All fencing shall be constructed so that the finished side shall face outward. All fences shall be maintained so as to be in an upright, self-standing condition and repaired with the same or similar materials used in the existing fence.
4. Required to Meet State and Local Codes. The construction of the fence shall meet all State and local codes. Fees and plans showing the location, materials and design of all fences shall be submitted to the city for a permit prior to construction.

B. Swimming Pools.

1. A swimming pool may be located within a rear yard or side yard provided that the pool meets the setback requirements for the zone in which the pool is located. Any pool installed shall be protected against accidental entry by a fence not less than 48" in height with a self-closing, self-locking gate not less than 48" from the edge of the pool.



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: Planning Manager Fred Evander
MEETING DATE: April 14, 2026
SUBJECT: Council Bill #2026-06, Update to Park System
Master Plan

Information Only

Action Requested

Statement of Issue:

At the meeting of March 10, 2026, the Independence City Council held a public hearing to consider an update to the Park System Master Plan, and related changes to the Independence Comprehensive Plan Recreation Element. Following the hearing, the Council approved a first reading of Council Bill #2026-06.

Background:

What is the Problem? The City of Independence last updated its Park System Master Plan in 2015. Since that time, many of the projects identified in the plan have been completed – including several along the riverfront and at Sunset Park. The proposed plan seeks to reflect the completed projects and to address changing conditions in the community.

What is Proposed? The Park System Master Plan update includes:

- A detailed inventory of existing facilities, including the condition of the facilities.
- Cost estimates of likely projects.
- A prioritized list of efforts to pursue.

The proposed project list primarily focuses on existing park facilities and continues to focus significant efforts on the development of the park system along the Willamette River, with three of the top four priorities seeking the continued enhancement of the area. Strategies to improve existing parks that serve smaller neighborhoods are also proposed.

Fiscal Impact:

No direct fiscal impacts would occur because of the adoption of the documents.

Options:

The Council may:

- A. Approve CB #2026-06 as submitted
- B. Take no action

Recommendation/Suggested Motion:

Staff recommend Council choose Option A.

Suggested Motions:

"I move to read the proposed Ordinance, Council Bill #2026-06 for the second time by title only."

Should the motion pass, a third motion would be in order:

"I move to adopt proposed Ordinance, Council Bill #2026-06."

Attachment:

- A. CB #2026-06 and Exhibits

Reviewed and approved by City Manager Kenna West

**BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
STATE OF OREGON, COUNTY OF POLK**

Adoption of Park System Master Plan Update]
and Related Amendments to the Independence]
Comprehensive Plan]

ORDINANCE NO. 1634

WHEREAS, under Goal 8 of the Oregon State Planning Goals, the City of Independence is required to plan for parks and open space areas “to satisfy the recreational needs of the citizens of the state and visitors;” and

WHEREAS, the City of Independence last updated its Park System Master Plan in 2015; and

WHEREAS, in 2024, the City of Independence (“City”) initiated an update to the 2015 Park System Master Plan, pursuant to Independence Development Code Sections 11.002(D) and 12.005; and

WHEREAS, the Independence Parks Board led the update, conducted a detailed public outreach program, which included two separate public open houses and surveys over the course of 2024 and 2025, and eventually recommended approval of the document in late 2025; and

WHEREAS, following the recommendation of approval by the Parks Board, the City of Independence provided notice of the potential plan amendment to the Department of Land Conservation and Development on December 22, 2025; and published a notice of the hearing before the Planning Commission and City Council in the local newspaper on January 21, 2026; and

WHEREAS, the Planning Commission conducted a duly noticed public hearing at its public meeting on February 5, 2026, at which time interested parties and the general public had an opportunity to present and be heard on the matter; and

WHEREAS, following the public hearing, the Planning Commission unanimously voted to recommend that the City Council approve of the draft and forwarded their recommendation to the Council; and

WHEREAS, the City Council held a duly noticed public hearing at their public meeting on March 10, 2026, at which time interested parties and the general public had an opportunity to present and be heard on the matter; and

WHEREAS, at the close of the public hearing, the City Council determined that the evidence and argument presented in the public hearing and on the record showed that the Park System Master Plan complied with all applicable provisions of the City of Independence

Comprehensive Plan, Development Code, and state law, as explained in the findings contained in the Staff Report attached as Exhibit C;

NOW, THEREFORE, THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. Park System Master Plan. The 2015 Park System Master Plan is hereby repealed and replaced with the 2026 Park System Master Plan, set forth in Exhibit A, attached and incorporated herein by this reference.

Section 2. Recreation Element. The Independence Comprehensive Plan Recreation Element is hereby amended as shown in Exhibit B, attached and incorporated herein by this reference.

Section 3. Findings. The City Council for the City of Independence hereby adopts the above recitals and the findings contained in the Staff Report, attached hereto as Exhibit C and incorporated herein by this reference, as the basis for adopting the 2026 Park System Master Plan and associated Comprehensive Plan Recreation Element amendments.

Section 4. Unamended Provisions. All unamended provisions of the City’s Comprehensive Plan shall remain in full force and effect.

Section 5. This Ordinance shall take effect 30 days after its second reading and final passage.

READ for the first time: _____
READ for the second time: _____
APPROVED by Council: _____
SIGNED by the Mayor: _____

ATTEST:

Kate Schwarzler, Mayor

Myra Russell, City Recorder

PARK SYSTEM MASTER PLAN



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SPECIAL THANKS

We would like to thank the passionate community members of Independence who participated in public events, surveys, and public meetings to provide input throughout the planning process for the system plan update.

We sincerely appreciate the efforts of City staff and the Parks Board who played a critical role in providing feedback, input, and comments for this plan.

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- PROJECT COST SHEETS
- POTENTIAL FUNDING SOURCES AND REQUIREMENTS

ACKNOWLEDGEMENTS

Thank you to all who participated in the creation of this plan.



INDEPENDENCE
Oregon's Story Begins Here

CITY OF INDEPENDENCE STAFF

Gerald Fisher, PE, Public Works Director
Emmanuel Goicochea, Communications Director
Fred Evander, City Planner

CITY OF INDEPENDENCE CITY COUNCIL

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Shannon Corr, Position #1
Marilyn Morton, Position #2
Dawn Roden, Position #3
Evan Sorce, Position #4
Bill Boisvert, Position #5
Kathy Martin-Willis, Position #6

INDEPENDENCE PARKS BOARD

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Barbara Cronin
Bill Henley
Jasper Smith
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Mike Faha, PLA, Principal
Matt Piccone, PLA, Landscape Architect
Jeannine Davis, Landscape Designer
Yaoyu Chen, Landscape Designer



Matt Hastie, Senior Project Manager
Meg Grzybowksi, Project Associate



Executive Summary

PLAN OVERVIEW

// PURPOSE OF THE PLAN

The City of Independence Public Works Department (the City) led the development of this update of the Park System Master Plan (PSMP), last updated in 2015. This Plan takes a close look at existing parks, trail facilities, and amenities, and recommends improvements within the city limits and Urban Growth Boundary. This will act as a 20-year Plan that provides the strategy and recommended improvements for upgrades to existing parks, the development of future trails, and provides an overall cost estimate for park and trail improvements for the next 20 years of projected growth. These plans are typically revisited and updated every 10 years after the top projects are implemented and to reflect changing conditions in the community - population, demographics, land use, regulations, etc. The goals of the PSMP are to address the issues and shortcomings of existing parks, meet the needs of a growing community, and provide funding strategies to support growth, maintenance, and operations. It combines qualitative approaches - like the Community Values and amenity assessments - with quantitative assessments - like the park classification analysis, site constraints, and public feedback - in order to identify and prioritize projects and recommendations.

// PUBLIC ENGAGEMENT

The City of Independence has a passionate group of community members who participated and provided valuable input to the park system planning process. Public engagement opportunities were offered through two open houses and accompanying online surveys, giving community members the chance to confirm, shape, and refine key elements of the plan through consistent feedback.

The first phase of engagement focused on understanding community values, obstacles and challenges, and what amenities are key to enjoying the park system. This input was fed into how the team approached the inventory, Level of Service approach, and the recommendations that went into the draft project ideas. Those projects were then presented back during the second phase of feedback for the community to rate projects in order to capture priorities.

// PROJECT VALUES

Values were generated based on past planning efforts and confirmed with public engagement. They were used as a lens for the planning process and the recommendations.

Equitable Access and Connectivity | Ecological Health and Resilience

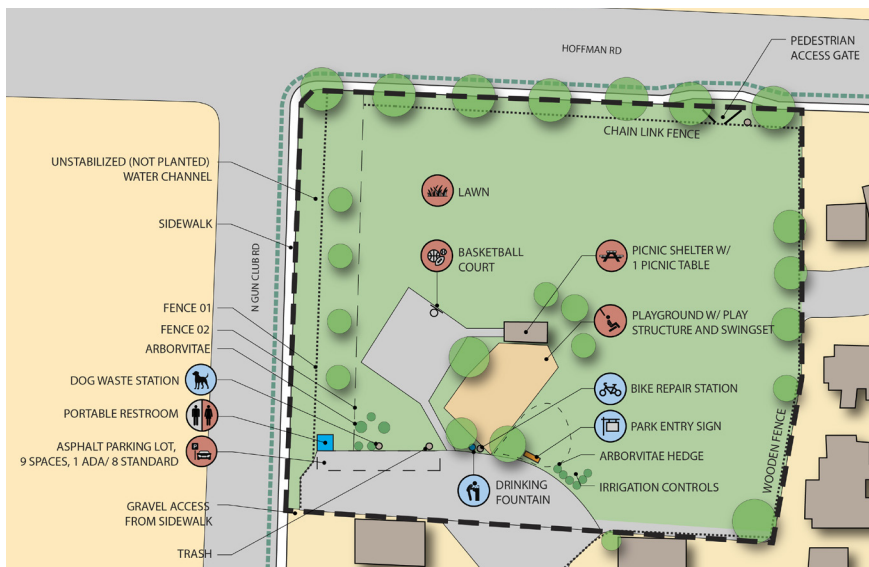
Safety, Wellness, and Culture | Resource Effectiveness | Feasibility

// LEVEL OF SERVICE (LOS)

The PSMP took both a quantitative and qualitative approach to understanding the capacity of park space needed to serve the current and future population of Independence. It includes a demographic summary, population projections, and a comparison of park classification and density metrics to reflect industry standards. It also identifies the locations and access to the baseline amenities that the community felt were most important for everyone to have access to. Maps are included to illustrate potential gaps in access to those amenities and where improvements could be made to existing facilities.

// SITE INVENTORIES

Each developed, City-owned property was assessed based on their existing amenities and how each site aligned with the project values. Each site has a detailed inventory page as part of the PSMP.

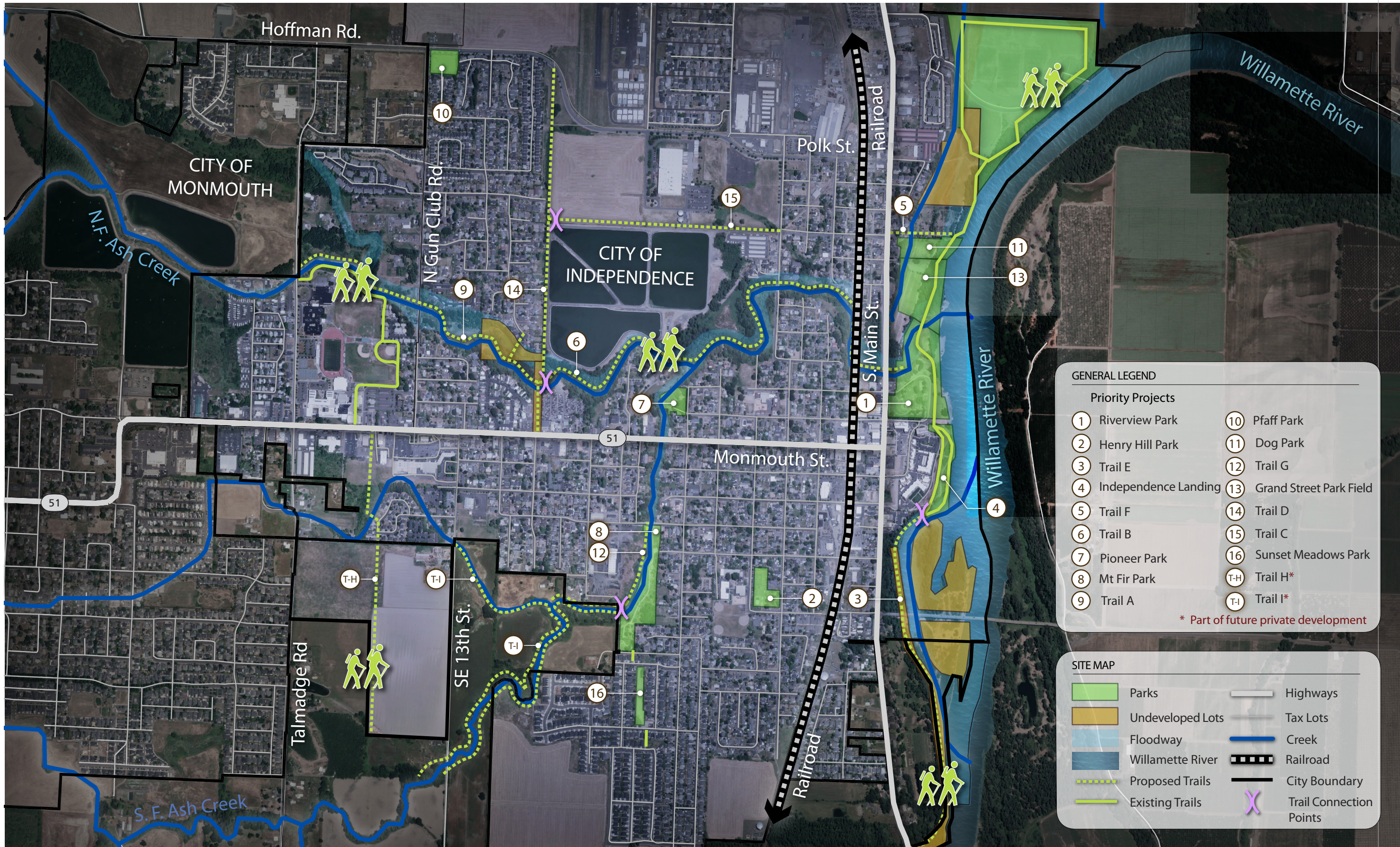


// CONSTRAINTS AND RECOMMENDATIONS

Major project constraints were identified and defined to help projects anticipate potential obstacles to planning, design, approvals, construction, or operations. Each site was given a list of baseline recommendations in order to provide the community with a modernized park system that meets current best practices and aligns with the project values. Projects were given a high-level project cost estimate to help plan and budget for future improvements. Recommendations for land dedication, trail improvements, and design and maintenance practices were included to ensure long-term durability and growth of the system.



PROJECT OVERVIEW



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Section 1: Project Context

1.1 INTRODUCTION

// LOCATION AND DESCRIPTION

The City of Independence is located in Polk County, in the central part of the Willamette Valley. The Willamette River, flowing along the Eastern edge of Independence, is a dominant feature of the City's landscape, providing fish and wildlife habitat as well as recreation and transportation opportunities.

Independence is located on relatively flat terrace and floodplain areas between the forks of Ash Creek and the Willamette River. The City is located on the West bank of the Willamette River and immediately East of Monmouth, Oregon. Salem, the capital of Oregon, is located about 10 miles to the NorthEast.

Oregon



1.2. RELATED PLANNING EFFORTS

There are several plans, studies, and reports that influenced the direction of the PSMP. This summary of the planning efforts, reviewed during the inventory stage of the update, describes the purpose of these documents and how they relate to this PSMP. The City has completed several initiatives to plan for the future, ranging from large scale system planning to specific master plans and neighborhood plans. The analysis of these related planning efforts include a review of statewide planning goals, Oregon Parks and Recreation Statewide Comprehensive Outdoor Recreation Plan, Willamette River Water Trail, and local planning efforts.

// STATEWIDE PLANNING GOALS

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of the program is a set of 19 Statewide Planning Goals. These goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources. Most of the goals are accompanied by guidelines, which are suggestions about how a goal may be applied. Guidelines are not mandatory.

Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the Statewide Planning Goals. Plans are reviewed for such consistency by the state's Land Conservation and Development Commission (LCDC). The statewide planning goals that have the most applicability to the planning efforts for the PSMP are as follows:

GOAL 8: RECREATIONAL NEEDS OAR 660-015-0000(8)

Local governments shall adopt programs that will satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, provide for the siting of necessary recreational facilities including destination resorts. The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities, and opportunities:

1. In coordination with private enterprise
2. In appropriate proportions
3. In such quantity, quality, and locations as is consistent with the availability of the resources to meet such requirements

State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans. Specific guidelines for recreation planning are provided by the statewide planning goal as follows:

- An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires
- An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs
- Recreation land use to meet recreational needs and development standards, roles and responsibilities should be developed by all agencies in coordination with each other and with the private interests. Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans
- The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities
- The State Comprehensive Outdoor Recreation Plan could be used as a guide when planning, acquiring, and developing recreation resources, areas, and facilities
- When developing recreation plans, energy consequences should be considered, and to the greatest extent possible non-motorized types of recreational activities should be preferred over motorized activities
- Planning and provision for recreation facilities and opportunities should give priority to areas, facilities, and uses that meet:
 - a. Recreational needs requirements for high density population centers
 - b. Recreational needs of persons of limited mobility and finances
 - c. Recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself
 - d. Minimize environmental deterioration
 - e. Are available to the public at nominal cost and needs of visitors to the state
- Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired
- All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies
- Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways and Oregon Recreation Trails.
- Plans that provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of

the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

GOAL 15: WILLAMETTE RIVER GREENWAY OAR 660-015-0005

Local governments shall adopt programs to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway. The Willamette River Greenway is a valuable natural asset of the City of Independence and the State of Oregon. Statewide Planning Goal 15, Willamette River Greenway, sets forth the overall framework within which state and local governments carry out protection and enhancement of the Greenway, including its natural, scenic, historical, agricultural, economic, and recreational qualities. The Greenway boundary includes all lands within 150 feet of ordinary low water. A setback line is required to keep structures separated from the river in order to protect, maintain preserve,

and enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway. The setback line does not apply to water-related or water-dependent uses. Goal 15 requires localities to adopt Greenway boundaries, specify uses permitted within those boundaries, indicate areas of potential acquisition along the Greenway and adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use or development within the Greenway boundaries. One of the features of the Greenway law, is that the Oregon Department of Transportation, State Parks Division, may determine sites appropriate for purchase.

INDEPENDENCE COMPREHENSIVE PLAN (2023)

Reference memo in the Appendix for recommendations for revisions to the current language below to reflect the updates in this Plan.

While several related planning efforts will influence the direction and outcomes of the Parks System Plan, most important of these is the City of Independence Comprehensive Plan. The Comprehensive Plan is mandated by the state to be in conformance with 19 Oregon Statewide Planning Goals, including those related to land use planning, open spaces, historic resources and natural areas, and parks and recreation. Land development and related activities, including the City's development ordinances, must be consistent with goals and policies of the Comprehensive Plan. Other plans, such as those related to parks, recreation and natural areas also must be consistent with the Comprehensive Plan. Comprehensive Plan focus areas that are relevant to the formation of the new Parks System Plan are as follows:

NATURAL RESOURCES, SCENIC AND HISTORIC AREAS AND OPEN SPACES

Independence has adopted a number of goals and policies to protect natural resources, maintain a livable community, and support sustainable development.

GOAL: Protect natural resources and conserve scenic and historic areas, and open spaces.

In order to preserve and encourage wise use of available natural resources, all development within the City of Independence shall comply with applicable state environmental rules, regulations and standards. Zoning ordinance regulations will be coordinated with state environmental regulations.

OPEN SPACE

1. Independence shall maintain the Ash Creek and Willamette River floodway as open space.
2. Independence shall encourage protection of natural areas and open spaces to enhance the livability of Independence.
3. Independence shall seek opportunities to provide access to interpretive facilities and information within natural areas, while also balancing these objectives with protection of ecological values.
4. The City will create 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 development of a linear park and trail.
5. Independence will pursue the establishment of a multi-use path along Ash Creek as specified in the City of Independence Transportation System Plan and Parks Master Plan.

SCENIC RESOURCES

1. Independence shall encourage preservation of scenic views along the Willamette River by siting development in a way that maintains view corridors and establishing trails and overlook areas that provide access to views of the river.
2. Priority areas for maintaining unobstructed views of the river will be areas South of the urban core and/or within parks or recreation areas sited along the river.

FISH AND WILDLIFE

1. Independence shall preserve the riparian vegetation
2. Independence shall maintain the sewage treatment lagoons as a de facto waterfowl sanctuary by limiting impacts associated with physical access while creating opportunities for bird-watching or similar activities.
3. Independence shall encourage other agencies and responsible private groups in any effort to improve wildlife habitat along the Willamette River and Ash Creek.

WATERFRONT AREA

1. Independence shall encourage use and development of existing and future waterfront activities and facilities that provide interpretive or other information to inform residents and visitors about previous uses of the river and its ecological value and function.

HISTORIC AREAS

1. Independence shall investigate the significance of historic sites and buildings within the city.
2. Independence shall encourage the protection and designation of historic sites as important community cultural resources through the development of a Historic Preservation Control Ordinance.
3. Independence shall, prior to the development of a historic preservation control ordinance, review any application for demolition or exterior alteration of those historic buildings and sites listed in the Independence Comprehensive Plan for conformance with the historic preservation policies of the City.
4. Independence recognizes the historic value of the existing structures in the downtown core area, and shall encourage new development to be architecturally compatible with these structures
5. Independence will cooperate with state agencies and other historic organizations

to catalog and preserve historic buildings, artifacts, and archaeological sites.

WATER RESOURCES

1. Independence will compile an inventory of wetlands and riparian corridors and complete the Goal 5 process when adequate information pertaining to location, quality and quantity becomes available. In the interim, an assessment of riparian and wetland resources and appropriate measures of protection shall be applied at the time of plan amendment and zone change approval.
2. Independence will notify the Department of State Lands and Oregon Department of Fish and Wildlife in cases where land use actions may affect protection of riparian corridors or wetland resources.

GROUNDWATER RESOURCES

1. Independence will work with the Oregon Department of Environmental Quality and Oregon Department of Human Service Drinking Water Program, and other state agencies to protect significant groundwater resources.

RECREATION

The City of Independence Parks and Open Space Master Plan (2015) is adopted by reference as a portion of this Comprehensive Plan. Please view the document for background information. Goals and policies for Recreation are presented below.

GOAL: To address the evolving recreational needs of the City's diverse population, ensure that parks and recreational facilities reflect current and future recreational trends, and promote community livability and life-long physical health for Independence residents and visitors.

INDEPENDENCE VISION 2040 (2020)

Vision 2040 is a vision plan that establishes a vision statement, community values, Game Changer and Advocacy Projects, and Focus Area Plans. The following portions are relevant to this PSMP.

CORE VALUES:

Our Small Town Feel | Our Local History | Our Involved, Can-Do Citizens | Our Welcoming Atmosphere

POLICIES:

1. Independence shall meet its current and future recreational needs through implementation of the 2015 Parks and Natural Areas Master Plan as a supporting document of the Comprehensive Plan.
2. Independence shall establish a set of funding mechanisms that will help pay for the development and maintenance of parks and recreation facilities in a cost-effective, financially feasible manner.
3. Independence shall realize the incredible potential of the Willamette Riverfront by enhancing existing facilities and creating new ones along the river.
4. Independence shall create recreational opportunities for visitors that can enhance the City's economic vitality.
5. Independence shall plan for development of new parks in future growth areas and new developments.
6. Independence shall partner with community groups to continue to help maintain and enhance parks and recreation facilities and programs.
7. Independence shall provide facilities for people to walk and bicycle for recreation, travel, health and fitness; and create connections to travel between different parks and recreation areas by walking bicycling and other forms of active travel.
8. Independence shall provide gathering spaces and related facilities for community and family gatherings in all neighborhood and community parks.
9. Independence shall prioritize provision and adequate maintenance of soccer fields, while also providing facilities for other sports, both formal and informal, including baseball/softball, volleyball, basketball, tennis and lawn games.

GAME CHANGER PROJECT: RECREATION FOR ALL

Expand the local park system along the riverfront and in surrounding areas, creating recreational opportunities for all Independence residents. Working with a variety of organizations, provide expanded recreational programs throughout the system, including:

- A connected system of trails and pathways
- Lighting of trails on trails along the riverfront
- Accommodation of disabled access throughout the parks/trails system
- Parks programs and facilities attuned to both seniors and youth.

RELEVANT FOCUS AREA 2 GOALS

3 – Interconnected Bike Trails & Walking Paths. Develop a comprehensive, interconnected system of improved biking trails and walking paths in Independence, fixing existing gaps and establishing a citywide network linked to Monmouth and the wider region.

4 – Environmental Restoration, Parks & Greenspaces. Promote conservation and restoration of natural areas in and around Independence, expanding parks and greenspaces and better connecting the community to the Willamette River and Ash Creek.

1.3 PREVIOUS REPORTS AND STUDIES



INDEPENDENCE PARKS & OPEN SPACE MASTER PLAN, 2015

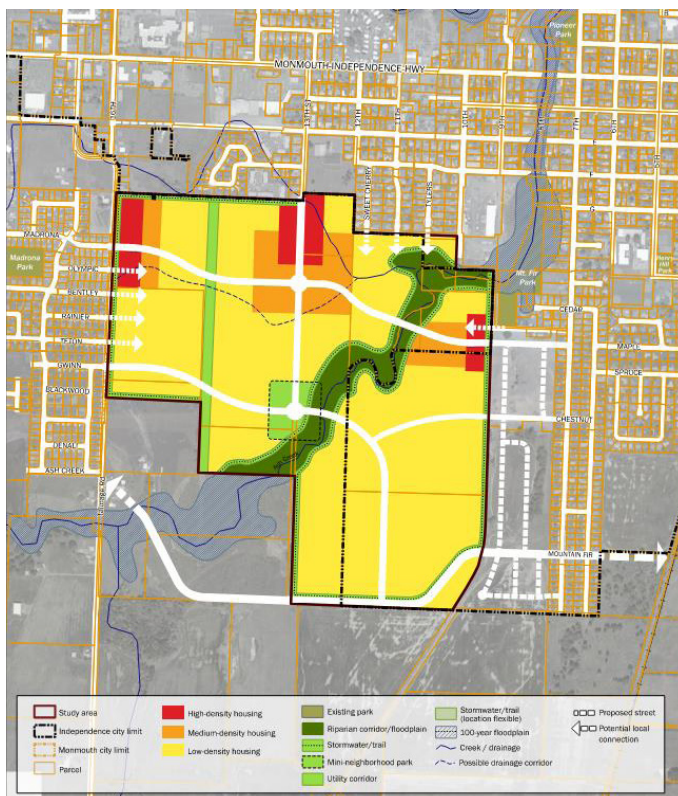
The previous version of this PSMP mapped out the existing park system, defined Level of Service (density of park land per population) and Park Classification, and identified potential projects that could improve access to and quality of the City's parks. It included community outreach to understand priorities and referenced previous related planning efforts, as well as trends in how parks have evolved to meet modern needs and create great experiences. Several sections of the previous report have been carried forward or updated in the body of this report or the appendices for reference.

HOW THIS PSMP USES THIS INFORMATION: This PSMP is an evolution of the previous plan that shifts the approach to align with supporting existing assets and infrastructure, and creating a Level of Service model that meets local needs. The recommendations and projects from the previous plan were considered through the lens of the updated constraints and incorporated into the potential project list in the Capital Improvement Plan section.

SOUTHWEST INDEPENDENCE CONCEPT PLAN, 2012

The SouthWest Independence Concept Plan determined the appropriate land use, density, and circulation for a portion of Independence in and adjacent to the Urban Growth Boundary on the South end of the city. The planned area sits in between Mt Fir Park and Sunset Meadows Park to the East and Madrona Park (Monmouth) to the West. The Plan identifies an approximate location for a new neighborhood park around the intersection of new roadways and Ash Creek. It preserves a buffer area along the South Fork of Ash Creek which could support multi-use trails and opportunities for accessing the water and surrounding habitat. The trails also provide additional connectivity between neighborhoods in the South of Independence and Monmouth to the existing parks.

HOW THIS PSMP USES THIS INFORMATION: The proposed trails along the South Fork of Ash Creek and the Bonneville powerlines are referenced in the potential projects of the PSMP. The land dedication requirement recommendations would influence park and trail size, location, and other characteristics.



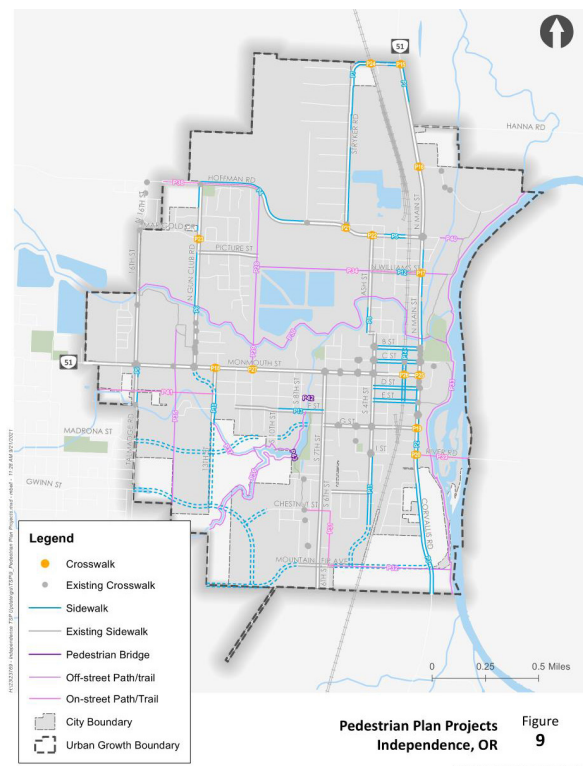
SW Concept Plan: Land Use Map

TRANSPORTATION SYSTEM PLAN, 2021

The Transportation System Plan mapped out existing and proposed circulation networks - including vehicular, bike, pedestrian, and public transit. The plan identified key barriers to connectivity and how proposed infrastructure projects could help fill gaps and remove obstacles.

The plan is a key supplemental document that helps to determine priorities for improving access to parks for community members and ensure safe and direct travel to these places. Coordination between these efforts is critical to ensure alignment, feasibility, and project synergies.

HOW THIS PSMP USES THIS INFORMATION: All off-street trails and pathways shall be removed from the Transportation Plan and incorporated into this PSMP. All previously identified off-street trail projects that meet the feasibility requirements were incorporated into this PSMP. However, only priority projects will be incorporated into the 20-year Capital Improvement Plan.

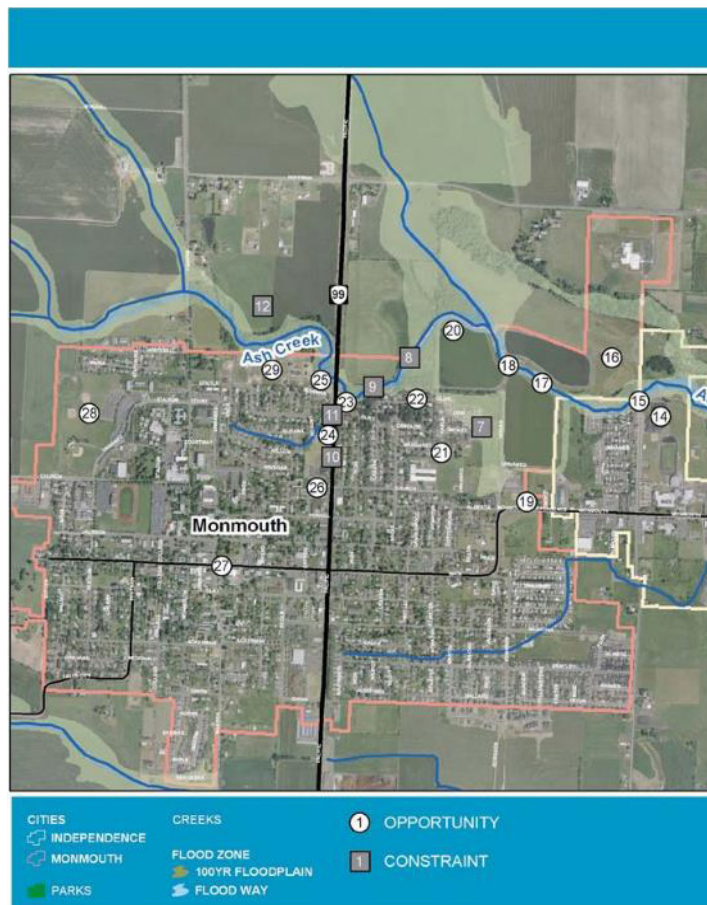


Transportation Plan: Trail Map

ASH CREEK TRAIL MASTER PLAN, 2005

The Ash Creek Trail Master Plan explored local constraints, potential opportunities, and a variety of alignment options for how to create a trail system that engages Ash Creek and connects neighborhoods across Independence and Monmouth. The preferred alignment was broken up into many smaller projects that identified constraints and type of improvements. The plan also sketched out some potential design elements that included materiality, types of crossings, sectional relationships, precedent imagery, maintenance recommendations, and rough cost estimates (circa 2005).

HOW THIS PSMP USES THIS INFORMATION: This Master Plan helped identify and develop potential off-street trail network projects that are included in this PSMP. Current constraints and opportunities were added, and cost estimates updated to the current market (2025).



SOUTH RIVERFRONT PATHWAY STUDY, 2023

This study explored alignment, design elements, flooding constraints, and costs for the design of a trail extension from Independence Landing to Corvallis Rd. It assessed potential cultural resources, local hydraulics, land acquisition, topographic constraints, and the presence of wetlands. It also included a cost estimate for the implementation of the design.

HOW THIS PSMP USES THIS INFORMATION: This project was incorporated as one of the potential off-street trail projects in the plan. The design, constraints, and costs were used to help with prioritization and decision making.

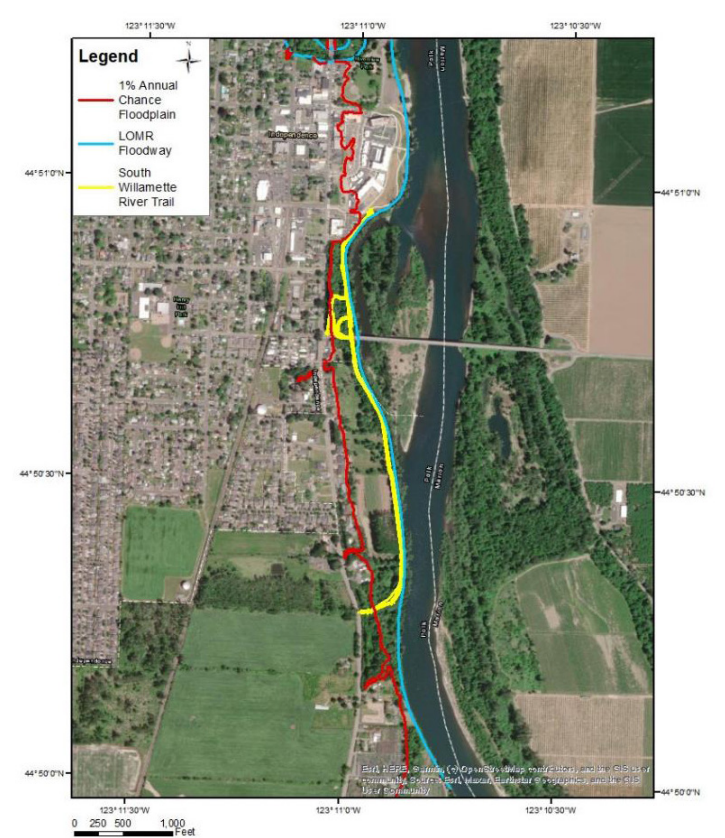


Figure 2 – Study area showing effective 1% annual chance floodplain and floodway

OPRD: WILLAMETTE RIVER WATER TRAIL

The Willamette River Water Trail was developed by a core partnership consisting of Oregon Parks and Recreation Department, the U.S. Bureau of Land Management, the American Heritage Rivers Initiative, the National Park Service's Rivers and Trails Program, and the Willamette Riverkeeper.

Water trails are rivers that act as corridors or "trails." Water trail facilities are legal and safe put-ins and take-outs, parking, restrooms and camping, all designed for kayaks, canoes, drift boats and other small, motor-free water craft. Some of Oregon's water trails were completely grassroots driven and some were developed by a coalition of private groups and the Oregon Parks and Recreation Department. The need for water trails grew out of several issues including:

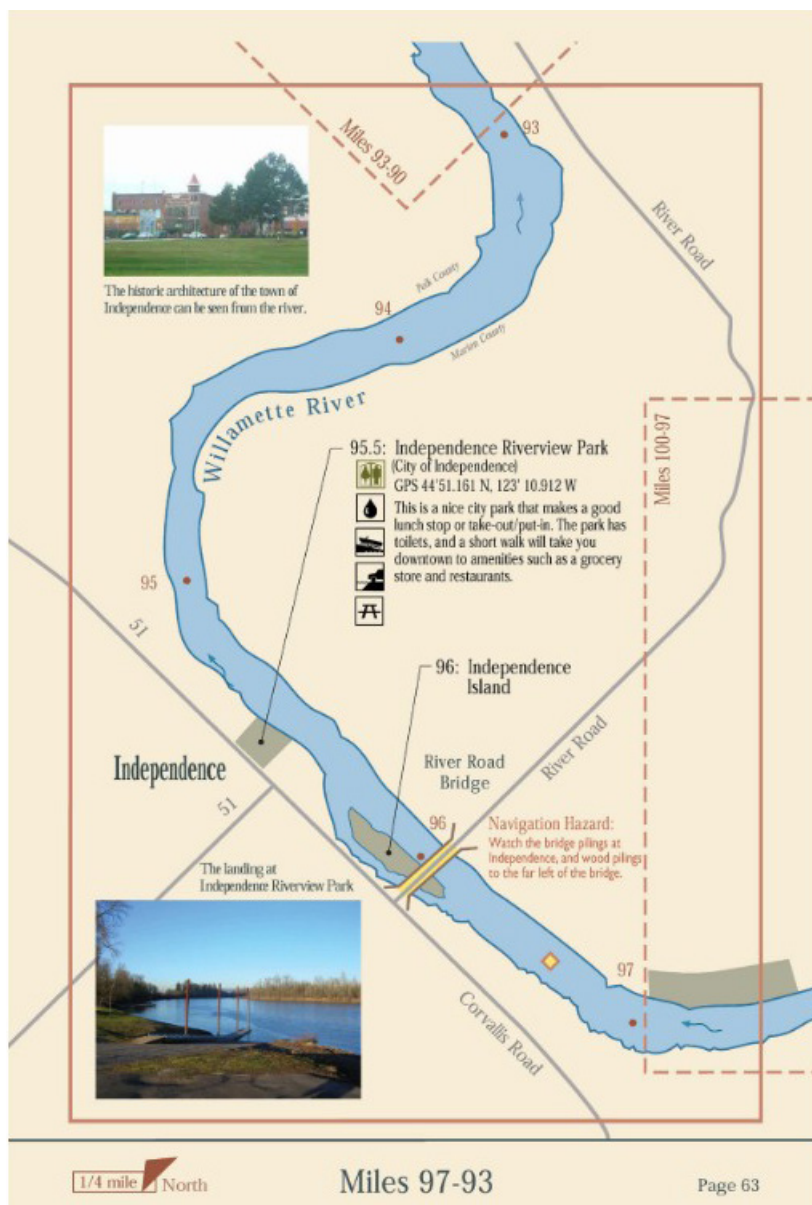
- A need to address conflicts between motorized and non-motorized boaters.
- The need for more public access to Oregon's waterways.
- The need for consistent information including signs and maps.

The Willamette River Water Trail (right) is an assemblage of properties that provide access for paddlers to the Willamette River, or afford opportunities to camp along the river. The trail also has guides that enable people to identify campsites, track river features, and explore history and information on what can be found as you travel the river.

At its core, the water trail helps enable paddlers to enjoy the Willamette River for a short trip, or a multi-day trip along the river. The trail covers 187 miles of the mainstem Willamette River, and several miles of the river on the Coast Fork Willamette, Middle Fork Willamette, and the McKenzie River. With a host of parks and natural areas, especially Willamette Greenway Sites, administered by the Oregon Parks and Recreation Department, the Water Trail maintains a host of opportunities to access the Willamette River.

HOW THIS PSMP USES THIS

INFORMATION: The recommended projects in this plan looked to reinforce access and connections with the Willamette River to make the most of this natural resource.



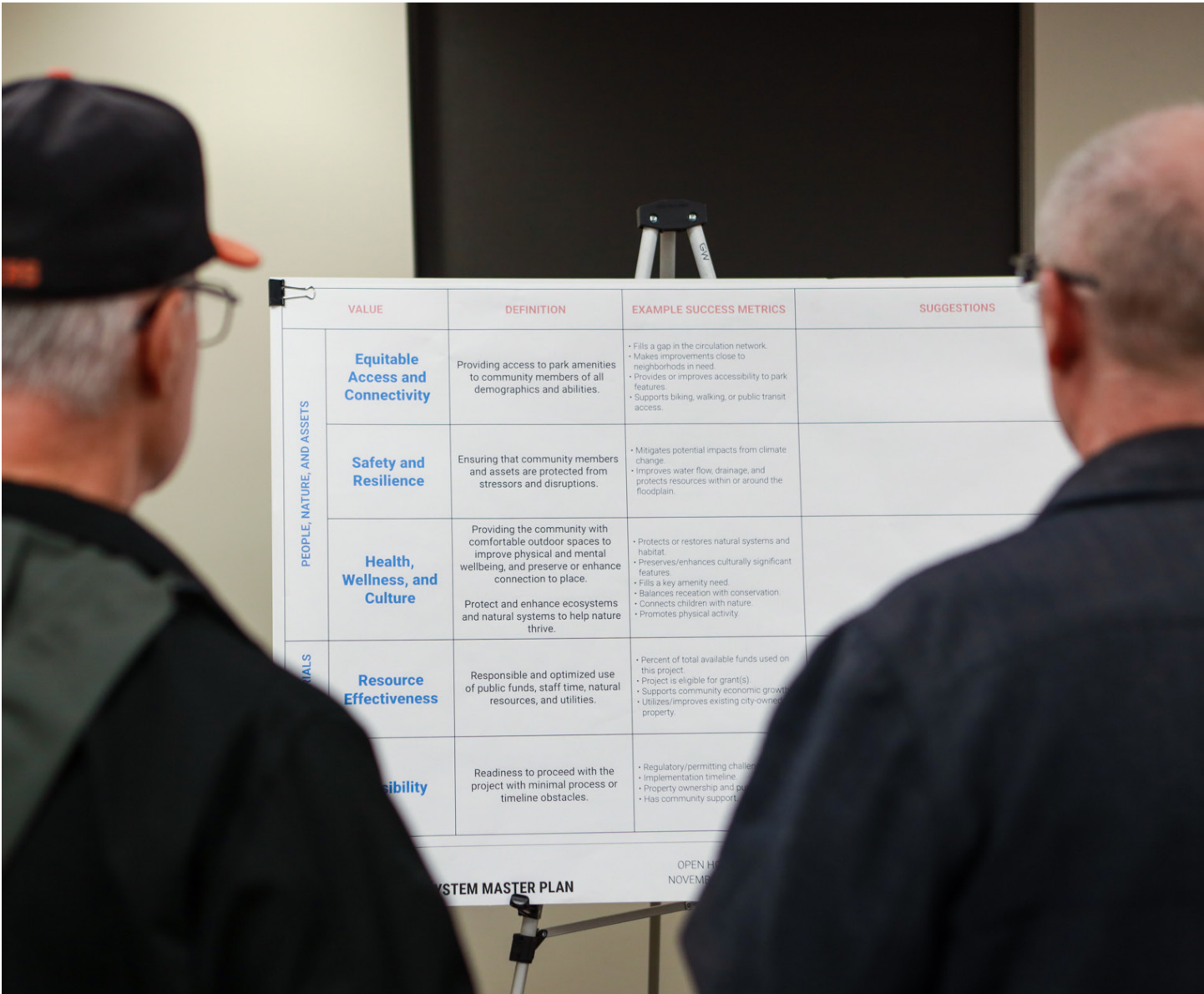
CENTRAL TALMADGE PLAN, 2024

Seeking to reimagine Central Talmadge as a mixed-use, multi-modal neighborhood, the City of Independence initiated the Central Talmadge Plan. The Plan aims to create a new center—or heart—within the community, focused around the commercial, cultural, social, and health service activities available near Central High School. The Plan seeks to transition the primarily auto-oriented neighborhood and commercial area near the school into a more walkable, bikeable, and transit-friendly neighborhood with new and enhanced community gathering spaces and activities. The changes also promote safe and convenient access to and through the neighborhood for people of all ages and abilities, establishing off-street shared-use trails like the Ash Creek Connector.

HOW THIS PSMP USES THIS INFORMATION: Similar to the Southwest Independence Concept Plan, the proposed Ash Creek Connector Trail was included in the potential projects of the PSMP.



Fig. 10: Central Talmadge Concept – Key Projects



Section 2: Project Values

Section 2: Project Values

2.1 COMMUNITY PRIORITIES

These values represent the things that the City of Independence and its community members care about the most as they relate to the long-term management and enjoyment of the park system. They identify why the parks are important and provide guidance for how projects and maintenance are prioritized across the city. They also align with common funding source requirements.

Equitable Access and Connectivity

Enabling access to park and trail amenities to community members of all demographics and abilities. While this includes ADA compliance, it also should consider providing an equal outdoor experience for people of different ages and any physical or mental disadvantages that are experienced in the community such as: mobility impairments, visual impairments, hearing impairments, sensory sensitivities, asthma / air quality sensitivities, mental health conditions, chronic illness, etc.

Ecological Health and Resilience

Protecting and enhancing natural systems to help nature thrive into the future in ways that safeguard the community from extreme weather and other hazards.

Safety, Wellness, and Culture

Providing the community with safe, comfortable outdoor spaces to improve physical and mental wellbeing, and preserve or enhance connection to place, local history, or culture.

Resource Effectiveness

Responsibly optimizing the use of public funds, staff time, natural resources, and utilities.

Feasibility

Ensuring readiness to proceed with the project with minimal process or timeline obstacles.

These values have been verified by the public during Open House #1 and an online survey in order to confirm direction for the PSMP. The following matrix outlines how each value has been applied to different parts of the PSMP. They have informed how and what was measured during the existing park inventory, how proposed projects and features were developed into site-level project recommendations, and which recommendations were made for maintenance practices.

2.2 VALUE SUCCESS MATRIX

The following values-based criteria were used to influence the planning process and helped to frame priority improvements and processes for the park system.

Value		Project Planning	Site Improvements
People and Nature	Equitable Access & Connectivity	<ul style="list-style-type: none"> • Fills a gap in the circulation network • Makes improvements close to neighborhoods in need • Is located near public transit stops or bike routes 	<ul style="list-style-type: none"> • Provides or improves accessibility to park features • Utilizes universal design principles • Supports biking, walking, or public transit access • Provides clear and intuitive wayfinding
	Ecological Health & Resilience	<ul style="list-style-type: none"> • Mitigates potential impacts from climate change • Improves water flow, drainage, or resources within or around the floodplain • Protects or restores natural systems and habitat 	<ul style="list-style-type: none"> • Considers site variation due to extreme weather events • Improves ecosystem health • Balances recreation with conservation • Prioritizes native or adaptive species
	Safety, Wellness, & Culture	<ul style="list-style-type: none"> • Is in neighborhood with a gap in tree canopy • Fills a key amenity need • Has community support, aligns with activity priorities • Brings people together 	<ul style="list-style-type: none"> • Increases/improves recreational opportunities • Connects children with nature • Provides educational opportunities • Adds or improves safety and usability of equipment or amenity • Promotes physical activity • Preserves / enhances culturally significant feature • Provides lighting for safety and night use
Money, Time, and Materials	Resource Effectiveness	<ul style="list-style-type: none"> • Percent of total available funds used on this project • Is eligible for grant(s) • Supports community economic growth • Utilizes/improves existing city-owned property 	<ul style="list-style-type: none"> • Has available capital expenditure funds for proposed amenities • Has available operational expenditure funds to maintain the proposed improvements • Selects durable/low maintenance materials
	Feasibility	<ul style="list-style-type: none"> • Regulatory challenges • Implementation timeline • Property ownership and purchasing 	<ul style="list-style-type: none"> • Permitting challenges • Implementation timeline

Value		Inventory Review / LOS	Operations and Maintenance
People and Nature	Equitable Access & Connectivity	<ul style="list-style-type: none"> • Do all amenities have universal access? • What is the condition of pathways? • What is the parking quantity for vehicles and bikes? • Is wayfinding marked or intuitive? 	<ul style="list-style-type: none"> • Removes obstacles to access amenities
	Ecological Health & Resilience	<ul style="list-style-type: none"> • Is anything exposed to flooding or extreme heat? • Are there invasive species present? 	<ul style="list-style-type: none"> • Reduces or eliminates costly repairs to assets at risk • Removes invasive species • Improves habitat
	Safety, Wellness, and Culture	<ul style="list-style-type: none"> • Are there any potential hazards on site? • Is play equipment in safe condition? • Is there visibility into the site or hiding places? • What basic amenities are present? • Are there comfortable places in different weather conditions? (rain, heat) • Is there access to drinking water? • Are power outlets present? • What are quantity and types of seating? • Are there resources for dogs? • Are there culturally significant features or signage? 	<ul style="list-style-type: none"> • Limits liabilities and hazards • Increases seating capacity • Supports recreational programming • Enhances public education • Preserves / enhances culturally significant feature
Money, Time, and Materials	Resource Effectiveness	<ul style="list-style-type: none"> • What is the balance between mowed lawn and native landscape? • What is the condition and quality of structures, equipment, furniture, lawn, and landscape? 	<ul style="list-style-type: none"> • Reduces Operational budget • Increases available staff time • Uses energy and water efficiently • Returns an ROI by the end of this plan duration • Provides transparency to how funds were spent
	Feasibility	N/A	<ul style="list-style-type: none"> • Utilizes current staff skills, no training needed • Uses available resources or equipment



Section 3: Public Outreach Summary

Section 3: Public Outreach Summary



3.1 OVERVIEW

// SUMMARY APPROACH

The City of Independence has a passionate group of community members who participated and provided valuable input to the park system planning process. Public engagement opportunities were offered through two open houses and accompanying online surveys, giving community members the chance to confirm, shape, and refine key elements of the plan.

The first phase of engagement focused on understanding community values, obstacles and challenges, and what amenities were key to enjoying the park system. This input was fed into how the team approached the inventory, Level of Service approach, and the recommendations that went into the draft project ideas. Those projects were then presented back during the second phase of feedback for the community to rate projects in order to capture priorities.

Throughout the planning process, the team aimed to achieve the following objectives for outreach and public communications:

- Communicate relatable, consistent, and timely information to the public throughout the planning process.
- Help the public understand the benefits of creating a PSMP for the community.
- Describe the process, what led to this project, and what will happen next.
- Actively seek public input from a broad, diverse audience at key project milestones to understand the needs and desires of the community.
- Involve the community in identifying issues, opportunities, and priorities as well as evaluating proposed programming and design concepts.
- Demonstrate how input has influenced the process.

3.2 PUBLIC OPEN HOUSE #1 SUMMARY

// OPEN HOUSE STATIONS

The first public open house event took place on the evening of November 14th, 2024 at the Independence Civic Center.

Community members were welcomed with a series of stations to introduce the process, connect, inform, and share feedback on priorities for the Master Plan Update:

STATION 1

- Summary why the Master Plan Update is important
- Scope
- Process and timeline
- Public participation and how input is utilized
- Introduction and distribution of public survey

STATION 2

- Graphics of the list of the Values
- Explanation of the decision making process

STATION 3

- Graphics board of basic amenities
- Public input on rating the importance of amenities

STATION 4

- Individual site inventory maps for each park/space
- Public input to share the the highlights, issues, and obstacles associated with the parks closest to them



Public Engagement Team



Station 4 Site Inventory

An open station was available to offer additional details about the material. Participants were encouraged to discuss and fill out the surveys while present at the event for optimal feedback results.



Station 3 Basic Amenities



Station 1 Information and Survey Distribution

// NOTIFICATION

The City of Independence's commitment to engaging the public on the PSMP process employed various tools to make it as accessible as possible to all community members.

Information and events were promptly posted and shared, and additional feedback was collected through:

- City website
- Social media posts
- Distribution of a Project Fact Sheet
- Public Surveys
- City presence at neighborhood and community gatherings
- Video Promotions
- City Newsletter
- Concentrated efforts to reach Latino Community in person at local events and venues



SHAPE THE FUTURE OF THE Independence Park System

The city of Independence is updating its Park System Master Plan to improve our parks and meet the needs of our growing community. We need your input! Join us at our Open House to share your thoughts on park priorities, needed improvements, and any challenges you see. This is the first of two open houses, so help us shape the future of our parks!

EVERYONE IS WELCOME

NOVEMBER 14, 2024 6:30 PM

At the Independence Civic Center - 555 S. Main St.



Open House #1 Flyer Graphic: English



MOLDEAR EL FUTURO DE LA Sistema de Parques en Independence

La ciudad de Independence está actualizando su Plan de Parques para mejorar nuestros parques y satisfacer las necesidades de nuestra creciente comunidad. ¡Necesitamos su aporte! Únase a nosotros en nuestro evento comunitario para compartir sus ideas sobre las prioridades de los parques, las mejoras necesarias y los desafíos que ve. Este es el primero de dos eventos comunitarios, ¡así que ayúdenos a dar forma al futuro de nuestros parques!

TODOS SON BIENVENIDOS

14 DE NOVIEMBRE DE 2024 6:30 PM

En el Centro Cívico Independence - 555 S. Main St.



Open House #1 Flyer Graphic: Spanish

// SUMMARY RESULTS

An online version of the Open House activities was available for those who couldn't attend. It replicated the presented information and the survey questions in order to create consistency in the feedback. Critical and valuable feedback was revealed during the survey and first Open House process.

48 Community members provided input, including 8 in-person.

Significant Takeaways and Priorities Included:

Top Uses of Parks and Open Space:

- Exercise
- Access to nature

Frequency of Use: Community members visit often and would like opportunity to increase time in Parks

Transportation:

- Preference to walk
- Willing to walk 1/4 mile
- More than 75% are willing to walk at least 1/2 mile (this set the Level of Service distance for access to amenities)
- There was a desire for better bike and public transit options

Community Needs:

- Prioritize nature and walking paths
- Shady green spaces and playgrounds were a high priority
- Water access revealed as lowest priority

Demographics:

- 81% respondents White (compared to 54.5% of Independence population)
- 13% respondents preferred not to answer
- 9% respondents American Indian/Alaska

Native

- 7% respondents Latino (compared to 37.3% of Independence population)
- 2% respondents Asian

Most Frequently Visited:

1. Most frequently visited park is Riverview Park - even when it's not the closest to where respondents live.
2. Mt. Fir second most popular

Project Value Importance:

1. Safety & Resilience
2. Health, Wellness, and Culture
3. Equitable Access & Connectivity
4. Resource Effectiveness
5. Feasibility

// CHALLENGING CONDITIONS

Respondents reported obstacles and challenges they navigate as important issues to consider in the design of parks and open space:

- 40% mobility impairments
- 31% asthma/air quality sensitivities
- 18% chronic illness
- 18% hearing impaired
- 13% mental health conditions
- 9% sensory sensitivities
- 13% other challenges

3.3 PUBLIC OPEN HOUSE #2 SUMMARY

// OPEN HOUSE ACTIVITIES

The second Open House introduced the public to the proposed projects for each park property and trail segment. Based on the inventory and previous feedback, the team identified which amenities for each park needed improvement and suggestions for what to include. Each park also included important site constraints to consider that could lead to difficulties in the design or construction process. Participants were asked to fill out a survey to rate the importance of each park and trail project, as well as best locations to install permanent restroom facilities.

// SUMMARY RESULTS

A combination of Open House attendees and online participants submitted surveys to rate the projects. The results of the parks and trails were combined and were used to determine the prioritization of the projects in the Capital Improvement Plan.

94 Community members provided responses, including 15 in-person.

Demographics:

- 76.4% respondents White (compared to 54.5% of Independence population)
- 16.9% respondents preferred not to answer
- 2.3% respondents American Indian/Alaska Native
- 9% respondents Latino (compared to 37.3% of Independence population)
- 1.1% respondents Asian



// SURVEY RESULTS FOR PRIORITY PROJECTS

Community members were asked to rate the importance of each project on a scale of 1 to 5. Those results were tabulated and ranked based on the highest scores shown below. The Park and Trail projects were combined and those results are reflected in the Project Recommendations later in the PSMP. Reference Section 7.3 - 7.5 for details.

PARK PROJECTS

1. Riverview Park
2. Henry Hill Park
3. Independence Landing
4. Pioneer Park
5. Mt. Fir Park
6. Pfaff Park
7. Dog Park
8. Grand Street Park Field
9. Sunset Meadows Park

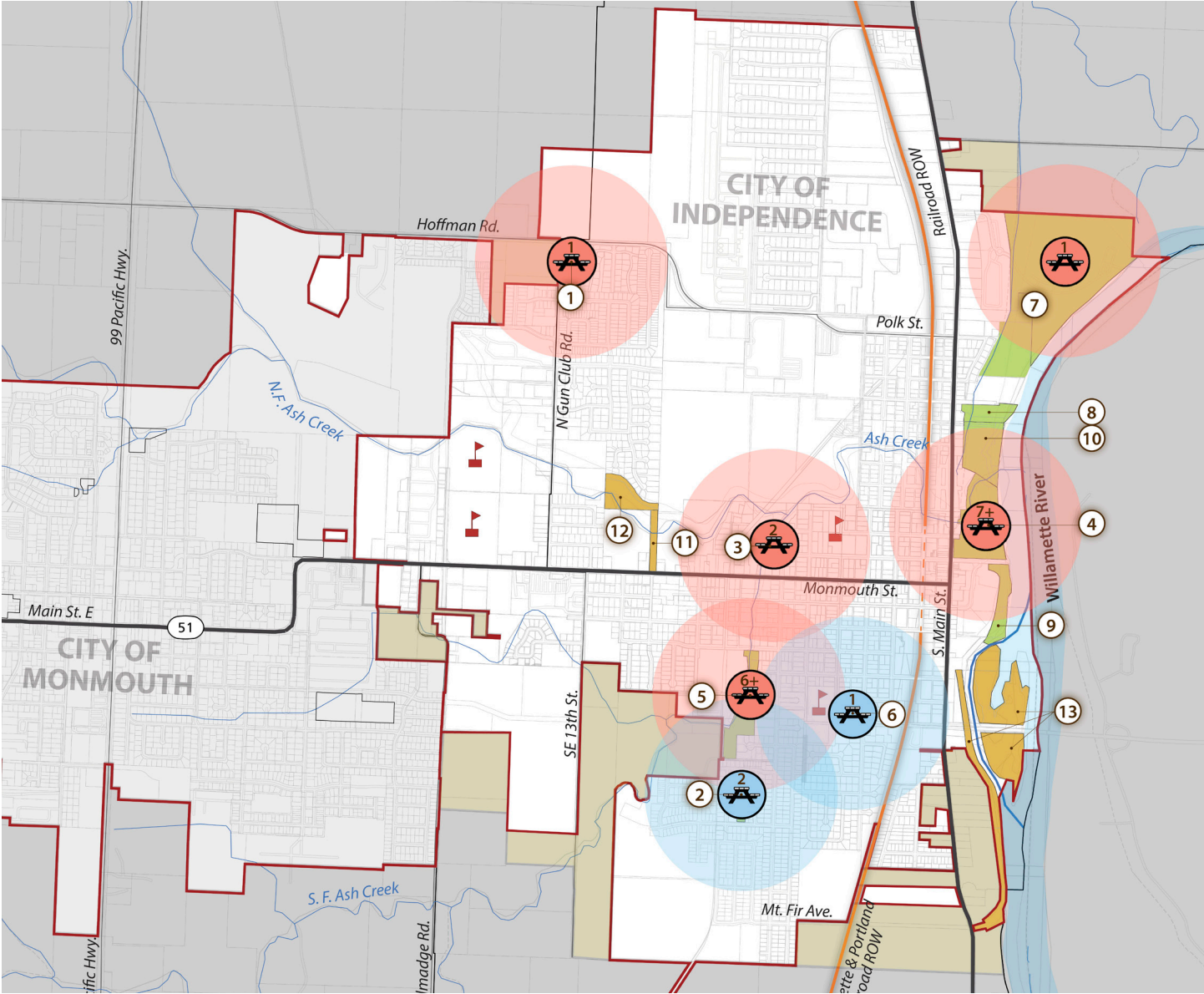
TRAIL PROJECTS

1. Trail E - Along City Property B, connecting Independence Landing with South Main St.
2. Trail F - Main St. to Willamette River Trail, North of Dog Park
3. Trail B - Along Ash Creek, between N. Gun Club Rd., and Main Street
4. Trail A - Along Ash Creek, between Western City boundary to N. Gun Club Rd. (includes Access Easement and City Property A)
5. Trail G - Along South Fork Ash Creek, West of Mt. Fir Park
6. Trail D - Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St.
7. Trail C - On property North of Wastewater Treatment Plant, West of Williams St.

A survey question also asked participants to identify which park sites should be prioritized for permanent restroom installations. Respondents ranked their top three choices, and the summarized results are presented below:

RESTROOM PROJECTS

1. Dog Park / Grand St. Park Field (most total votes, and most #1 votes)
2. Mt. Fir Park
3. Pfaff Park
4. Independence Landing
5. Henry Hill Park
6. Pioneer Park
7. Sunset Meadows Park



Section 4: Level of Service

Section 4: Level of Service



4.1 INTRODUCTION AND APPROACH

// LEVEL OF SERVICE OVERVIEW

In order to align with the project value of Equitable Access & Connectivity, it is important to understand the distribution of public parks and amenities throughout the City. This PSMP has taken a multi-prong approach to understand how best to ensure the community can utilize the different amenities to meet their access to nature and recreational needs.

This section outlines how different parks are classified, how those classifications align with common standards for park sizes and city-wide coverage, and where potential gaps might exist.

This quantitative approach was paired with a more qualitative one that builds off of the park inventory in the next section of this PSMP. The approach assessed the existing park properties and identified which sites have which key amenity, and if they're in good condition. The amenities were laid out on a series of maps to show their distribution and where potential gaps may occur. This strategy influenced what project recommendations were made for each park site.

4.2 RECOMMENDED PARK CLASSIFICATION

// OVERVIEW

A thorough review of different classification systems and strategies was performed as part of the 2015 Independence PSMP. This update utilizes the recommendations from that effort and outlines them below for incorporation into the Level of Service strategy.

// NATIONAL RECREATION AND PARKS ASSOCIATION PARKS CLASSIFICATION AND PARKS DEFINITIONS

For consideration of the appropriate level of service for the City of Independence, classifications defined by the National Recreation and Parks Association (NRPA) for parks, trails and natural areas were referenced for a comparative understanding of baseline conditions. These definitions, descriptions, location criteria, size criteria, and typical facilities provided a starting point for comparison for what may be appropriate to the City of Independence.

RECOMMENDED CLASSIFICATION STANDARDS

The following classification standards are recommended based on the site inventory, national and regional trends, and community input. The definitions, size, access requirements, and facilities have been modified to meet the challenges of the current system and future projected growth.

MINI-PARKS

Mini parks may be considered when they are privately developed and maintained, or in neighborhoods where there are no other viable options.

Service Area: ¼ mile radius, in areas not served by a neighborhood park.

Size: Between 2,500 sq. ft. and one acre in size.

Access: Access to the site should be provided via a local street with sidewalks. Mini parks fronting arterial streets should be discouraged. On-street parking should be provided as street frontage allows.

Amenities and Facilities:

- General landscape improvements (including tree planting)
- Children’s playground or tot-lot
- Pathway connecting park elements

- Picnic tables and/or small picnic shelter
- Interpretive signage

NEIGHBORHOOD PARKS

Neighborhood parks are the basic unit of a park system and serve the informal recreation needs of residents within walking distance of their homes. Serving as the recreational focus of a neighborhood, these parks should balance informal active and passive spaces. In general, about half of the park’s area should be planned for passive activities and natural features. Neighborhood parks have limited program activities and are not intended to attract users from outside a neighborhood. Neighborhood parks do not have restrooms.

Service Area: ½ mile radius

Size: 5 acres is considered minimum size, 5 to 10 acres is optimal.

Access: Neighborhood parks should be centrally located in residential neighborhoods and should be uninterrupted by non-residential roads or other physical barriers. They should front adjoining streets, providing visibility and enhanced security from surrounding uses. Neighborhood parks should be accessible by way of the City’s trail network, sidewalks, or low-volume residential streets. Since they serve

nearby residents, neighborhood parks tend to have limited or no associated parking beyond on-street or curbside parking.

Amenities: Neighborhood input should be used to determine the program at neighborhood parks. Appropriate amenities include:

Passive Recreation:

- Informal Practice Fields/Open Space
- Internal Walking Trails
- People Watching Areas
- Unique Landscape/Features
- Ornamental Gardens
- Community Gardens

Active Recreation:

- Outdoor Fitness/Exercise Facilities
- Play Structures
- Creative Play Attractions
- Court Games

Facilities:

- Individual Picnic/Sitting Areas
- Group Picnic/Sitting Areas
- Park Shelters

COMMUNITY PARKS

Community parks are larger in size than neighborhood parks and serve several adjoining neighborhoods, attracting residents from a relatively large area. They should preserve unique landscapes and open spaces, allow for group activities, and offer recreation opportunities not feasible or desirable at the neighborhood level. As with neighborhood parks, they should be developed for both active and passive recreation activities. Community parks may have one or two revenue-producing facilities and a recreation center, gym, or senior center. They typically include a permanent and accessible public restroom.

Service Area: 2 miles

Size: 25 + acres

Access: Community parks should be located in proximity to or within residential neighborhoods. They should front adjoining streets, providing visibility and enhanced

security from surrounding uses. Public street frontage is desirable. Community parks should be accessible by way of the city's trail network and sidewalks and be serviced by arterial and collector streets. Small parking lots located just off street may be necessary to supplement on-street and curbside parking.

Amenities: Community input should be used to determine master plan updates and programs offered at community parks. Appropriate amenities include:

Passive Recreation

- Informal Practice Fields/Open Space
- Internal Walking Trails
- People Watching Areas
- Unique Landscape/Features
- Nature Interpretation Areas
- Arboretum/Botanical Garden
- Ornamental Gardens
- Community Gardens

Active Recreation

- Biking Trails
- Outdoor Fitness/Exercise Facilities
- Creative Play Attractions
- Large Play Structures
- Court Games
- Formal Recreational Fields
- Splash Pad/Spray Grounds

Facilities

- Individual Picnic/Sitting Areas
- Group Picnic/Sitting Areas
- Park Shelters
- Restrooms
- Facilities for Plays or Concerts

GREENWAYS (LINEAR PARKS)

Greenways are narrow open space systems that tie park components together to form a cohesive park, recreation, and open space system. They allow for uninterrupted and safe pedestrian movement between parks throughout the community, provide people with outdoor

recreational opportunities, and can enhance property values. Greenways may follow natural resources like stream and river corridors. Others may follow abandoned railroad beds, old industrial sites, power line rights-of-way, pipeline easements, or parkway rights-of-way. Greenway locations are integral to the trail system plan and may be built as part of development projects or be pieced together from recreational and natural areas. Public restrooms are typically not provided.

Size: Varies

Access: Greenways should have access points where they cross local, arterial, and collector streets. They should be easily accessible by and integrated into the city's trail network.

Amenities:

- Biking trails
- Outdoor fitness
- Exercise facilities
- Places to rest

NATURAL AREAS

Natural areas are publicly owned or controlled natural resources that are managed for conservation, environmental education, and passive recreational use, such as walking and nature viewing. This type of land may include wetlands, riparian corridors, or other similar spaces. Environmentally sensitive areas are considered integral to natural areas and can include wildlife habitats, stream and creek corridors, or areas with unique and/or endangered plant species.

Site Selection and Development Guidelines:

Site size should be based on natural resource needs and be sufficient to preserve or protect the resource. Development and site improvements should be kept to a minimum, with the natural environment, interpretive and educational features emphasized. Natural open space areas should be managed and maintained for environmental protection. Where feasible, public access and use of these areas should be encouraged, but environmentally sensitive areas should be protected from overuse.

Facilities and Amenities to Consider:

- Interpretive signage
- Off-street parking if a trail is located within the site
- Trail and pathway system
- Trailhead or entry/ kiosk
- Wildlife viewing
- Viewpoints or viewing blinds
- Interpretive or educational facilities

SPECIAL USE AREAS

Special use areas are unique sites often occupied by a specialized facility. Some uses that fall into this category include plazas, skate parks, waterfront parks, boat ramps, botanical gardens, memorials, community gardens, single purpose sites used for a particular field sport, or sites occupied by buildings.

Site Selection and Development Guidelines:

Siting criteria depend on the types of facilities proposed. Size should depend upon the facilities provided.

Parking Requirements: Depends on facilities provided.

Facilities and Amenities to Consider: Facilities and amenities will depend on the proposed activities and site use.

OVERALL COMPARISON CHART

NRPA PARK CLASSIFICATION STANDARDS			CITY OF INDEPENDENCE PREVIOUS STANDARD			RECOMMENDED PARK CLASSIFICATION ACREAGE		
CLASSIFICATION	ACREAGE	PROXIMITY	CLASSIFICATION	ACREAGE	PROXIMITY	CLASSIFICATION	ACREAGE	PROXIMITY
Parks								
Mini-Parks	Between 2500 sq. ft. and one acre in size	1/4 mile radius	Mini-Neighborhood Parks	1-5 acres	less than 1/4 mile radius	Mini-Neighborhood Parks	Between 2500 sq. ft. and one acre in size	1/4 mile radius
Neighborhood Parks	5 acres is considered minimum size, 5 to 10 acres is optimal.	1/2 mile radius to serve a population of up to 5,000 (a neighborhood)	Neighborhood Parks	6-18 acres	1/4 to 1/2 mile radius to serve a population of up to 5,000 (a neighborhood)	Neighborhood Parks	5 acres is considered minimum size, 5 to 10 acres is optimal.	1/2 mile radius to serve a population of up to 5,000 (a neighborhood)
Community Parks	As needed to accommodate desired uses usually between 30 and 50 acres	1 to 2 mile radius; several neighborhoods	Community Parks	25+ acres	1 to 2 mile radius; several neighborhoods	Community Parks	25+ acres	1 to 2 mile radius; several neighborhoods
Special Use Parks	variable	no applicable standard	-	-	-	-	-	-
Natural Areas								
Linear Parks	variable	no applicable standard	Linear Parks	variable	no applicable standard	Greenways	variable	no applicable standard
Natural Open Space	variable	no applicable standard	Conservation Areas	Sufficient to protect the resource	no applicable standard	Natural Areas	Sufficient to protect the resource	no applicable standard

The chart above shows an overall comparison of the NRPA classification standards, the current City of Independence Parks classification standards, and the recommended classification system (adapted from previous 2015 Independence PSMP).

4.3 COMMUNITY PROFILE AND POPULATION PROJECTIONS

// INTRODUCTION

The PSMP Update aims to evaluate current parks and trails infrastructure and existing park facilities and amenities in order to make recommendations for parks and trail improvements within the City and its Urban Growth Boundary (UGB). Part of the analysis includes determining the needs, challenges, and opportunities of the growing community. This section will look to address some of these community needs by:

- Exploring historic growth patterns in the city and county, as well as the projected population growth;
- Providing a high-level summary of demographics within the City and Polk County (including information about population density, household structure, age, income, race and ethnicity, and people with disabilities)

// HISTORIC GROWTH PATTERNS

Between 2000 and 2020, the city’s population grew by nearly 4,000 residents (Table 1). The Average Annual Growth Rate (AAGR) for the city was approximately 4 percent between 2000 and 2010 but slowed to roughly 1.5 percent between 2010 and 2020. During the same time period, the AAGR for the county was 2 percent (2000-2010) and 1.6 percent (2010-2020).

This shows that while the City was growing at a faster rate than the county between 2000 and 2010, the growth rate slowed between 2010 and 2020 to be almost equivalent to the growth rate in the county.

Table 2. Projected Population Growth, City of Independence and Polk County

Year	City of Independence	Polk County	Share of County
2020	9,880	83,807	11.8%
2045	18,636	128,783	14.5%
2070	30,695	189,106	16.2%

Source: Portland State University Portland Research Center (PRC)

// POPULATION PROFILE

The population of a city is a key consideration when planning for parks facilities and services. The following section assesses the historic population growth patterns in the City as well as the projected population growth for future years that can help inform future planning decisions.

Table 1. Historic Population

Year	City of Independence	Polk County
2000	6,035	62,380
2010	8,590	75,403
2020	9,828	87,433

Source: US Census Population & Portland Research Center (PRC) estimates

// PROJECTED POPULATION GROWTH

According to American Community Survey (ACS) data, the City currently has an estimated population of 9,850. This accounts for approximately 11 percent of Polk County’s population. However, it is projected that over the next 50 years, the population in Independence will account for an increasingly larger share of the population in Polk County (from roughly 12 percent to 16 percent) (Table 2). The AAGR between 2020 and 2045 for the City is estimated to be 3.5 percent and 2.5 percent for the subsequent twenty-five-year period. This additional 21,000 residents will add substantial growth to the population.

Note: 2020 are estimates and 2045/2070 are forecasts. Discrepancy in numbers may be due to updates in data as more information became available.

// DEMOGRAPHIC SUMMARY

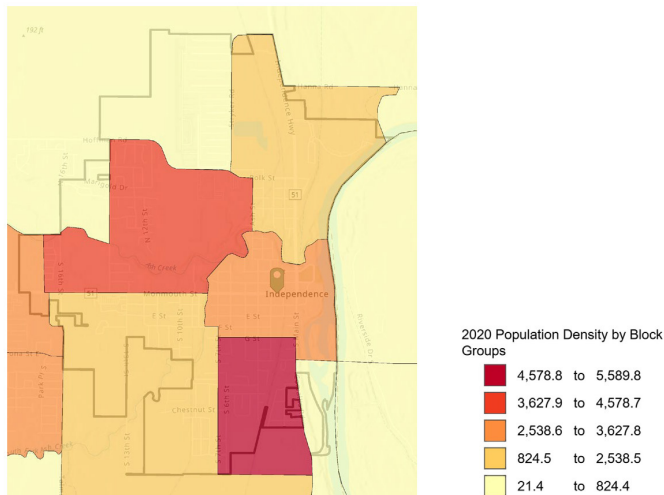
Population numbers are not the only influential factor in the planning process. Considerations about where that population lives, what challenges or obstacles they face, and how they access facilities and services throughout the City also play a part.

// POPULATION DENSITY

Population density refers to the concentration of residents living in certain areas of the City. This number has significant implications for where future parks, access, and services should be located as residents are concentrated at different levels across the city.

Highest population density to the Northwest and Southeast. According to US Census data, the areas of the City with the highest concentration of people is in the Southeast (South of G Street and East of S 7th Street) and in the Northwestern parts of the City (between Monmouth Street and Hoffman Road and East of Ash Street).

Figure 1. Population Density in Independence



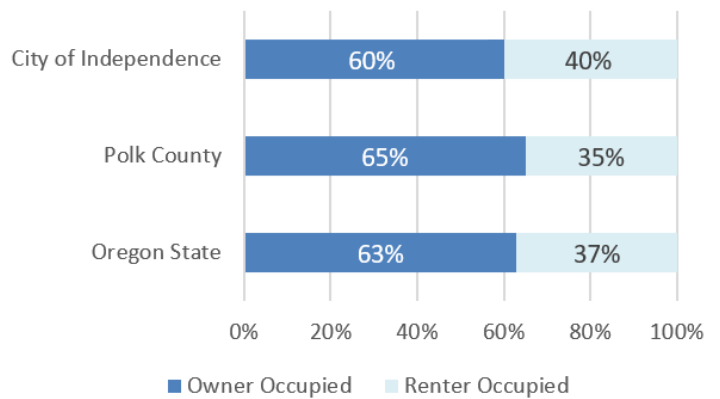
// HOUSEHOLD STRUCTURE

An accessible park system and inclusive programming can offer opportunities that meet the needs of different households, ages, and family structures.

Owner-occupied housing units represent the majority of the housing tenure type. In Independence, nearly 60 percent of the housing units are owner-occupied (Figure 2). It is important to consider the placement of parks to provide access to renters who may not have access to open spaces at or near their homes.

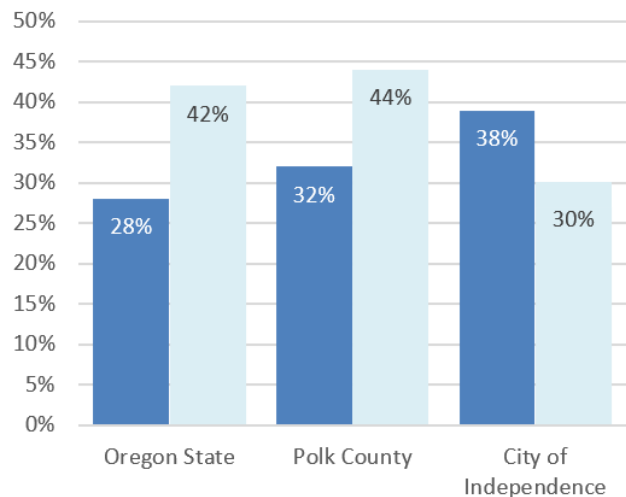
More than a third of households have children under 18 years of age. In 2023, the City had roughly 3,100 households, of which more than 1,100—about 38 percent—included children under the age of 18. The City had a significantly smaller number of households with individuals over 60 than the county or the state. (Figure 3).

Figure 2. Housing Tenure Type, 2023



Source: ACS 5-year (2023) estimates, Table S1101

Figure 3. Household Characteristics, 2023



Source: ACS 5-year (2023) estimates, Table S1101

// AGE

The median age is significantly lower than the County or state. The City’s median age is below 30 years (at 29.2), whereas the median age for the County and State are 37.6 and 40.1 years, respectively. While the population aged 30-64 are relatively similar across City, County, and State, the largest differences in age categories can be seen in the share of residents who are 65 and older or those that are 29 and under (Figure 4).

// INCOME AND AFFORDABILITY

Income and poverty levels of residents play pivotal roles in determining park use, participation in programming, types of activities available, and affordability options for those using park spaces.

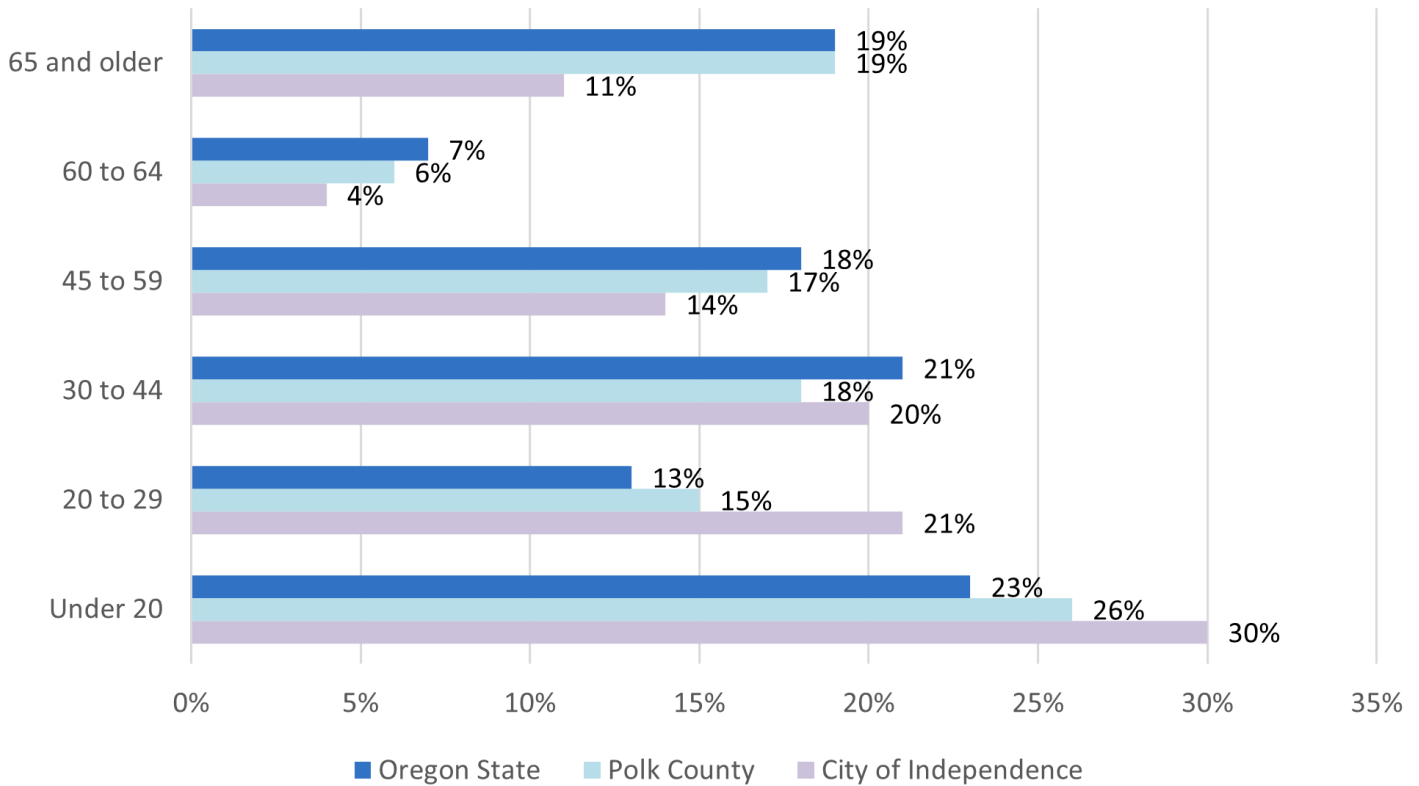
In 2023, the federally set poverty threshold for an individual was determined as an annual earning of \$14,580, with \$30,000 being the threshold for a four-person household. The U.S. Census Bureau translates this measure of need into a ratio,

calculated by the dividing the family’s income by their poverty threshold number. A ratio of 1.00 would imply that the family income matches the measure of need that the family has. Any number below 1.00 qualifies for varying levels of federal assistance programs.

The share of the population living at a poverty ratio of less than 1.00 has grown since 2021.

Compared to both the county and the state, the percentage of residents living at a poverty ratio below 1.00 is nearly the same (11.8 percent versus 12 percent). Compared to previous years, the disparity in those living below a 1.00 ratio and those living at 2.00 or above has grown. Compared to the county and state, whose shares remained relatively similar, the City’s share of people living in the 1.00-1.99 ratio decreased significantly, while the 2.00 and over percentage grew 6 percent (Table 3).

Figure 4. Age Distribution, Independence, Polk County, and Oregon



Source: ACS 5-year (2023) estimates, Table S0101

Table 3. Ratio of Income to Poverty

	Independence		Polk County		Oregon	
	Total	Percent	Total	Percent	Total	Percent
Population	10,088	-	86,433	-	4,159,818	-
Under 0.50	401	4.0%	4,249	4.9%	235,606	5.7%
0.50 – 0.99	786	7.8%	6,332	7.3%	259,130	6.2%
1.00 – 1.24	694	6.9%	3,765	4.4%	151,841	3.7%
1.25 – 1.49	380	3.8%	2,765	3.2%	166,185	4.0%
1.50 – 1.84	595	5.9%	4,662	5.4%	231,734	5.6%
1.85 – 1.99	360	3.6%	2,432	2.8%	101,967	2.5%
2.00 and Over	6,872	68.1%	62,228	72.0%	3,013,355	72.4%

Source: ACS 5-year estimates (2023), Table C17002

The City has a slightly lower median household income (MHI) than the County and the State.

\$79,158

Independence

\$81,318

Polk County

\$80,426

Oregon

// RACE AND ETHNICITY

Hispanic and Latino representation is greater than in the County and State. The percentage of residents in the City that identify as Hispanic or Latino (of any race) is nearly two and a half times as many as the County and State (Table 4). These considerations are important when considering the disparities in income across race and ethnicity, and when designing culturally representative programming and the language included in wayfinding for parks and supporting services.

Table 4. Race and Ethnicity

	Independence	Polk County	Oregon
Population	10,088	88,553	4,238,714
American Indian and Alaska Native	0.0%	1.1%	0.7%
Asian	0.9%	1.8%	4.4%
Black or African American	0.5%	0.5%	1.8%
Hispanic or Latino	37.3%	15.2%	14.3%
Native Hawai’ian and Other Pacific Islander	0.0%	0.4%	0.4%
Some Other Race	0.3%	0.5%	0.5%
Two or More Races	6.4%	5.6%	5.6%
White	54.5%	74.9%	72.3%

Source: ACS 5-year estimates (2023), Table B03002

// HOUSEHOLDS WITH DISABILITIES

The City has fewer people living with a disability, compared to the County and the State (Table 5). The County has the highest share, though only slightly higher than the State. However, it is still be important to consider access and inclusivity in the design of park and open space systems, as disability and movement restrictions can have significant impacts on those who experience them.

Table 5. Share of the Population with One or More Disability

	Total	Percent
Independence	1,204	11.9%
Polk County	14,422	16.4%
Oregon	635,797	15.1%

Source: ACS 5-year estimates (2023), Table S18

4.4 QUANTITATIVE APPROACH

The Independence PSMP update aims to evaluate current parks and trails infrastructure and existing park facilities and amenities in order to make recommendations for parks and trail improvements within the City and its UGB. Part of the analysis includes determining the needs, challenges, and opportunities of the growing community and assessing the amount of park land needed during the next approximately 20 years based on the City's expected population growth, the Level-of-Service currently being provided, and local and national guidelines for the provision of park and recreation facilities.

This section briefly summarizes an updated estimate of future park land needs by park category based on current and projected future population growth, standards identified in the City's previous (2015) PSMP, and Level-of-Service guidelines identified by the NRPA.

// PRIOR ESTIMATES OF LEVEL-OF-SERVICE AND PARK LAND NEEDS

The City's 2015 PSMP included the following summary of current park acreages by classification and an estimate of future park land needs based on NRPA guidelines which are stated as a range of acres per 1,000 residents.

Table 3. 2015 Park System Plan Level-of-Service Assessment

Park Classification	Independence Inventory, 2025 (acres)	NRPA Level-of-Service Benchmark Applied to Independence (acres)	2015 Surplus/Deficiency	NRPA Standard Applied to 2034 Population	Projected 2034 Surplus/Deficiency
Mini-Park	12.9	2.1 – 4.2	+10.7 / +8.6	3.8 – 7.6	+9.1 / +5.2
Neighborhood Park	0.6	8.6 – 17.2	+8.0 / -16.6	15.3 – 30.7	-14.7 / -30.0
Community Park	91.1	42.9 – 68.7	+48.1 / +22.2	76.7 – 106.7	+14.4 / -15.6
Municipal/Regional Park	NA	NA	NA	NA	NA
Special Use Park	5.7	NA	NA	NA	NA
Linear Park/Trail	NA	NA	NA	NA	NA
Conservation/Open Space	4.0	NA	NA	NA	NA
Total	114.3	53.7 – 93.1	+50.9 / +14.2	95.8 – 145.0	+8.8 / -40.4

Note: NRPA provides a lower and upper range of benchmarks for each facility type.

Source: Independence Park System Master Plan, 2015

// UPDATED ESTIMATES OF LEVEL-OF-SERVICE AND PARK LAND NEEDS

The 2015 calculations have been updated to reflect the City’s current (2025) inventory and 2045 population projections. The NRPA benchmarks have not been changed. The results are summarized in Table 4.

Table 4. Updated Park System Plan Level-of-Service Assessment

Park Classification	Independence Inventory, 2025 (acres)	NRPA Level-of-Service Benchmark Applied to Independence (acres)	2025 Surplus/Deficiency	NRPA Standard Applied to 2045 Population	Projected 2045 Surplus/Deficiency
Mini-Park	12.8	2.5 – 5.0	+10.3 / +7.7	4.7 – 9.3	+14.4 / -0.5
Neighborhood Park	0.6	10.1 – 20.1	-9.4 / -19.5	18.6 – 37.3	-18.1 / -36.6
Community Park	103.3	50.3 – 80.4	+53.0 / +22.8	93.2 – 149.1	+10.1 / -45.8
Municipal/Regional Park	NA	NA	NA	NA	NA
Special Use Park	5.7	NA	NA	NA	NA
Linear Park/Trail	NA	NA	NA	NA	NA
Conservation/Open Space	4.0	NA	NA	NA	NA
Total	116.7	62.9 – 105.6	+53.8 / +11.1	116.5 – 195.7	+6.5 / -82.9

*Note: NRPA provides a lower and upper range of benchmarks for each facility type.
Source: Portland State University Portland Research Center (PRC), NRPA, MIG, Inc.*

Following is a summary of observations about these updated calculations.

- The City currently meets the NRPA benchmarks both at the low and high levels. However, if the City wants to maintain a higher standard (i.e., closer to the higher NRPA benchmarks) through the 2045 planning horizon, the City will need to develop additional parks or park acreage in all categories.
- In the City, Mini-Parks and Neighborhood Parks often serve a very similar purpose – i.e., providing basic park amenities such as playground, gathering spaces, and smaller sports fields or courts to nearby residents. These two categories can be considered as a combined category.
- As a relatively small community with a current population of approximately 10,000 and a future (2045) projected population of under 20,000, the City likely does not need to provide more than one large community park, given that the City’s existing (Riverfront) Community Park is within approximately 2.5 miles of all City residents. This is a typical service area or proximity standard for access to community parks. This park currently provides a wide variety of facilities and amenities that serve all residents, including a large event space (amphitheater) that hosts community events, play equipment, trails, open space and natural areas, playing fields, a dog park, a small campground, and access to the Willamette River and a variety of water-based recreational activities.

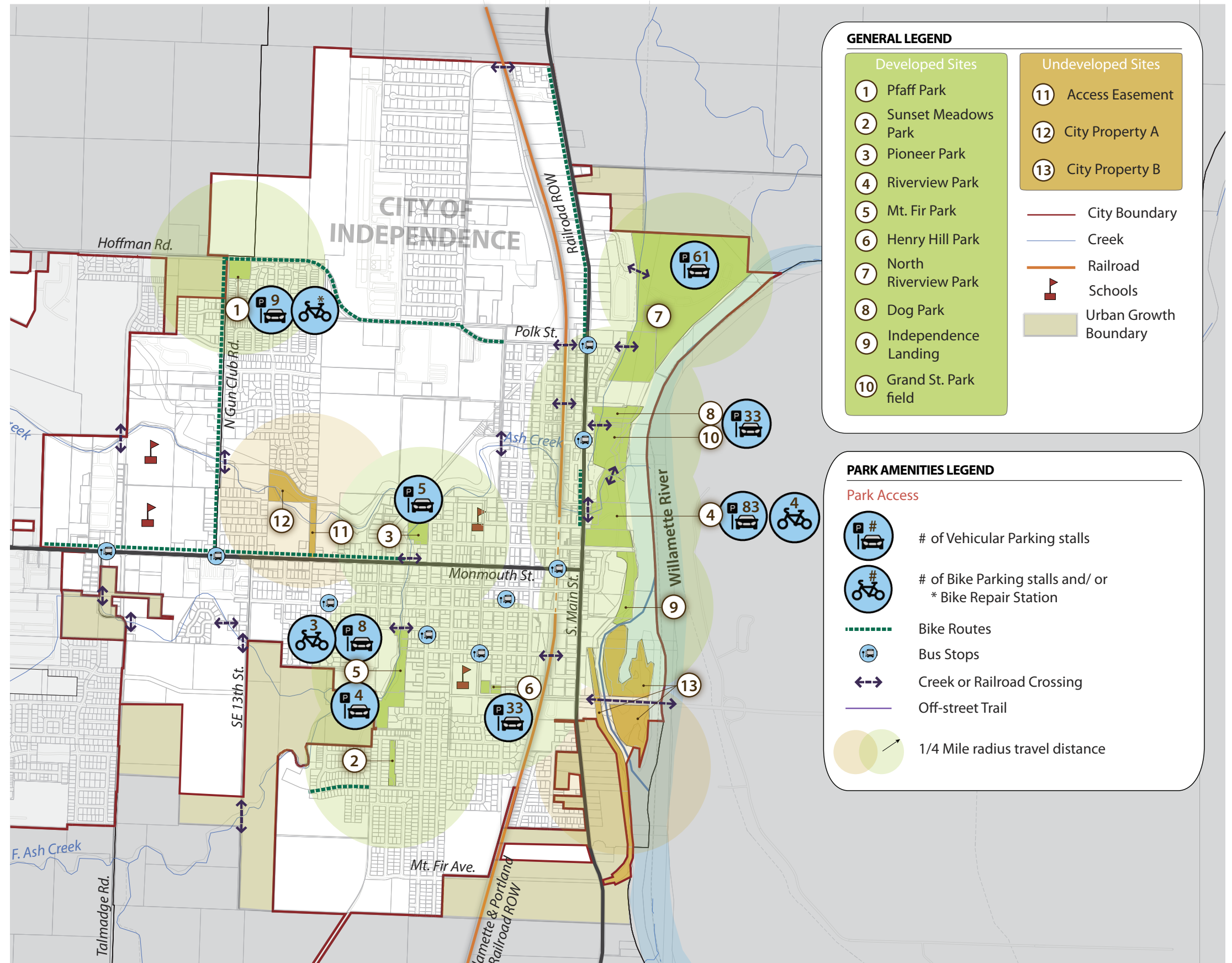
- Park acreage is just one benchmark for assessing Level-of-Service for park and recreation facilities. Over the past 10 to 15 years, Level-of-Service analyses have evolved to focus more on proximity and access to different types of parks and amenities or services, rather on total acreage per person. Many cities have gone away from using an acres per thousand standard and, while the NRPA continues to identify the standard as a guideline or benchmark, they also recognize that every community has unique needs and a single standard or even a range of standards may not be applicable. Both the 2015 and 2025 PSMPs the acre-per-thousand standard and proximity and access to parks and amenities to assess Level-of-Service at a more nuanced level.

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4.5 AMENITY BASED APPROACH

In order to assure alignment with the community value around Equitable Access & Connectivity, the PSMP took an inventory of the existing conditions of each park site. This included vehicle and bike parking, trails and bike routes, travel distances, public transit stops, and crossings over major obstacles like Ash Creek and the railroad.

This map shows the density of developed and undeveloped park lands across the city, and the gaps in the neighborhoods that have limited to no access to public natural spaces. As the City grows, evolves, and densifies, it is important to consider how new development (anticipated in the Central Talmadge Plan and Southwest Independence Concept Plan) can help to fill in gaps in both the park coverage and the trail and circulation networks.



LEVEL-OF-SERVICE: AMENITY COVERAGE

// PROCESS OVERVIEW

In order to understand what is currently available, the PSMP assessed the presence and condition of each key amenity (confirmed by public comment) on each city property (summary chart on next page). These conditions are described in detail on each individual site's inventory page. They were the combination of the Team's on-site observations, City staff's deferred maintenance list, and public comments collected during Open House #1 and the corresponding online public survey. Feasibility of amenities not present is described in the Site Constraints and Site Inventory Sections of this PSMP.

The chart on the following page summarizes the presence and condition of park amenities across the City. A series of accompanying maps illustrate the distribution of each amenity, helping to identify service gaps in the features the community considered most important for park spaces.

PARK AMENITIES INVENTORY SUMMARY



	PATH/TRAIL	CANOPY/SHADE	PICNIC	WATER ACCESS	PLAYGROUND	LAWN	SPORTS FACILITY / FITNESS	PETS	GATHERING
Pfaff Park	●	●	●	⊗	●	●	●	●	○
Sunset Meadows Park	●	●	●	⊗	●	●	⊗	○	⊗
Pioneer Park	○	●	●	○	●	●	○	●	⊗
Riverview Park	●	●	●	●	●	●	○	●	●
Mt. Fir Park	●	●	●	●	○	●	○	○	⊗
Henry Hill Park	●	●	●	⊗	●	●	○	●	⊗
North Riverview Park	●	●	●	●	○	●	●	○	○
Dog Park	●	●	⊗	⊗	⊗	●	⊗	●	⊗
Independence Landing	●	●	○	⊗	⊗	●	○	○	⊗
Grand St. Park Field	●	●	○	⊗	⊗	●	○	○	⊗
Access Easement	○	●	⊗	○	⊗	○	⊗	○	⊗
City Property A	○	●	○	○	⊗	⊗	⊗	○	⊗
City Property B	○	●	○	○	⊗	⊗	⊗	○	⊗

Amenity present in good condition
 Amenity present in condition needing improvement
 Amenity not present
 Amenity not feasible

LEVEL OF SERVICE: AMENITY COVERAGE

PATHS AND TRAILS

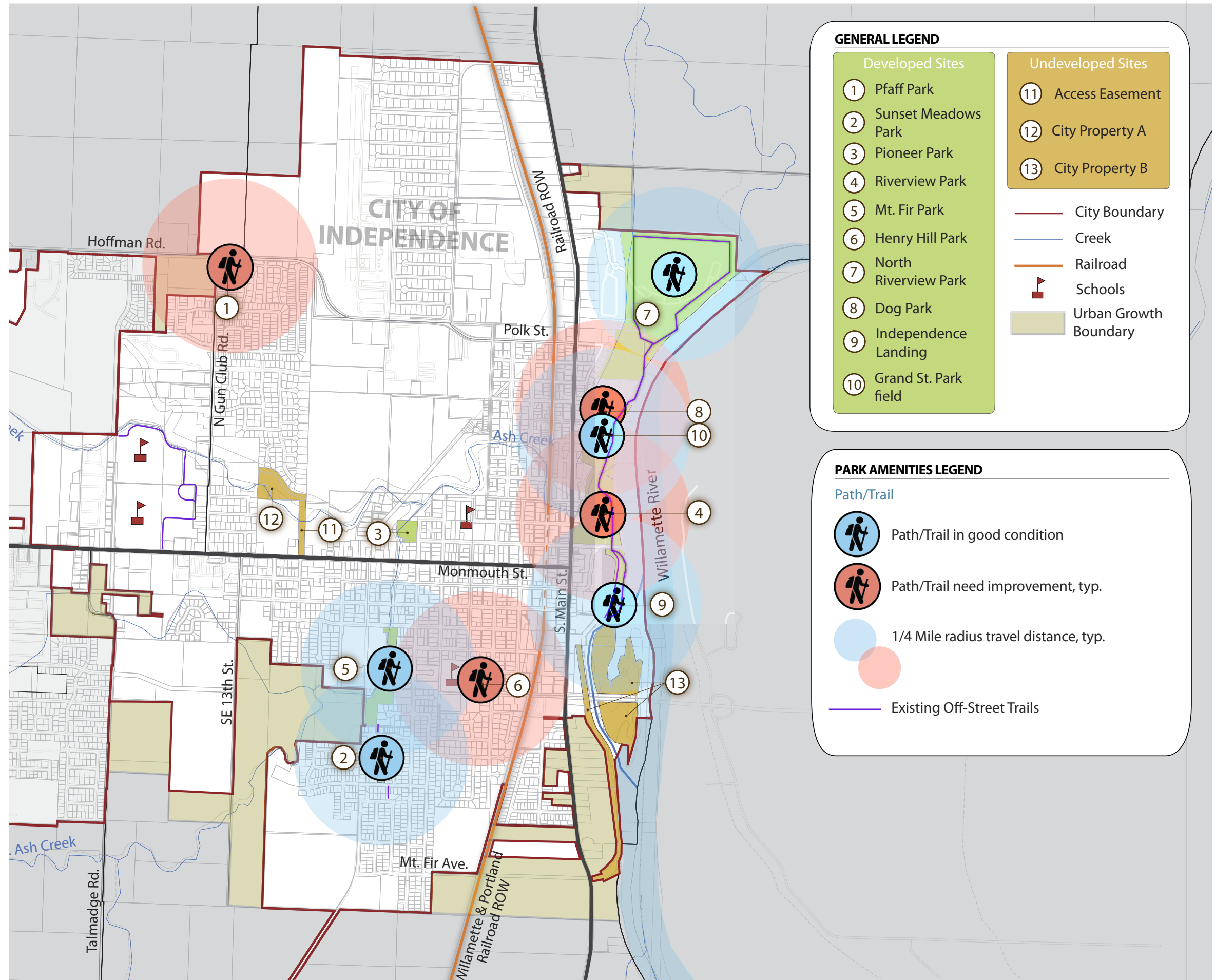
Off-street walkways provide the backbone for the park system network. They provide safe circulation across and between sites, connect amenities, and give people access to the natural environment. They can be part of a greater network trail system, or just be a walking loop within a site. They can consist of on-grade gravel, asphalt, or concrete paths, as well as bridges and crossings over creeks or other obstacles. They are a great source of exercise for people of all ages, and can accommodate walking, jogging, biking, or rolling. They benefit from shade, rest areas, and potable drinking water sources.

CONSTRAINTS AND CHALLENGES

Accessibility is key when providing safe pathways. Common issues are wear and tear of surface materials, uneven surfaces from settlement or tree roots, and steep grades and cross-slopes.

Another major issue is conflicts with vehicles and ensuring there are clear wayfinding elements, crossings, and other visual or audio indicators when paths merge or cross with vehicles.

Obstacles for implementation could include passing through wetlands or other natural resources, as well as ensuring continual land ownership to allow for connected networks.



LEVEL-OF-SERVICE: AMENITY COVERAGE

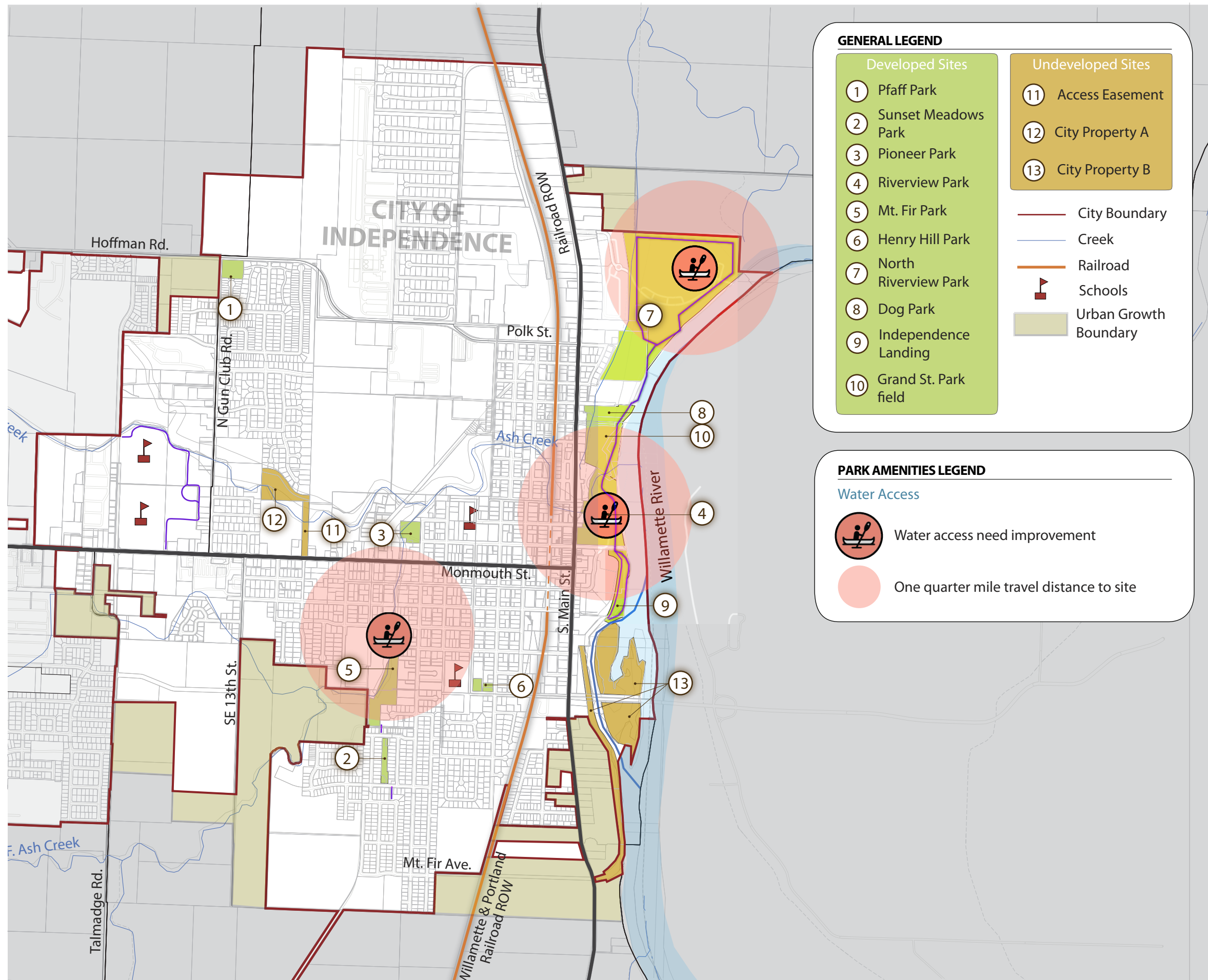
WATER ACCESS

Independence sits along the edge of the Willamette River, one of the greatest of the park system's amenities. Several of the existing parks take advantage of this location by providing views, wildlife opportunities, and entry points for pedestrians and water craft. There are several locations along the river's edge with sloped driveways or boat ramps and docks that provide access for water recreation activities.

There are also several park sites that are adjacent to Ash Creek that have potential to enhance leisurely walks and wildlife viewing.

CONSTRAINTS AND CHALLENGES

Accessible grades are a major constraint in finding safe locations along the riverfront for boat, vehicle, or pedestrian access. The type, grade, and material of the ramp and dock plays a role in allowing or limiting access for those with disabilities. Regular flooding also provides a key challenge when locating resources and selecting durable materials.



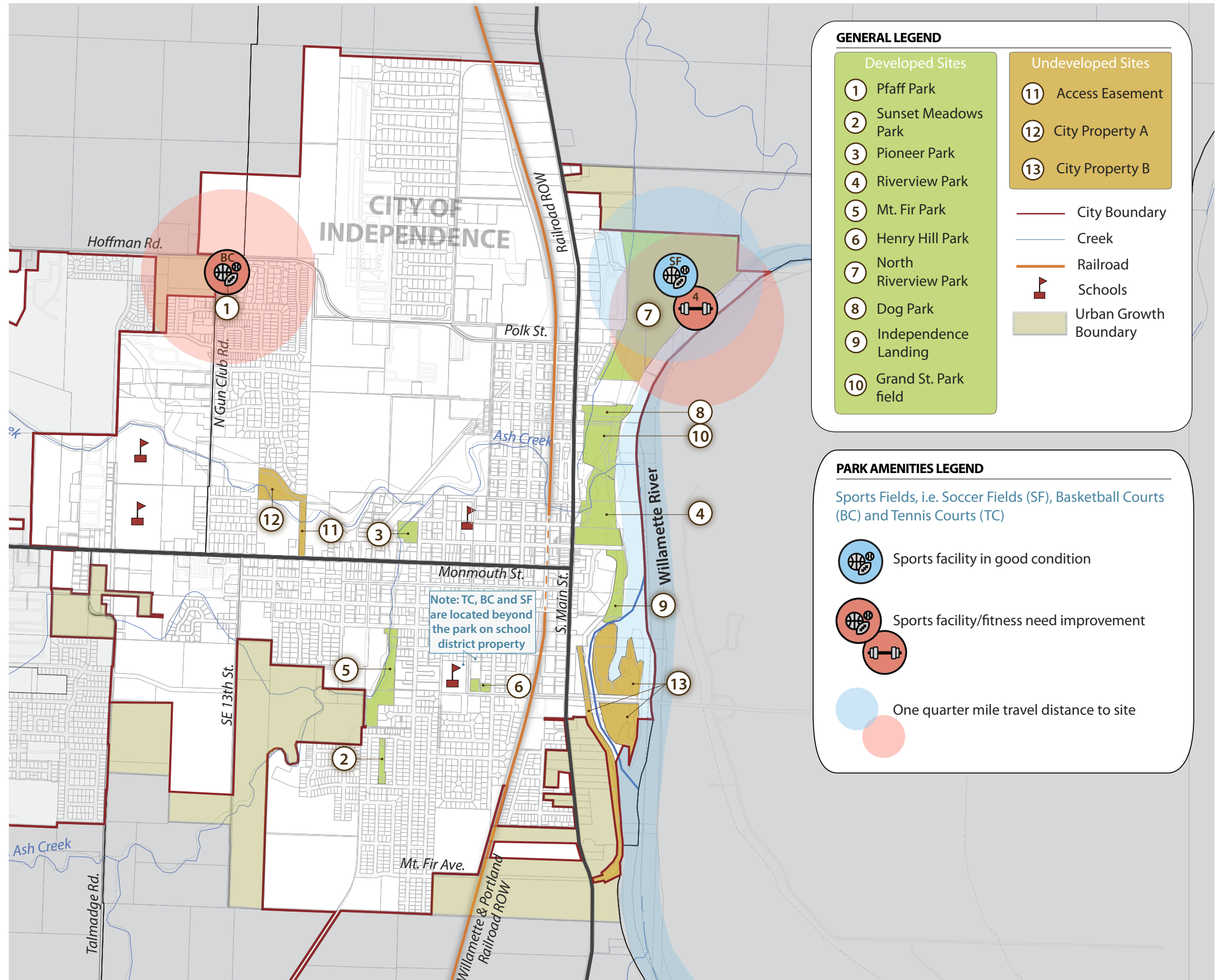
LEVEL-OF-SERVICE: AMENITY COVERAGE

SPORTS AND FITNESS

Whether open fields or paved courts, sports amenities can support large group activities for casual recreation and competition. They typically contain fixed or large movable pieces of equipment like basketball hoops, fencing, fitness courses, or soccer nets. They should be supported by ample parking for larger team events, and would benefit from lighting to support evening play times, and drinking water, shade, and restrooms to support health.

CONSTRAINTS AND CHALLENGES

Durability of surface materials and equipment is a common maintenance challenge for sports facilities. Asphalt courts can crack over time, and striping needs to be reapplied. Large grass fields are susceptible to drainage issues and flooding or muddy ground can limit use and increase maintenance costs.



LEVEL-OF-SERVICE: AMENITY COVERAGE

PLAYGROUNDS

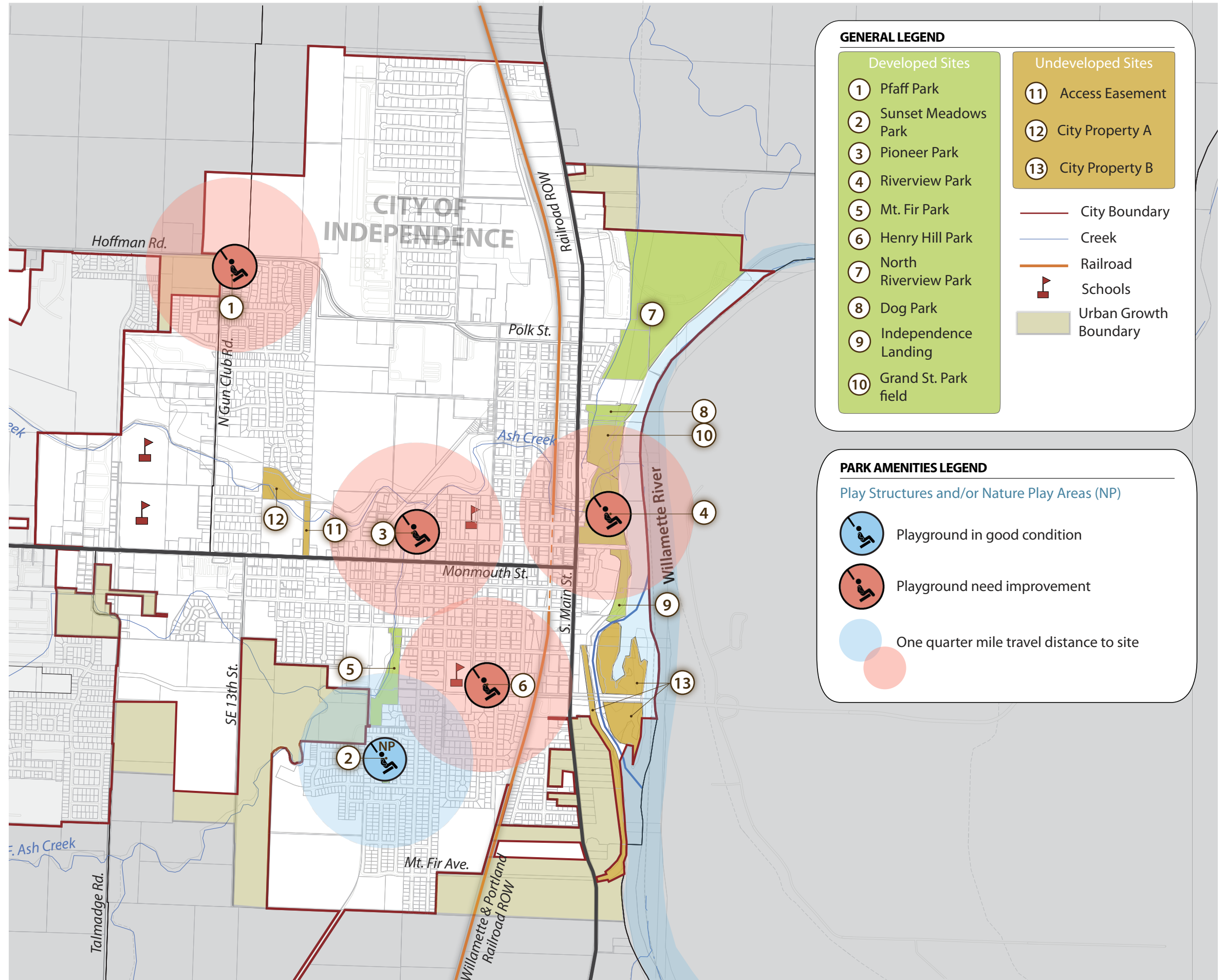
Designated children play areas provide a safe and engaging place for kids to exercise, explore, and be outside. They provide multiple options for sensory engagement and stimulation, and typically include multiple pieces of play equipment for climbing, sliding, swinging, and pretending. They also include a protective safety surfacing under and around the equipment to support jumping and reduce the risk of injuries.

CONSTRAINTS AND CHALLENGES

Accessibility and universal design are very common challenges with older play equipment. Inclusive elements that support children of different abilities, heights, and needs are often lacking.

The protective surfacing often needs frequent refreshing if in a wood fiber form, while its edging can wear down if not made from a durable material. The equipment itself can rust, rot, or splinter making it unsafe.

Playgrounds also can see less use if they're not covered or shaded, don't have drinking water access, or have direct access to a restroom.



LEVEL-OF-SERVICE: AMENITY COVERAGE

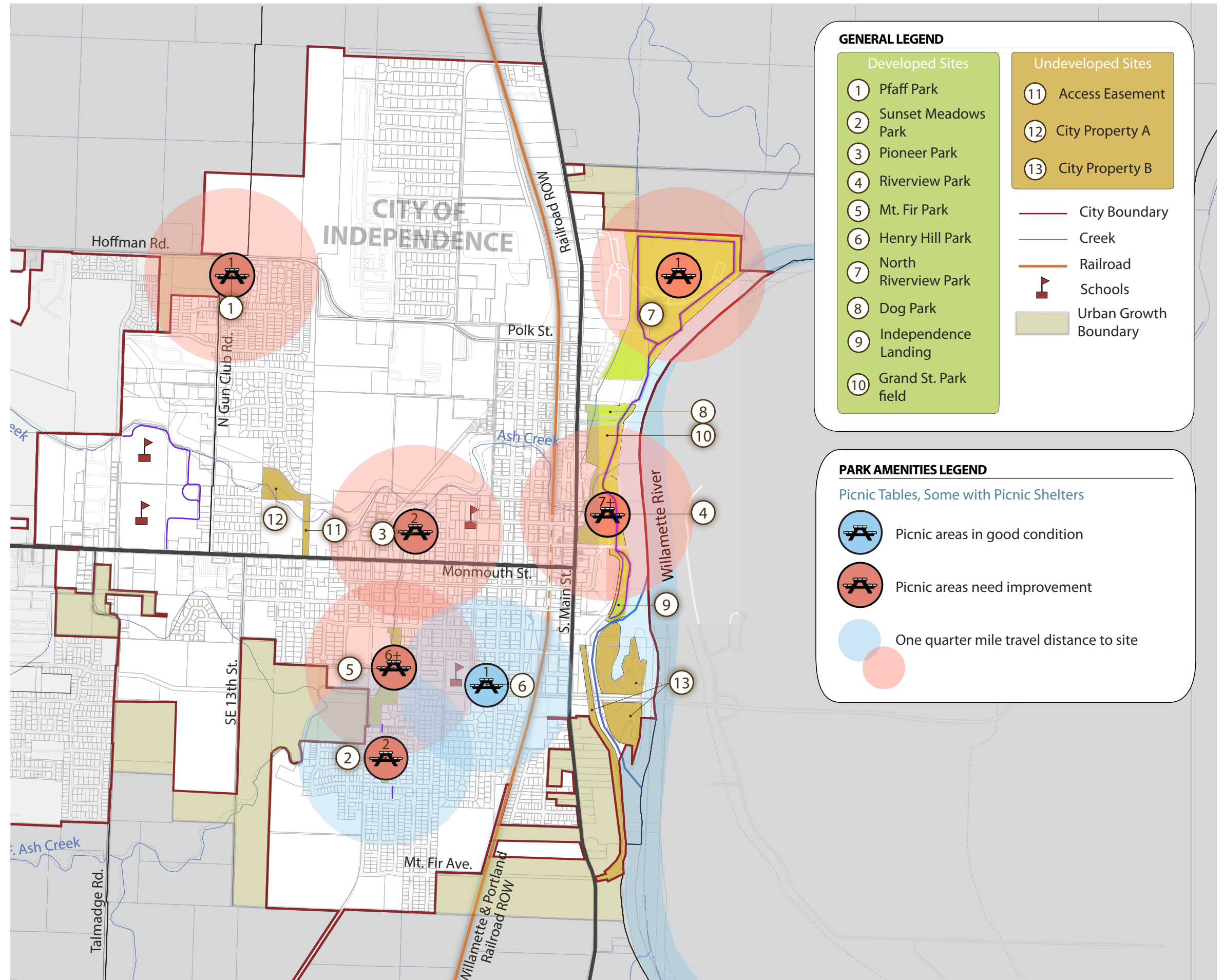
PICNIC AREAS

Picnic areas are places to rest, eat, and enjoy your natural surroundings. They benefit from a nice view or surrounding habitat. They provide a place for a small group (or multiple groups) to sit, gather, socialize and share a meal or a snack.

They benefit from shade/rain cover, drinking water access, and adjacent restrooms.

CONSTRAINTS AND CHALLENGES

Often, picnic tables are not accessible or don't have an accessible pathway leading up to them. Tables could wear down if not made of a durable material, and are subject to vandalism. Tables exposed to direct sun or light rain are also less usable or comfortable than those under a cover.



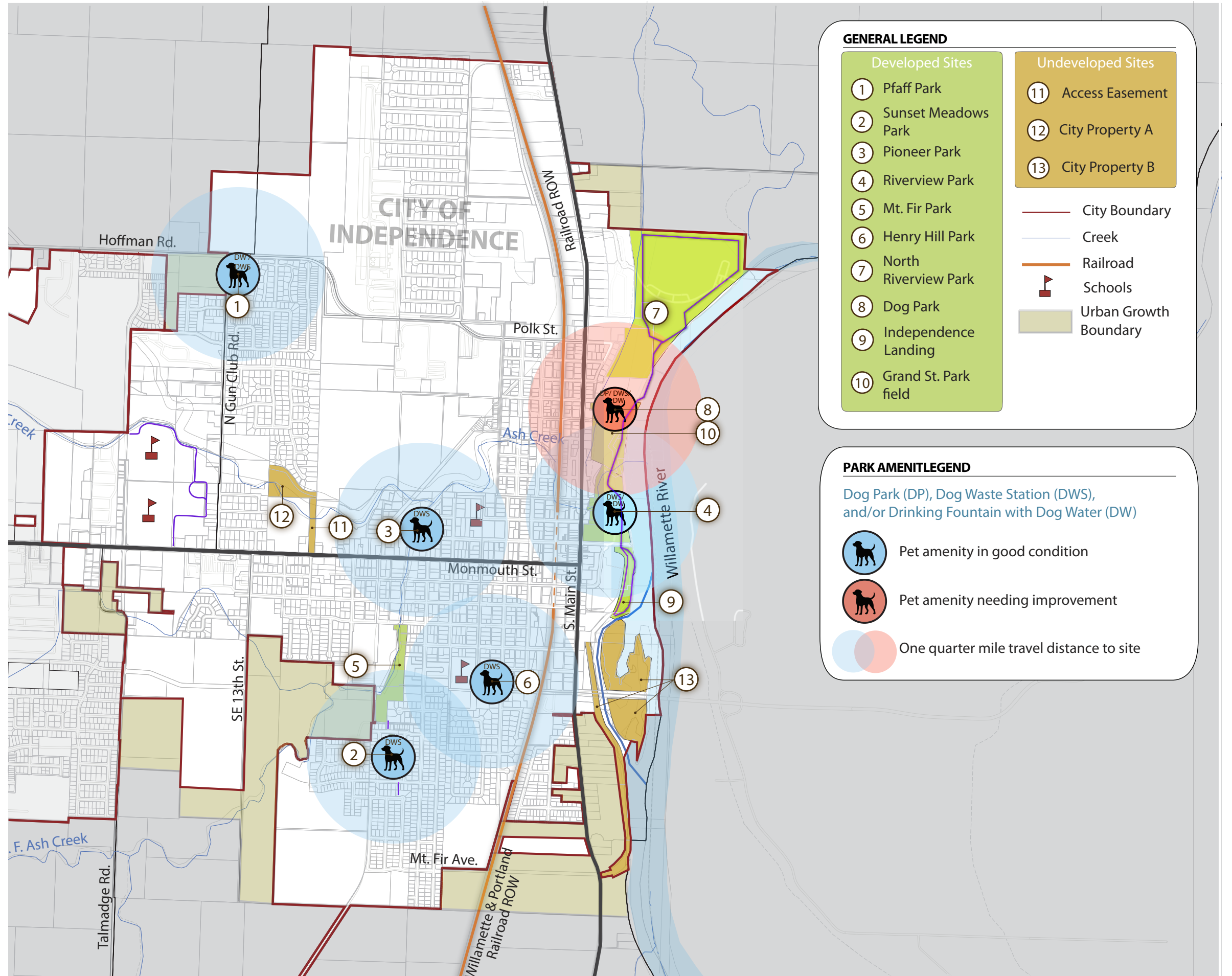
LEVEL-OF-SERVICE: AMENITY COVERAGE

PET RESOURCES

Dogs and other pets are an important part of many households. They need their exercise too and parks provide a venue to walk around or run and exercise off-leash. Parks can also provide resources and reminders to help dispose of pet waste or to make sure they have access to clean water.

CONSTRAINTS AND CHALLENGES

Common challenges around pets in parks are disposing of waste and ensuring their humans are following leash laws.



LEVEL-OF-SERVICE: AMENITY COVERAGE

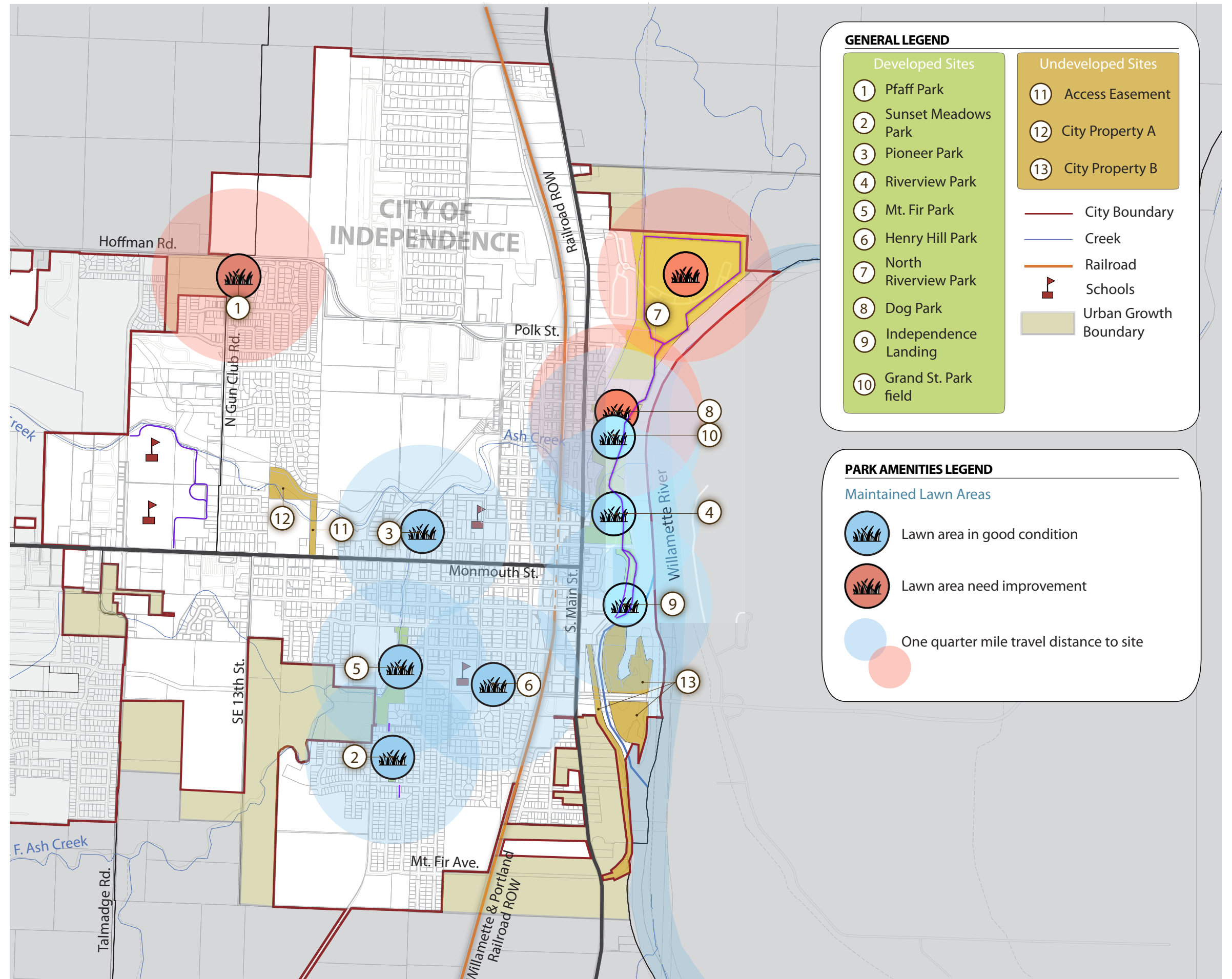
OPEN LAWN AREAS

Mowed grass areas provide flexible spaces for a variety of outdoor activities. They support casual sporting, large group gatherings, and picnicking. They also offer long distance views and a sense of safety.

CONSTRAINTS AND CHALLENGES

Lawn care takes a notable amount of maintenance time and resources. Lawns require regular mowing, extensive water use, and fertilizers and herbicides to keep a clean and durable look and are susceptible to flooding and drainage issues.

Their level of sun exposure reduces usability on hot days, and they provide little habitat value for wildlife.



LEVEL-OF-SERVICE: AMENITY COVERAGE

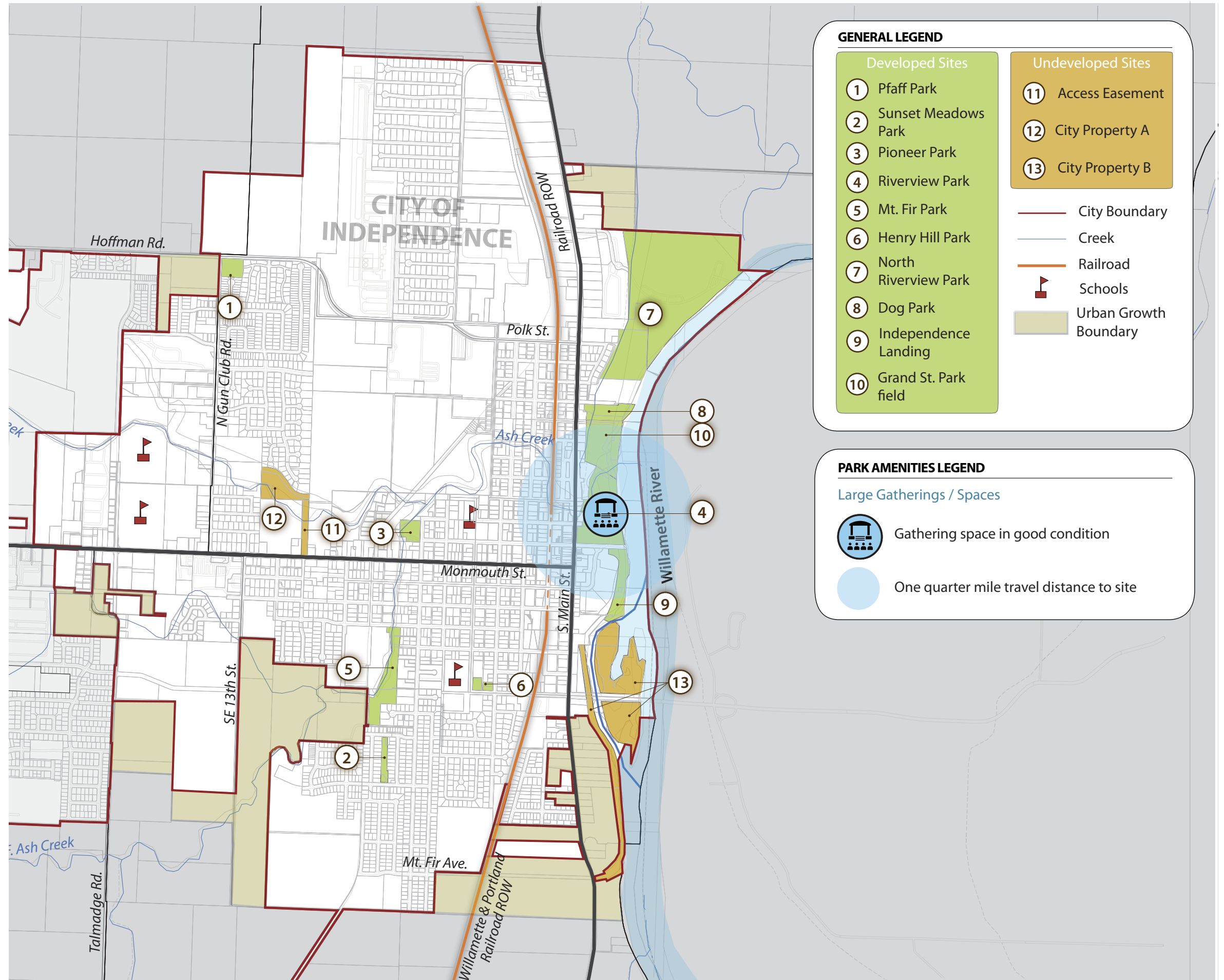
LARGE GATHERING SPACES

Large areas of hardscape, seating, and utility infrastructure are great for supporting festivals, concerts, movies, and other community or cultural events. They can support and attract both local residents and regional visitors, drawing larger crowds that can also support nearby businesses.

Based on their capacity, they are best supported by ample vehicular parking, drinking water facilities, and restrooms. It is also beneficial to incorporate other amenities in order to ensure regular use outside of planned events.

CONSTRAINTS AND CHALLENGES

Event logistics and traffic are common challenges for large event spaces. Care should be taken to provide the right level of infrastructure, as well as space for vehicles to bring in equipment. Traffic control measures should be in place to minimize vehicle and pedestrian conflicts. Clean up efforts are significant, so clear signage for waste disposal can help reduce the burden. Heat exposure is also an increasing issue, as many events are held during the summer months that see less rain.



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Section 5: Asset Inventory

Section 5: Asset Inventory



5.1 APPROACH

The City owns and operates a number of existing park sites and facilities. This PSMP took a detailed look at those sites to understand the conditions of the key amenities, access, and supplemental features that contribute to the enjoyment of each park. Observed deficiencies

influenced the recommendations for projects for each site in a way that aligns with the Project Values.

5.2 PARK AND OPEN SPACE INVENTORIES

The following pages outline the existing conditions of City-owned property, the presence and condition of each key amenity, and the means of access to the site. They combine on-site consultant observations and photography, park maintenance staff observations, and comments from the public via Open House #1 and the public survey.

PFAFF PARK

GENERAL LEGEND

- PARK BOUNDARY
- ADJACENT TAX LOTS
- BIKE ROUTE



PFAFF PARK



Aerial view



Aerial view



Sidewalk View



Playground

PARK DESCRIPTION

John Pfaff Park is located in the Northgate subdivision on the corner of Hoffman and Gun Club Road. The park is predominately an open lawn area with young small trees located around its perimeter.

A 10' x 20' picnic shelter is located near the small, half-court basketball play area. The picnic shelter is constructed on a weathered concrete slab-on-grade. There is no lighting, power, or water in the shelter. The shelter accommodates one damaged picnic bench and two trash cans. The playground equipment is weathered, and not inclusive to all abilities.

The park has a paved half-court basketball play area with one basketball goal on the NorthEast end of the court. The court has a bench on one side for spectator viewing. A portable restroom is located on the Western end of the parking lot near North Gun Club Road. A drinking fountain is located near the parking spaces. A sign with the park's name marks the entrance to the park.

SITE CONSTRAINTS

- none

PARK ACCESS

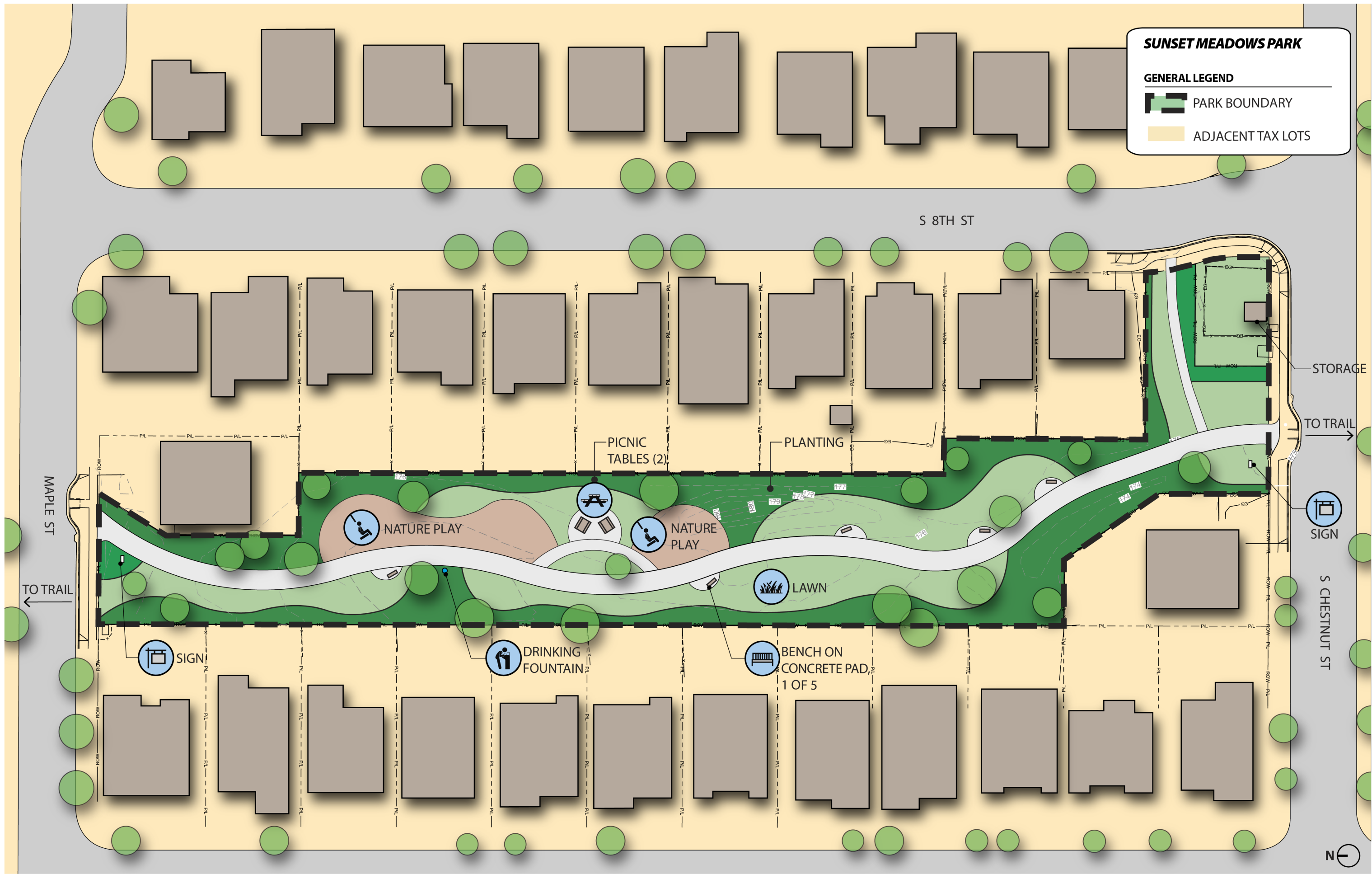
Vehicular access is provided via Wild Rose Court which is a cul de sac on the NorthWest end of the Northgate subdivision. No direct street access is provided off of Gun Club Road or Holman Road. There is no formal, accessible pedestrian or bike access available off of Gun Club Road or Hoffman Road, though a grave access does exist. The site is adjacent to an intersection of bike routes. There is no bike parking, but there is a bike repair station near the parking lot.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	●	No racks but a bike repair station	Yes	Located on bike route
VEHICLE PARKING	●	9 spaces	Yes	Lot needs to be striped
ADA PARKING	○	None marked	No	
PUBLIC TRANSPORT	○		No	
WALKING	●	• N Gun Club Rd • Hoffman Rd • Northgate Dr	Yes	

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	• Edges of park • Some in central lawn	Very Good	At edges of mown lawn areas	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	●	1 metal picnic table	Poor condition: Graffiti/vandalism	ADA access route to shelter needed	Frequent use	Not to ADA min. requirements	Replace picnic tables and trash receptacles
WATER ACCESS	⊗	Not adjacent to water					
PLAYGROUND	●	1/4 Acre	Fair/Poor: Weathered	No ADA accessibility to structures	Frequent use	Not to ADA min. requirements	Accessible play equipment and fall protection needed
LAWN	●	1 1/2 Acres	• Mown/maintained very frequently • Some dry spots	Easily Accessible	Frequent daily and event use.		Drainage issues in middle of lawn
SPORTS FACILITY	●	Half court basketball	Fair/Poor	Good	Some use		Needs repave and re-stripe
PET ACCOMMODATIONS	●	Entirety of Park: • paths • lawn	Pet bag stations Water bowl	Easily Accessible	Frequent use	No fencing, On leash only.	
PERFORMANCE/EVENTS	○						

- Amenity present in good condition
- Amenity present in condition needing improvement
- Amenity not present
- ⊗ Amenity not feasible



SUNSET MEADOWS PARK

GENERAL LEGEND

- PARK BOUNDARY
- ADJACENT TAX LOTS

S 8TH ST

MAPLE ST

TO TRAIL

PICNIC TABLES (2)

PLANTING

NATURE PLAY

NATURE PLAY

LAWN

DRINKING FOUNTAIN

BENCH ON CONCRETE PAD, 1 OF 5

STORAGE

TO TRAIL

SIGN

S CHESTNUT ST

N

SUNSET MEADOWS PARK



Natureplay and slide



Picnic, lawn, and playground



Nature Play area



Park Easement Entrance Signage

PARK DESCRIPTION

Sunset Meadows Park is an approximately 4-acre City park located behind the single-family homes on S. 8th Street and S. 9th Street in the Sunset Meadows Subdivision. The newly completed park contains new nature playground, 10' wide concrete circulation path, new benches and a new picnic table at the N/S entrance.

PARK ACCESS

Access to this park is limited by vehicle, local bike, or walking due to its secluded location within the heart of the neighborhood. Public transportation is not currently an option.

SITE CONSTRAINTS

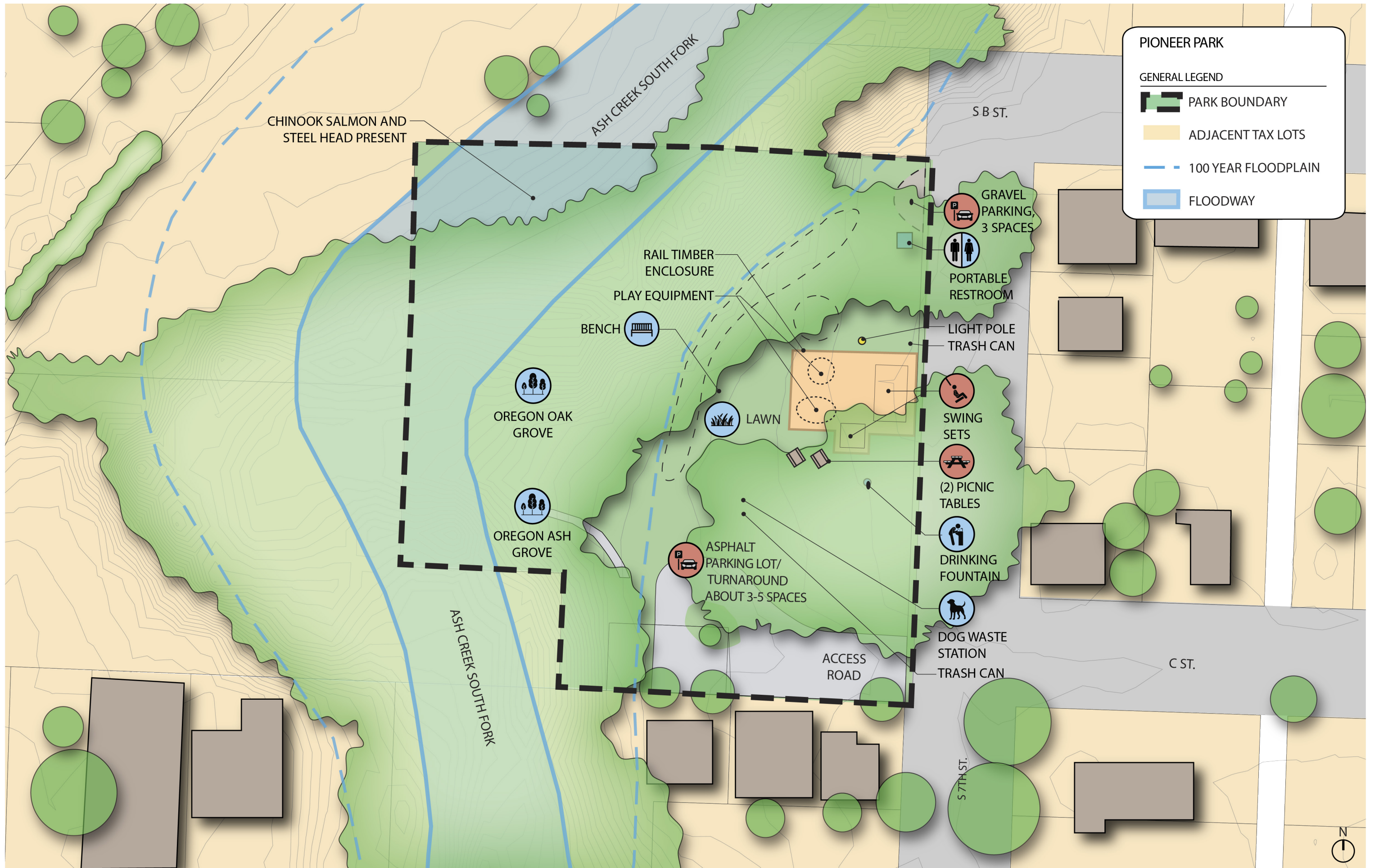
- Newly constructed, low priority for additions or changes
- Limited space
- Close adjacency to residences

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	○		No	
VEHICLE PARKING	●	Neighborhood Street Parking Only	Yes	
ADA PARKING	⊗	Neighborhood Street Parking Only	No	No space onsite for ADA stalls
PUBLIC TRANSPORT	○		No	
WALKING	●	• 8th Street • 9th Street • Maple Street • Chestnut Street	Yes	

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●						New trees do not provide shade yet
PICNIC	●	2 tables noted	New	Good	Frequent use		Need more tables per community request
WATER ACCESS	⊗	Not adjacent to water					
PLAYGROUND	●	< 1/4 Acre	Excellent: New		Frequent use		Equipment could be more inclusive to abilities
LAWN	●	< 1/2 Acre	Excellent: New	Good			
SPORTS FACILITY	⊗	Limited space					
PET ACCOMMODATIONS	●		Pet bag station	Easily Accessible	Frequent use	Limited lawn/greenspace	On-leash only
PERFORMANCE/EVENTS	⊗	Limited space, conflict with adjacent use/neighbors					

● Amenity present in good condition
 ● Amenity present in condition needing improvement
 ○ Amenity not present
 ⊗ Amenity not feasible



PIONEER PARK



Birdseye View of Open Lawn and the Playground



Playground



Drinking Fountain and Playground Edge



Shaded Picnic Tables - no path access

PARK DESCRIPTION

Pioneer Park is located at the corner of South 7th Street and C Street. The open lawn area of the park is unirrigated, and generously shaded amongst tall evergreen and deciduous trees. The children's playground is in good/fair condition, and weathered. It is set inside railroad ties of differing edge grades containing mulch, which makes it difficult, or not possible, for ADA/accessible inclusivity.

Other facilities include benches and picnic tables in good condition as well as a water fountain/refill station and a portable restroom. The park is located at the junction of the South Fork and Main Stem of Ash Creek Riparian Trail. There is a hose bib near the paved parking at the Southern of the park.

SITE CONSTRAINTS

- Ash Creek floodplain (100-year floodplain and associated environmental permitting)
- New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities
- No public sidewalks for access



PARK ACCESS

The park is located at the intersection of South 7th Street and C Street. There is a gravel parking lot to host 5 spaces, and it is just on the edge of the 1/4 mile walking radius from public transport. There are no sidewalks on the park property posing a challenge for inclusive accessibility and connectivity. Adjacent neighborhood blocks have sidewalks.

AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
○		No	
●	5 Spaces in Gravel Lot	Yes	
○		No	Construct frontage on 7th Street
○	• South 7th Street • D Street	No: But very close	
○	• South 7th St • C Street • S B Street	Yes	

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	USE FREQUENCY	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	Most of park covered in mature evergreen and deciduous trees	Excellent	Good	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	●	2 tables	Fair	Not to ADA min. requirements	Frequent use	Lack of accessible pathway	Add benches and picnic tables
WATER ACCESS	○	Footpath adjacent to site	Unofficial footpath	Not to ADA min. requirements	Moderate use	Steep slope	Decide if connection is desirable, make improvements to path
PLAYGROUND	●	1/4 Acre	Good/Fair: Weathered	No ADA accessibility to structures	Frequent use	No inclusive play features	Equipment could be more inclusive to abilities
LAWN	●	3 Acres	Mown/maintained very frequently Some dry spots	Easily Accessible	Frequent daily		
SPORTS FACILITY	⊗	Informal Opportunities: Open Lawn	Good	Good	Some use		Not feasible unless half court basketball
PET ACCOMMODATIONS	●	Entirety of Park: and lawn	Good: On leash only. Pet waste and water station	Easily Accessible	Frequent use	No fencing	
PERFORMANCE/ EVENTS	⊗	Limited space					

● Amenity present in good condition
 ● Amenity present in condition needing improvement
 ○ Amenity not present
 ⊗ Amenity not feasible



RIVERVIEW PARK



Birdseye view: Amphitheater, Lawn, Riverfront Parking



Independence Fountain on Main Street



Parking lot, playground, and lower lawn after heavy rain event



Current Campground Signage/Community Board

PARK DESCRIPTION

Riverview Park is located in historic downtown Independence. Completed in 2005, the Riverview Park Amphitheater and fountain are the centerpiece of Riverview Park. The amphitheater hosts numerous events including the River's Edge summer movie and concert series and has become the living room for Independence and front porch to the Willamette River.

A large majority of the site rests within the 100-year floodplain with much of the site in the floodway and accordingly, many of the facilities are strategically placed to avoid impacts of seasonal flooding. The Willamette River is eroding some areas of the Eastern bank while depositing sediment in front of the decommissioned boat launch area.

The pump building/restrooms at the main Riverview Park appear to be in good condition. The park contains playground equipment that is weathered and not inclusive to varying abilities. Benches around the playground area are in poor condition and need replacement.

The site also contains a basic campground area as a stop for bikers and water recreators that has storage for equipment and potable water access. It lacks delineation, boundaries, and places to sit and eat.

SITE CONSTRAINTS

- Located in floodplain of Willamette River and Ask Creek
- Steep slopes at river edge

PARK ACCESS

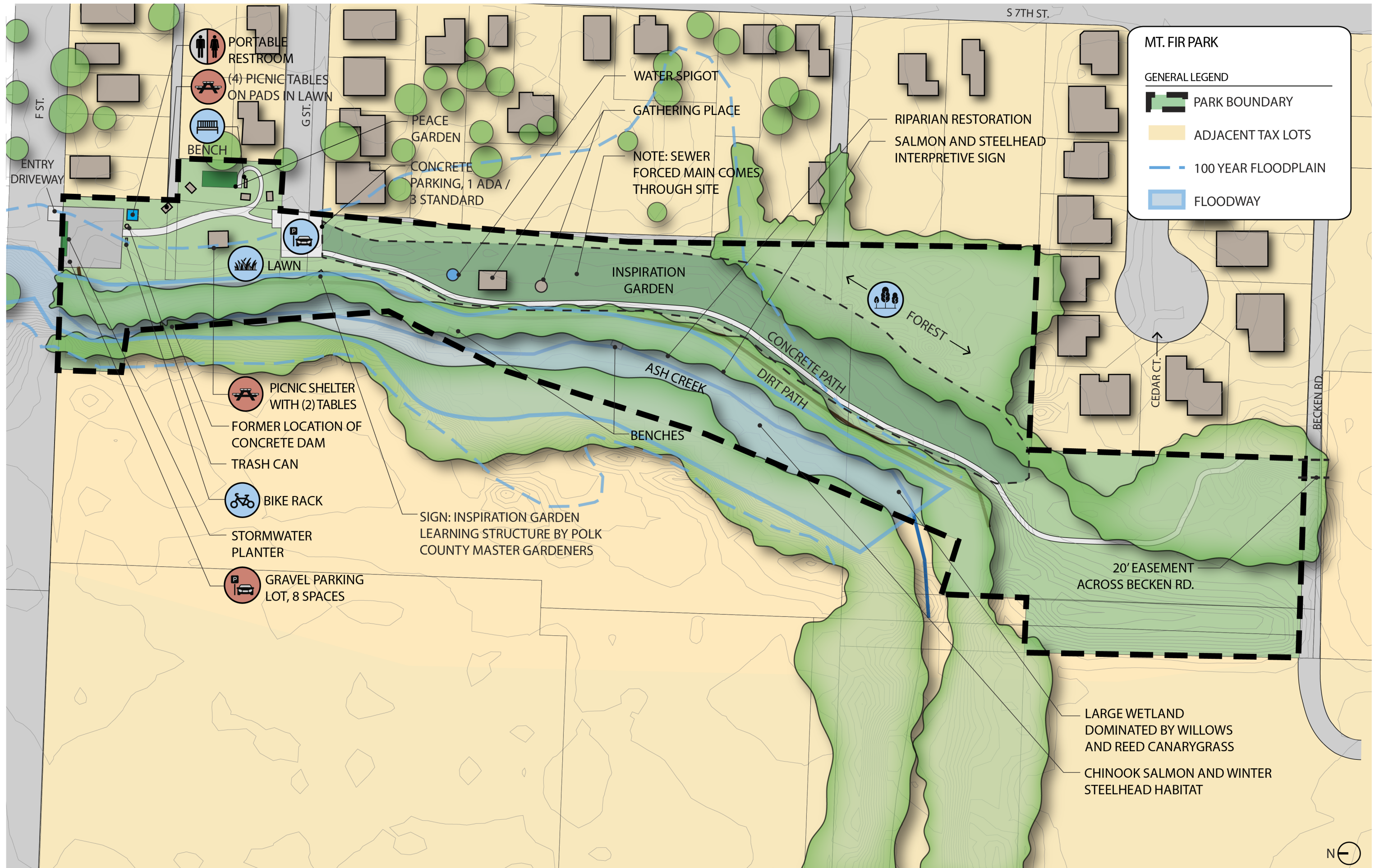
Riverview Park is located between B Street and C Street and adjacent to Main Street. Many residents and tourists visit this park on foot, by car, by public transport, or bike. Riverview Park is easily accessed from downtown on Main Street. Sidewalks are provided to the park and an ADA accessible route is provided down to the parking lot. Primary access for the Willamette River Trail is from the North side of Riverview Park where a pedestrian bridge crosses Ash Creek, and South of the parking lot to connect to Independence Landing. The oversized parking area once served the boat launch but the site no longer needs to accommodate large oversized vehicles with boat trailers. The parking lot accommodates significant parking needs for summer programs in the park.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	●	1 rack for 4 bikes on Main St	Yes	More racks to accommodate more bikes
VEHICLE PARKING	●	• Street Parking: C Street, Main St • Large Lot 83 Spaces	Yes	Entire parking lot needs reconstruction. Not salvageable
ADA PARKING	●	Street Parking: Main St	Yes	
PUBLIC TRANS.	●	C Street	Yes	
WALKING	●	• Main St • C Street • Connection Trails	Yes	Trail connection through parking lot

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	• Edges of park • Some in central lawn	Very Good	At edges of mown lawn areas	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	●	• 5 tables on Main • 2 at river edge • 2 at campground • 1 at playground • 1 on C street	Fair/Good	Not to ADA min. requirements	Frequent use		• Varying styles of picnic tables • Replace wood tables • Picnic platform at river front could add more tables.
WATER ACCESS	●	• 2 gravel ramps • 1 asphalt ramp • steep pedestrian access in most places	• Boat Ramp: cracking asphalt needs repair/stabilization • Could use more gravel	• ADA challenges • physical ability challenges	Frequent use	• Uneven surfaces • Steep slopes	Safety Concerns: Strong water current close to beach
PLAYGROUND	●	1/4 Acre	Fair/Poor: Weathered	No ADA accessibility to structures	Frequent use	No inclusive play features	Accessible Play Equipment
LAWN	●	7 Acres	• Mown/maintained very frequently • Some dry spots	Easily Accessible	Frequent daily and event use.		• Drainage issues at corners of park • Replace dead/removed Landscape Plants
SPORTS FACILITY	⊗	Informal Opportunities: Open Lawn	Excellent	Good	Some use		Not feasible unless half court basketball or pickleball court
PET ACCOMMODATIONS	●	Entirety of Park: • paths • lawn • waterfront	Good: On leash only. Pet bag stations	Easily Accessible	Frequent use	• No concrete path • No fencing	
PERFORMANCE/EVENTS	●	• amphitheater • mobile stage • open plaza	Excellent	Easily Accessible	Frequent use		Light bollards could be tripping hazards

● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible



MT. FIR PARK



South Fork Ash Creek Riparian Trail



Park Entry Gravel Lot with Rain garden, and Bike Rack



Peace Garden with Bench and Sculpture



Open Flexible Lawn Space with Some Shade Trees

PARK DESCRIPTION

Mt. Fir Park is a linear 7 acre park that runs North to South between F Street and Becken Road. The park's Western border is directly parallel to the South Fork of Ash Creek. Concrete walls with a stormwater rain garden in the gravel parking lot are located at the North entrance of the Park.

The Polk County Master Gardeners OSU garden shares the site along with the South Fork Ash Creek Restoration Project Riparian Trail. A Peace Garden Memorial is tucked into the NorthEast quadrant of the site with sculpture, planting, and seating. A 10'x20' picnic shelter in good condition is located in the park. There is no lighting, power, or water available at the shelter.

PARK ACCESS

The main entrance to the park is located directly off of F Street to a gravel parking lot. An open lawn area provides access to the formalized gardens and raised beds. There is an additional entrance from G Street which leads to a concrete path which accesses the park areas to the South. The Southern limits of the site are bound by Becken Road.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	●	1 rack for 4-5 bikes	Yes	
VEHICLE PARKING	●	• North gravel lot: 8 spaces • South paved lot: 3 striped stalls	Yes	Pave and stripe North lot
ADA PARKING	●	1 in South lot	Yes	Pave and stripe North lot
PUBLIC TRANS.	●	• F Street • South 7th St	Yes	
WALKING	●	• F Street • South 7th Street • G Street • E Street	Yes	

SITE CONSTRAINTS

- Permitting adjacent to Ash Creek

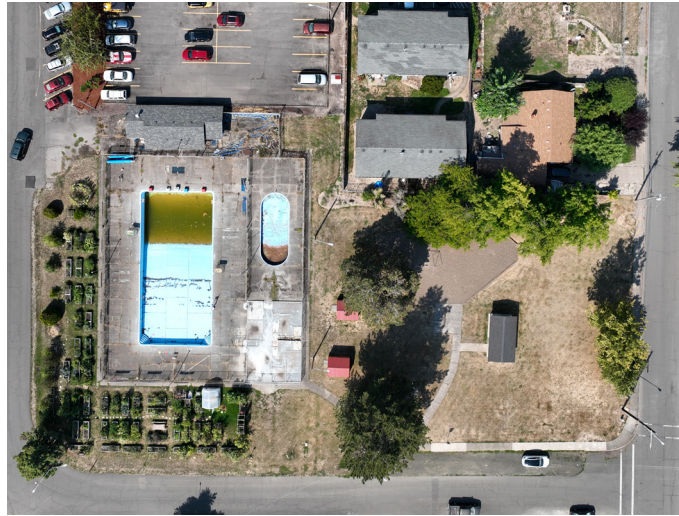
PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	• Edges of park • Some in central lawn	Very Good	At edges of mown lawn areas	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	●	• 4 tables on pads in lawn • 2 tables under shelter	Fair/Good	Not to ADA min. requirements	Frequent use	No pathway to table pads	Varying styles of picnic tables in good condition.
WATER ACCESS	●	Trail adjacent to South Fork Ash Creek	Fair/Good	Fair/poor		Steep slope down on soft surface trail	Trail needs connection to future Ash Creek Trail running South and West
PLAYGROUND	○						
LAWN	●	3 Acres	• Mown/maintained very frequently • Some dry spots	Easily Accessible	Frequent daily and event use.		
SPORTS FACILITY	○	Informal Opportunities: Open Lawn		Good	Some use		
PET ACCOMMODATIONS	●			Easily Accessible	Frequent use	• No concrete path • No fencing	On-leash only
PERFORMANCE/EVENTS	⊗	Limited space					

- Amenity present in good condition
- Amenity present in condition needing improvement
- Amenity not present
- ⊗ Amenity not feasible



HENRY HILL PARK



Henry Hill Park Birdseye Context



Picnic Shelter



Bike rack, Playground, and Community Garden Sheds



Corner View at I St. and 4th St.

PARK DESCRIPTION

Henry Hill Park is a small neighborhood park joined with a small aquatics facility. The park is located on I Street between South 4th Street and South 5th Street. Henry Hill Park is directly adjacent to the public pool which is currently closed, the surrounding community garden, and Henry Hill Elementary School buildings and grounds which currently house the Central School District.

The park contains a 10' x 20' picnic shelter with 1 picnic bench, a trash can, and a pet bag station. There is a small, gravel area with a swing set and a large arborvitae hedge along the North side of the park. An aged concrete pathway leads to an informal gravel (parallel) parking area to the South on I Street, with a portable restroom along the street. The picnic shelter is constructed on a concrete slab-on-grade, and is covered by a roof supported on wood posts. There is no lighting, power, or water in the shelter. Two storage sheds for the community garden exist on the site.

SITE CONSTRAINTS

- High costs and health department permitting to renovate and reopen the pool

PARK ACCESS

Access to the park is provided on I Street, South 4th Street and South 5th Street. A single weathered concrete path leads from I Street to the picnic shelter.

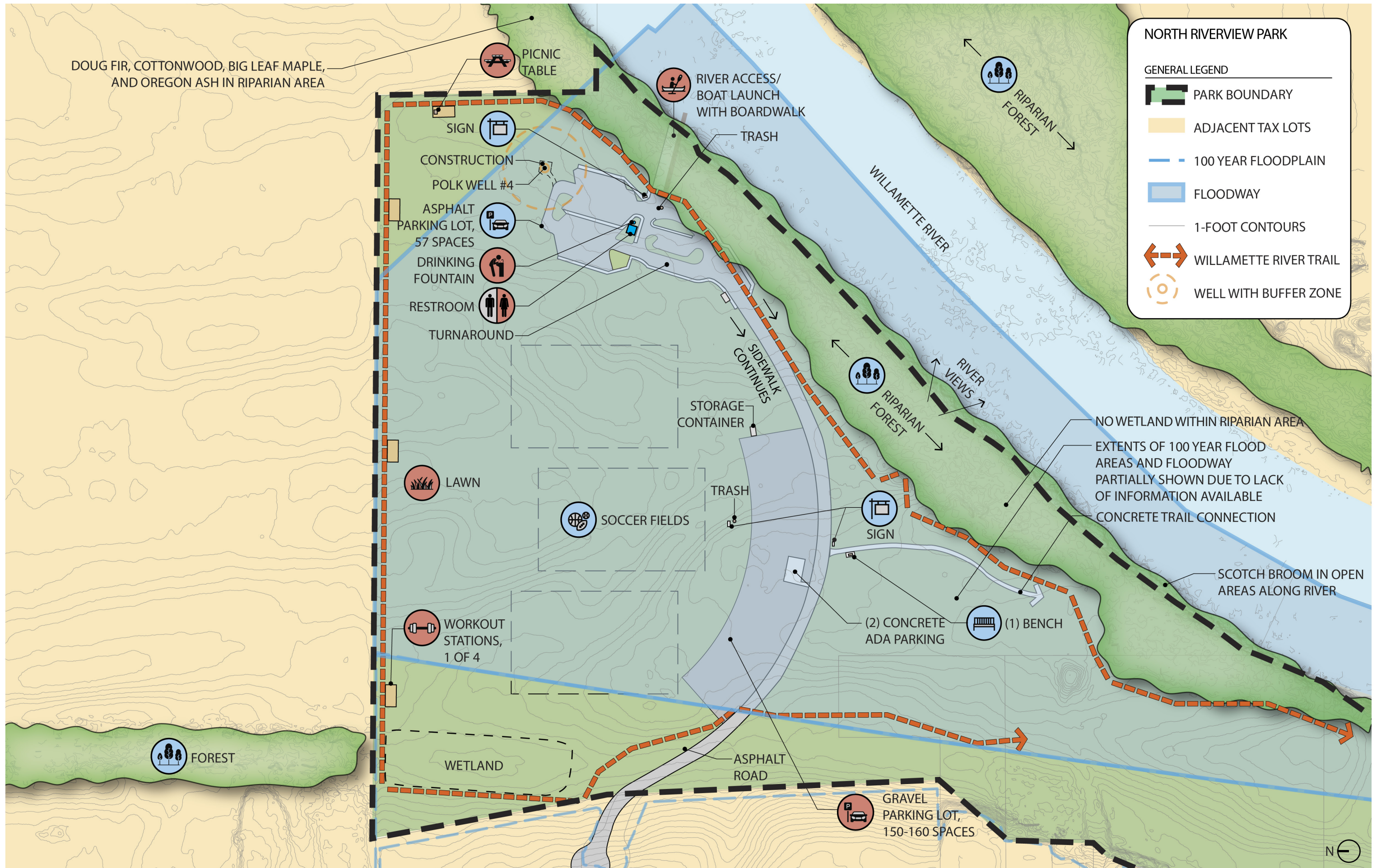
A small gravel area on the Southern edge of the park provides informal parallel parking. A larger lot is adjacent to the existing pool.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	●	1 rack for 16 bikes	Yes	
VEHICLE PARKING	●	• Street Parking: I Street • Gravel Lot: 5 Spaces • School District Lot: 33 Spaces	Yes	
ADA PARKING	○	Not marked	Yes	Construct frontage on 4th Street and on I Street
PUBLIC TRANSPORT	●	South 5th St	Yes	
WALKING	●	• I Street • S 4th St • S 5th St • C Street	Yes	

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	• Edges of park • Some in central lawn	Very Good	At edges of mown lawn areas	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	●	1 table under a 10 x 20 covered picnic shelter	Fair/Good	Not to ADA min. requirements	Frequent use		Add more picnic tables
WATER ACCESS	⊗	Not adjacent to water					
PLAYGROUND	●	1/4 Acre	Poor: Weathered Only single swing set	Not to ADA min. requirements	Frequent use	• Gravel Surface • No inclusive play elements	Equipment could be more inclusive to abilities
LAWN	●	1/2 Acre	• Mown/maintained very frequently • Some dry spots	Easily Accessible	Frequent use		
SPORTS FACILITY	⊗	Informal Opportunities: Open Lawn	Good	Good	Some use		No space intended for sports specifically. Not feasible unless half court basketball or pickleball court
PET ACCOMMODATIONS	●	Entirety of Park: • paths • lawn	Good: On leash only. Pet bag station	Easily Accessible	Frequent use	No fencing	
PERFORMANCE/EVENTS	⊗	Limited space					

- Amenity present in good condition
- Amenity present in condition needing improvement
- Amenity not present
- ⊗ Amenity not feasible





NORTH RIVERVIEW PARK



Birdseye View of Boat Launch and Gravel Beach



Willamette River from the Boat Launch and Dock

PARK DESCRIPTION






In 2007, the City partnered with Olsen Agriculture and the State Transportation and Growth Management program to create a conceptual design for the development of Olsen’s 66 acre property North of town. Much of the property is located within the floodplain of the Willamette River, rendering those areas unbuildable. The conceptual design process explored possible uses for the buildable portions of the land, and also examined the feasibility of developing the low land for use as city ball fields. The City worked with the Oregon National Guard to develop the North Riverfront Ball Field Complex. Phase I of implementation which is currently built, includes an access road, parking lot, boat launch, boat dock, a fitness loop, a National Guard facility, and built restrooms, that are currently locked due to vandalism. The large informal gravel lot is storage for a large pile of mulch, with a storage container on site. North Riverfront Park is also the Northern limit of the Willamette River Trail. The looped trail is approximately 5 kilometers round trip. There are ample water and dog bowl facilities, Signage, and pet bag dispensers.

PARK ACCESS

Access to the North Riverview Park is provided for vehicles off of North Main Street and Deann Drive. Pedestrian and bicycle can use city sidewalks to reach Deann Drive or use the Willamette River Trail for access to the park from Riverview Park downtown.

SITE CONSTRAINTS

- Permitting and durability of improvements within floodplain of the Willamette River.
- Water wells on site
- Previous study for a formalized sports complex (2023) was developed for this site and found the conditions to be extremely challenging for implementation.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
 BIKE RACKS	○			
 VEHICLE PARKING	●	<ul style="list-style-type: none"> • 6 Boat Parking • Large Asphalt Lot: 57 Spaces • Gravel lot: 150 spaces 	Yes	Lot needs striping Gravel lots needs paving
 ADA PARKING	●	<ul style="list-style-type: none"> • 3 Large ADA car and boat spaces 	Yes	
 PUBLIC TRANSPORT	●	Main Street	Yes	Limited routes, weekdays only
 WALKING	●	<ul style="list-style-type: none"> • Main St • Connection Trails 	Yes	











Fitness Station



Soft Surface Fitness Loop

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
 CANOPY/SHADE	●	• Edges of park	Natural edges only	At edges of mown lawn areas	Frequent use		All Park trees pruned on a 5-7 yr cycle.
 PICNIC	●	• Only 1 table for whole park • Informal picnicking in lawn space	Fair/Good	Not to ADA/accessible min. requirements	Frequent use	no accessible pathways	Varying styles of picnic tables in good condition. could add more tables.
 WATER ACCESS	●	• Asphalt ramp • Pedestrian dock	• Boat Ramp: excellent condition • Dock: settled/ twisted slope.	Not to ADA/accessible min. requirements	Frequent use	• physical ability challenging • steep slopes • uneven surfaces	Safety Concerns: Strong water current close to beach
 PLAYGROUND	○						
 LAWN	●	50 Acres	• Mown/ maintained very frequently • Not irrigated	Easily Accessible	Frequent use		
 SPORTS FACILITY	●	• 2 full size soccer nets • (4) fitness stations	Flooding and drainage issues for lawn. Wear of fitness equipment	Good	Frequent use		• Add sand to fields to aid w/ drainage and compaction • Irrigation upgrade needed • Replace/upgrade fitness stations
 PET ACCOMMODATIONS	○			Easily Accessible	Frequent use	• No concrete path • No fencing	• On-leash only • No pet waste stations • No dog water fountains
 PERFORMANCE/ EVENTS	○						

● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible



INDEPENDENCE DOG PARK



Park Signage and Community Board w/ Pet Bag Station



Shade Trees, Seating, and Dog Play Challenges



Fenced-In Open Lawn Space with Some Shade



Trash, Water, and Storage Structure on Site

PARK DESCRIPTION

The Independence Dog Park is located on Grand Street just East of Highway 51, about 1/4 mile North of downtown. Just over two acres, the park was conceived by a group of community volunteers in 2011. It includes separated areas for small dogs and big dogs, a pet waste station, shady trees, and a water station for dogs and their owners. The facilities include a chain link fences, a portable restroom, and signage.

PARK ACCESS

The park is accessed via the Willamette River Trail which starts in Riverview Park downtown and runs North all the way to the North Riverfront Ballfield Complex and boat ramp. Grand Street directly ends into a large gravel parking area between this park, and the Grand Street Park Field.

SITE CONSTRAINTS

- Specialty use
- Change in grading from parking to enclosed areas

- BIKE RACKS
- VEHICLE PARKING
- ADA PARKING
- PUBLIC TRANSPORT
- WALKING

AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
○	No bike racks		Trail Connection
●	• Gravel lot • 33 spaces	Yes	New Gravel and Grading needed annually
○	• Informal spaces in gravel lot	No	
●	Main Street	Yes	Limited routes, weekdays only
●	• Main St • Grand St. • Polk St • Monmouth St. • Trail connection	Yes	No paved walkway to park

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	• Edges of park • Some in central lawn	Good	At edges of mown lawn areas, at entry of park, and along trail	Frequent use		All Park trees pruned on a 5-7 yr cycle.
PICNIC	⊗	Conflict of uses					
WATER ACCESS	⊗	Not adjacent to water					
PLAYGROUND	⊗	Conflict of uses					
LAWN	●	2 Acres	• Mown/maintained frequently • Unirrigated • Very spotty and dry seasonally	Easily Accessible	Frequent daily and event use.		
SPORTS FACILITY	⊗	Conflict of uses					
PET ACCOMMODATIONS	●	Entirety of Park: • paths • lawn	Excellent: Off Leash 1 pet waste station	Not ADA compliant	Frequent use	Steep, uneven, loose surfacing to dog enclosure	Some updates/maintenance/clean up of water and restroom facility
PERFORMANCE/EVENTS	⊗	Conflict of uses					

- Amenity present in good condition
- Amenity present in condition needing improvement
- Amenity not present
- ⊗ Amenity not feasible

INDEPENDENCE LANDING PARK

GENERAL LEGEND

- PARK BOUNDARY
- ADJACENT TAX LOTS
- 100 YEAR FLOODPLAIN
- FLOODWAY



WILLOW SCRUB RESTORATION
 WETLAND RESTORATION
 GRAVEL PATH

BENCH (13 TOTAL)
 OTHER SITE FURNITURE

ORNAMENTAL PLANTING
 CONCRETE PATH
 TRASH, 1 OF 2
 BENCH, 1 OF 6 IN GROUP (13 TOTAL)

WILLAMETTE RIVER



INDEPENDENCE LANDING PARK



Informal seating plaza facing the river



Seating along gravel connection trail



Concrete promenade along river



Informal foot access to river edge

PARK DESCRIPTION

This linear park extends the Waterfront Trail to the South and connects nearby apartments and a hotel to the riverfront. It contains a large open lawn space, a series of paved and unpaved pathways, a small tree grove, stormwater facilities, and several pockets of bench seating.

PARK ACCESS

The site is accessible via the Riverfront Trail and adjacent to a large public parking lot tied to Riverview Park. It acts as a through way for bikes and pedestrians along the riverfront, as well as serves the hotel and apartment developments immediately to the West.

PARK AMENITIES INVENTORY

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	○			Lack of bike racks
VEHICLE PARKING	●	• Apartment Parking • 83 Spaces in Riverview Park	Yes	
ADA PARKING	●	• none	Yes	
PUBLIC TRANSPORT	●	C Street	Yes	
WALKING	●	• Main St • C Street • Connection Trails	Yes	

SITE CONSTRAINTS

- Newly constructed park may not warrant additional investments

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	Some shade trees, but very young. Not any shade throughout the space except at natural edge.	New (small) or at waterfront edge	Adjacent to paved and gravel pathways	Frequent use	Waterfront edge	All Park trees pruned on a 5-7 yr cycle.
PICNIC	○	No picnic tables or structures.					Plenty of space/opportunities for picnic tables, or informal picnicking on benches.
WATER ACCESS	⊗	Challenging topography Adjacent access at Riverview Park					
PLAYGROUND	⊗	Ample nearby facilities					
LAWN	●	5 Acres	• Mown/maintained very frequently • Non Irrigated • Some dry spots	Easily Accessible	Frequent daily and event use.		
SPORTS FACILITY	○	Informal Opportunities: Open Lawn					No space intended for sports specifically. Ample nearby facilities
PET ACCOMMODATIONS	○			Easily Accessible		No fencing	• On-leash only • No pet waste stations • No dog water fountains
PERFORMANCE/EVENTS	⊗	Ample nearby facilities					

● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible



GRAND ST PARK

GENERAL LEGEND

-  PARK BOUNDARY
-  ADJACENT TAX LOTS
-  100 YEAR FLOODPLAIN
-  FLOODWAY
-  1-FOOT CONTOURS
-  WELL WITH BUFFER ZONE

GRAND STREET PARK



Open Informal Lawn Space, Unirrigated



ADA Portable Restroom Facility, and Parking Concrete Blocks



Willamette River Trail Concrete Path Connection



Mowed, Unirrigated Lawn Seasonally Dries Out

PARK DESCRIPTION

Grand Street Park is located on Grand Street just East of Highway 51, about 1/4 mile North of downtown. The Park is approximately 3 Acres of open informal unirrigated lawn space, frequently mown.

Located adjacent to the Independence Dog Park, the parking area, portable restroom, dog bag station, trash, and water amenities are shared.

The Willamette River Trail runs continuously along the East side with a generous concrete trail providing good connection to adjacent park spaces.

PARK ACCESS

The park is accessed via the Willamette River Trail which starts in Riverview Park downtown and runs North all the way to the North Riverfront Ballfield Complex and boat ramp. Grand Street directly ends into a large gravel parking area between this park, and the Independence Dog park.

	availability	approx size/ location	within 1/4 mile	accessibility/ obstacles
bike racks	○	No bike racks		Trail Connection
vehicle parking	●	Gravel lot: 33 spaces	Yes	City Comment: Lot needs striping
ADA parking	○		No	
public transport	●	Main Street	Yes	
walking	●	• Main St • Grand St. • Polk St • Monmouth St. • Trail connection	Yes	

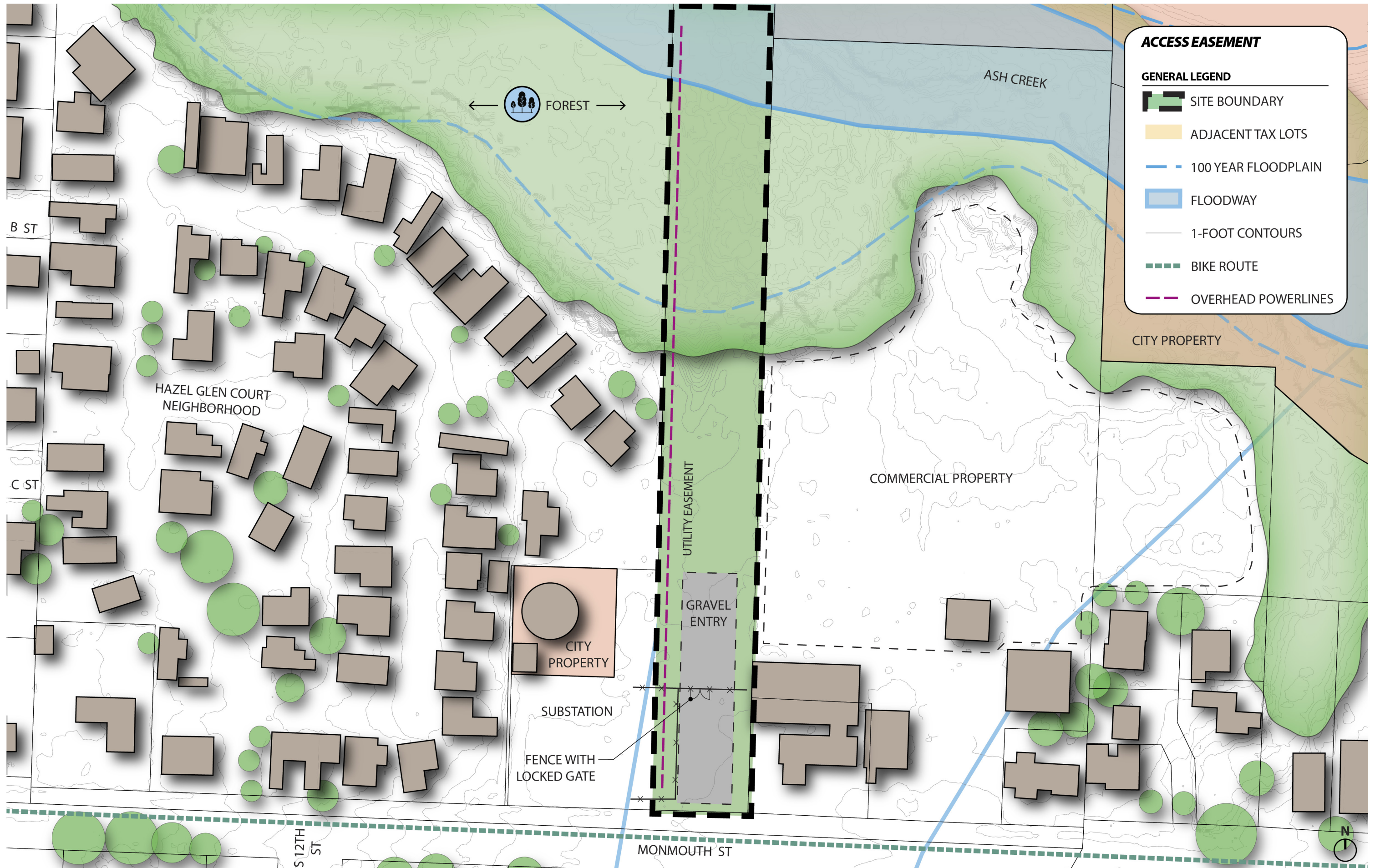
SITE CONSTRAINTS

- Informal trails in forsted area are a safety concern

PARK AMENITIES INVENTORY

	AVAILABILITY	+/- SIZE/ AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
canopy/shade	●	Edges of park	Good	At edge of mown lawn areas, at entry of park, and along trail			All Park trees pruned on a 5-7 yr cycle.
picnic	○						No picnic tables. Possible picnic opportunities on benches in the shade.
water access	⊗	not adjacent to water					
playground	⊗	Nearby playground at Riverview Park.					
lawn	●	5 Acres	• Mown/maintained frequently • Unirrigated • Very spotty and dry seasonally	Easily Accessible	Frequent informal daily and event use.		
sports facility	○						• No sports equipment on site noted. • Add sand to aid w/ compaction & drainage
pet accommodations	○			Adjacent to Dog Park			
performance/events	⊗	Nearby venue at Riverview Park.					

● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible



ACCESS EASEMENT



Pacific Power Easement



Pacific Power Easement



Power lines, seasonally mown open area



Power lines, seasonally mown open area

SITE DESCRIPTION

This linear parcel of land is currently restricted to public access and supports overhead power lines. It has a rough gravel area for vehicular access and parking for City and utility staff. It has grasses that are occasionally mowed to allow maintenance access. It contains a small segment of Ash Creek and connects to City Property A to the North. It holds potential for a trail connection as part of the overall network.

SITE ACCESS

The site is currently restricted by a chain link fence and locked vehicular gate, only accessible to city and utility staff. It has dense vegetation to the East and North, but connects with City Property A. There is driveway access on the South end of the property off of Monmouth St, which has a bike lane and nearby transit stops.

SITE CONSTRAINTS

- Overhead power lines
- Adjacency to utilities
- Undeveloped property to the North
- Ask Creek crossing and floodplain

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	○			
VEHICLE PARKING	●	Open gravel area		Restricted by locked gate
ADA PARKING	○			
PUBLIC TRANSPORT	●		Bus stop on E Street	
WALKING	○		Adjacent to City Property A	







PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	Edges of lot	Overgrown/invasives	Not accessible	Infrequent use or not used	Power lines require clearances from tree canopy for safety	All Park trees pruned on a 5-7 yr cycle.
PICNIC	⊗	Conflict of uses with utility infrastructure					
WATER ACCESS	○						
PLAYGROUND	⊗	Conflict of uses with utility infrastructure					
LAWN	○						
SPORTS FACILITY	⊗	Limited space					
PET ACCOMMODATIONS	○						
PERFORMANCE/EVENTS	⊗	Limited space					

● Amenity present in good condition
 ● Amenity present in condition needing improvement
 ○ Amenity not present
 ⊗ Amenity not feasible

CITY PROPERTY A

GENERAL LEGEND

-  SITE BOUNDARY
-  ADJACENT TAX LOTS
-  100 YEAR FLOODPLAIN
-  FLOODWAY
-  1-FOOT CONTOURS
-  OVERHEAD POWERLINES

CHINOOK SALMON AND WINTER STEELHEAD HABITAT CREEK WIDTH VARIES, 10' - 20'

 OREGON ASH IN LOW WET AREAS

 DOUGLAS FIR IN UPLAND AREAS

CONCRETE CITY OWNED ACCESS R.O.W.

HIMALAYAN BLACKBERRY IN RIPARIAN AREA
 SIDE CHANNEL OF ASH CREEK BLOCKED. POOR WATER QUALITY AND NO APPARENT FISH HABITAT
 WETLAND SWALE FLOWING NORTH INTO BLOCKED SIDE CHANNEL OF ASH CREEK

CITY PROPERTY

PACIFIC POWER EASEMENT



CITY PROPERTY A



Pacific Power Easement



Storm Drainage into Ash Creek



Power lines, seasonally mown open area



Overgrown/invasives in riparian areas

SITE DESCRIPTION

City Property A is a densely vegetated site along Ash Creek, between two residential neighborhoods. It lies mostly within the flood way of the Creek, and holds potential value for controlling flood waters, reducing heat island effect, and providing salmon and other wildlife habitat.

The Ash Creek Trail Master Plan outlined potential improvements along the creek at this and adjacent sites.

SITE ACCESS

There is currently no accessible entry into this space. The access to the North is fenced and blocked by overgrown vegetation, as is potential entry from the wastewater treatment plant. Potential access could occur from the South from the Access Easement property if vegetation was removed. Much of the site is overgrown with invasives and dense vegetation, restricting movement.

SITE CONSTRAINTS

- Lack of access
- Invasive species
- Ash Creek and floodplain
- Permitting restrictions
- Improvements dependent on impacts to adjacent properties for access and continuity
- Site for previous riparian restoration work

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	○			
VEHICLE PARKING	○			
ADA PARKING	○			
PUBLIC TRANSPORT	○			
WALKING	○			

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	Edges of lot	Overgrown/ invasives	Not accessible	Infrequent use or not used		All Park trees pruned on a 5-7 yr cycle.
PICNIC	○						
WATER ACCESS	○						
PLAYGROUND	⊗	Conflict of uses					
LAWN	⊗	Conflict of uses					
SPORTS FACILITY	⊗	Conflict of uses					
PET ACCOMMODATIONS	○						
PERFORMANCE/EVENTS	⊗	Conflict of uses					

● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible

CITY PROPERTY B EXISTING SITE ANALYSIS (BY OTHERS)

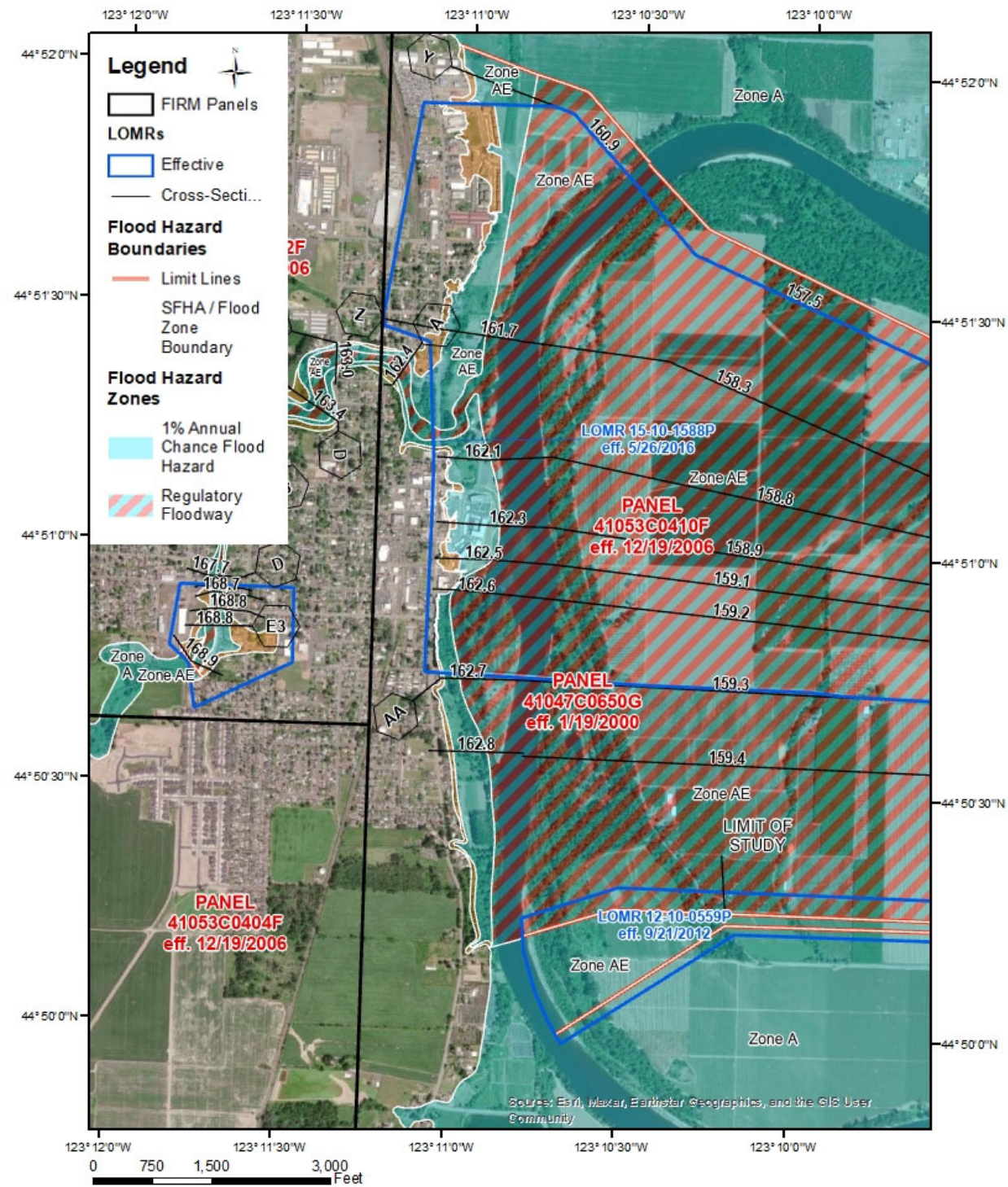


Figure 3 – Study area with Effective FEMA flood hazard mapping



Photo 1. Typical vegetation of study area (Facing south).



Photo 2. Trees in Wetland A (Facing south).



Photo 3. Plot in Wetland A (Facing South).



Photo 4. Upland vegetation of wetland A (Facing west).

CITY PROPERTY B



Aerial View



Aerial View



Aerial View



Aerial View

SITE DESCRIPTION

This group of parcels sit adjacent to the Willamette River, East of Main St. and some residential properties, and South of Independence Landing. Much of the land lies within the floodplain of the River, and it floods often. It is interrupted by a few private parcels that would require easements to allow for continuity. Much of the land is densely vegetated, with a large amount of tree cover.

SITE ACCESS

This group of publicly owned sites has no formal access on foot or by vehicle. Portions of the site are adjacent to Main St and the Willamette River Trail terminates at the boundary of Independence Landing on its North end.

SITE CONSTRAINTS

- Limited Access into site
- Located in floodplain
- Environmental regulations and permitting
- Adjacent land ownership that breaks up continuity
- Potential conflict at South end of path and existing wells.
- No access to sidewalks, parking, or bike lanes at South end.

	AVAIL.	APPROX SIZE/ LOCATION	WITHIN 1/4 MILE	ACCESSIBILITY/ OBSTACLES
BIKE RACKS	○			
VEHICLE PARKING	○			
ADA PARKING	○			
PUBLIC TRANSPORT	○			
WALKING DIST	○			

PARK AMENITIES INVENTORY

	AVAIL.	+/- SIZE/AMOUNT	CONDITION	EQUITABLE ACCESS	FREQUENCY OF USE	OBSTACLES	DEFICIENCIES/NOTES
CANOPY/SHADE	●	Edges of lot	Overgrown/ invasives	Not accessible	Infrequent informal use		
PICNIC	○						
WATER ACCESS	○						
PLAYGROUND	⊗	Limited space					
LAWN	⊗	Conflict of use with sensitive habitat areas					
SPORTS FACILITY	⊗	<ul style="list-style-type: none"> • Limited space • Conflict of use with sensitive habitat areas 					
PET ACCOMMODATIONS	○						
PERFORMANCE/EVENTS	⊗	<ul style="list-style-type: none"> • Limited space • Conflict of use with sensitive habitat areas 					

● Amenity present in good condition
 ● Amenity present in condition needing improvement
 ○ Amenity not present
 ⊗ Amenity not feasible



Section 6: Constraints

DEVELOPMENT FEASIBILITY: OVERVIEW

PROCESS OVERVIEW

While determining which improvements to make to the City's Park system, it's important to understand and account for site and project constraints that could limit or slow implementation, add project costs, put the investment at risk, or only achieve minimal returns on addressing the community's needs. The PSMP reviewed and considered several constraints outlined below to help frame the context for identifying potential improvements and prioritizing system-wide projects.

CONFLICT OF USES AND ADJACENCIES

Existing site amenities and features, as well as the surrounding context, are important to consider when placing new amenities in a park. Projects need to make sure uses are compatible when it comes to user groups, circulation, noise and energy level, and neighboring properties. Care should be taken to preserve sensitive habitat and ecosystems when considering additional uses for each site.

COSTS OF IMPROVEMENTS OR MAINTENANCE

The City has a limited amount of funds and staff time each year for maintaining existing amenities, as well as adding new ones. With construction costs continuing to escalate, it's important to balance the quantity and quality of new improvements to support system-wide community needs and minimize maintenance costs of the City's investment. With so many projects to choose from, trade-offs should be considered around choosing a few large projects versus several smaller ones when trying to maximize community impact and access.

PROJECT TIMELINE

Some types of projects or improvements require additional time in the schedule due to added coordination or review steps. These factors can significantly delay when a project is completed and ready for community use. Projects that typically require extra effort include those that affect the public right-of-way, cross property boundaries, interact with utilities, are located near floodplains or wetlands, or trigger updates to other City planning documents.

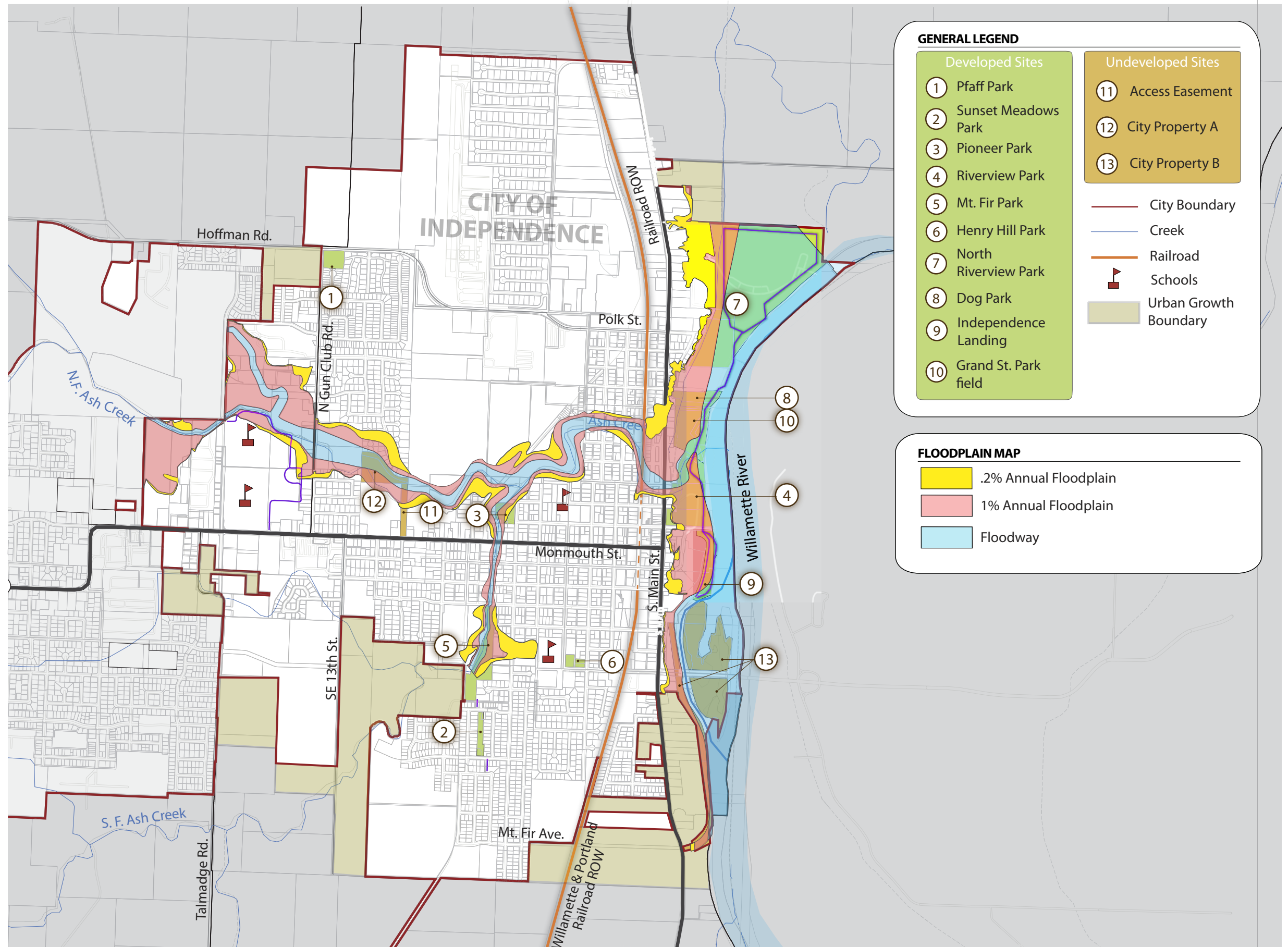
AVAILABLE SPACE, RESOURCES, OR INFRASTRUCTURE

Due to the size of available City properties and the presence of existing amenities and features, some amenities simply won't fit in the available space in certain parks. Some properties will not have access to the needed infrastructure to support operations, such as power, water, or sewer. Some desired amenities require specialty resources - like stream or riverfront - that aren't present on some sites.

LAND OWNERSHIP

Many park system plans look to address needs through the purchasing of land that the City doesn't yet own in order to fill service gaps or promote connectivity. This often comes with additional legal processes, extra time, and added costs that can drag on implementation or significantly reduce funding available for other work.

FLOODPLAIN MAP



DEVELOPMENT CONSTRAINTS: FLOODPLAIN

// WETLAND AND FLOODPLAINS

Several City properties lie within or adjacent to the floodway or floodplain of Ash Creek or the Willamette River. This condition limits what can or should be built in these areas and carries with it additional permitting costs and time that could delay projects significantly. Locating improvements in these areas could put them at risk for damage, limit their year-round availability for public use, and also account for an increased amount of maintenance time and costs for upkeep.

FEMA NATIONAL FLOOD INSURANCE PROGRAM (NFIP) – ENDANGERED SPECIES ACT (ESA) INTEGRATION IN OREGON

FEMA is preparing an Environmental Impact Statement (EIS) to assess the agency's effects on ESA species through its implementation of the NFIP. FEMA began coordinating with communities participating in the NFIP to determine how they meet or plan to meet ESA requirements. In general, the NFIP-ESA requires a range of potential measures that NFIP-participating communities must implement collectively (i.e., across the state of Oregon) to

meet a "no net loss" standard for flood storage, water quality, and riparian vegetation, three key natural floodplain functions.

The City participates in the NFIP, and, as such, is in the process of implementing a new floodplain management ordinance to comply with the NFIP-ESA. In general, development (i.e., defined as "any man-made change to improved or unimproved real estate, including, but not limited to, buildings or other structures, mining, filling, grading, paving, excavation or drilling operations, or storage of equipment or materials." Per 44 C.F.R. 59.1, in special flood hazard areas (i.e., "SFHA", FEMA-mapped flood plains or floodways)) must comply with "no net loss" standards in the NFIP-ESA. Development activities:

1. Cannot reduce the ability of fish to access and egress undeveloped spaces within an SFHA
2. Cannot increase the amount of impervious surface area within an SFHA or must use low-impact development techniques (i.e. green stormwater infrastructure) to infiltrate and treat stormwater runoff from new impervious surface areas.

3. Cannot result in the net loss of trees 6 inches in diameter at breast height or greater within an SFHA.

Proposed projects within this PSMP potentially located within a mapped SFHA must document how they meet the "no net loss" standard. This could include additional environmental field work such as wetland/waterway delineations, fish habitat assessments, an ecological assessment, tree surveys, geotechnical investigations, and stormwater management design. Projects that cannot meet the "no net loss" standard need to provide onsite mitigation (preferred) or offsite mitigation for the lost floodplain functions.

Therefore, projects using the state/national wetland inventory within a mapped floodplain or floodway or within 170 feet (i.e., the riparian buffer zone) of wetlands or waterways will pose greater implementation challenges due to these constraints.



RIVERFRONT PARK AFTER RAIN STORM - APRIL 2019



Section 7: Recommendations

RECOMMENDATION OVERVIEW

The recommendations of this Plan prioritize the alignment of development code, park and trail planning and improvements, and maintenance with the Community Values, priorities, and available resources. They focus on upgrades to and maintenance of current City assets and properties in a way that incorporates the desired recreational amenities to meet current industry standards.

The goal of the development code updates is to provide clear parameters and expectations for land dedication as part of private residential development. This will help supplement the existing park system with new amenities as the population increases and expands from its current boundary.

The trail and park recommendations build off of previous studies and align the approaches with current community needs and updated constraints. They include known obstacles that could lead to increased costs, schedule delays, or regulatory hurdles during the design or construction. Designs include ways to improve resilience and reduce maintenance time, money, and material use in the future. Park recommendations are a reflection of the inventory process which identified missing amenities that are feasible to add, as well as ones that need upgrades.

7.1 DEVELOPMENT CODE & LAND DEDICATION

The City's PSMP is intended to assess the current parks, trails, and recreational facilities within the City and its UGB, and to provide recommendations for future improvements to parks, trails, and amenities throughout the community.

Following adoption of this PSMP, the City anticipates updating selected sections of its Comprehensive Plan (see Appendix) and Development Code to support its implementation. One potential focus area involves revising Development Code provisions related to the future dedication of land or facilities by developers for park and recreation use. This section outlines the current Code requirements, identifies potential updates, and presents key discussion questions for consideration.

It should be noted that park land or park facility dedication is just one element of a larger set of strategies that can be used to acquire land and fund the development, maintenance, and operation of park and recreation facilities.

For example, park land dedication can work in concert with and must be coordinated with use of System Development Charges

("SDCs"), which are also used to pay for the development of facilities that serve new growth and development. In some cases, SDCs may be a more appropriate mechanism for funding such facilities, particularly for improvements to existing parks that serve larger areas or the community as a whole, compared to parks that serve a more discrete geographic area. The relationship between park land dedication and SDCs is noted in several cases in this section. The following graphic also illustrates the range of tools that cities in Oregon use to help achieve objectives related to acquisition of park land and development of park and recreation facilities.

Ultimately, park dedication requirements, in combination with other funding and land acquisition strategies, should be aimed at achieving the overall objectives of the PSMP and the City's vision and available resources for providing park and recreation facilities. The PSMP will articulate those issues to provide the foundation for the types of recommendations contemplated in this section.



EXISTING REQUIREMENTS

The City currently requires dedication of land for park and recreation purposes as part of its Subdivision requirements in Section 90 of the Development Code. Subsection 90.90.060 includes the following requirements.

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. Any tract of land dedicated shall be approved by the City as being suitable and adaptable for park and recreation uses.

B. At the option of the Planning Commission, the City may permit the applicant to pay a sum of money in lieu of 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 the Polk County Assessor. Payment of said funds must be made at the time of approval of the final plat map.

C. 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.

POTENTIAL UPDATED REQUIREMENTS AND DISCUSSION QUESTIONS

The City may want to update its existing requirements based on current best practices and findings from other communities which utilize similar code provisions. Project staff have reviewed requirements from several jurisdictions and identified a set of best practices and questions for the City. They include the following topics and preliminary recommendations.

// THRESHOLD(S) FOR APPLICATION

Currently there is no minimum size threshold for application of the park dedication requirements. The City should determine whether it wants to establish a minimum threshold for the size of a subdivision (in terms of acres or dwelling units) to which these requirements apply. Below a certain threshold, the amount of land dedicated for a park likely will not be manageable or practical for creating a park. For example, a 20-lot subdivision with 6,000 square foot lots, would result in a dedication of 7,500 sf of land – possibly enough for a pocket park or small playground but not much more than that.

RECOMMENDATIONS

- Establish a threshold for the size of land dedicated to construct developed park facilities (e.g., neighborhood or mini-neighborhood parks) as described in the Tiered Approach summarized below.
- Ensure that land dedication or easement requirements are applied to high priority trail corridors as part of the development process.

// FEE-IN-LIEU PROVISIONS

The City's current requirements incorporate a fee-in-lieu provision. It states that: "At the option of the Planning Commission, the City may permit the applicant to pay a sum of money in lieu of 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 the Polk County Assessor. Payment of said funds must be made at the time of approval of the final plat map." Fee-in-lieu provisions are considered a best practice for park dedication requirements and are important to ensure that smaller developments contribute to the cost of land acquisition to support development of new, future parks.

RECOMMENDATIONS

- Retain the fee-in-lieu provision in the dedication requirements.
- Incorporate thresholds for the fee-in-lieu provisions in the Tiered Approach described below.
- Reassess the percentages associated with these provisions to ensure that they accurately reflect the amount of land needed to support the park system.

// TIERED APPROACH

A tiered approach is recommended for the dedication requirements. The recommended structure is as follows:

- **Small developments.** For developments where the required dedication will be less than 0.25 acres, the development will contribute a fee-in-lieu of land dedication that would be used to pay for land acquisition by the City to build needed parks.
- **Medium size developments.** For developments of where the required dedication will be between 0.25 and 1.5 acres, the development will dedicate land for and potentially construct a small park or recreation facility, such as a pocket park, play area, or plaza with recreational amenities. This facility can be dedicated to the public and managed by the City or can be managed and maintained by the property owner or associated homeowner's association or similar organization. It will be used primarily by residents of the development but if it fronts a public street, it will be open to and accessible by the general public.
- **Large developments.** For developments where the required dedication will be greater than 1.5 acres, the development will dedicate land consistent with the updated land dedication requirements. The developer can develop the facility with amenities identified in the PSMP and receive SDC credits for their costs where eligible or the required facility can be developed by the City. In either case, the park will be dedicated to and maintained by the City and would be open and accessible to all city residents.

In addition to this set of requirements, the Development Code should also require dedication of land or easements needed to create trails or trail connections that are identified in the City's PSMP or local area plans such as the SouthWest Independence Concept Plan.

// SITE REQUIREMENTS FOR DEDICATED LAND

Currently, the City requires that any tract of land dedicated be "suitable and adaptable for park and recreation uses." We note that does not meet the state requirement for residential code standards to be clear and objective. It also opens the door for significant variations in how the requirements are applied, with potentially disparate results for different subdivisions and neighborhoods. As a result, the City may want to consider including additional, more specific requirements that describe the condition of the land to be dedicated, such as:

- Relatively flat (average slope of no more than a certain percent).
- Relatively unconstrained by natural resources (e.g., no more than a certain percent may be subject to riparian, wetland, or similar constraints).
- Minimum width requirements (to ensure that a dedicated piece of land isn't too narrow for development of desired facilities or amenities)

RECOMMENDATIONS

Incorporate more specific requirements associated with future land dedications, including the following:

- **Topography:** The average slope of the portion of the site located outside a natural resource area may not exceed five (5) percent.
- **Constraints:** Any dedicated property must include a minimum of 25,000 square feet of land or 60 percent of the total site area (whichever is greater) that is free of natural resource constraints.
- **Access and safety barriers:** Land area must be contiguous and uninterrupted by vehicular circulation or other obstacles that pose safety or access issues to the general public.
- **Trail Corridors:** Land or easements to be used for trail corridors must include a minimum width of 20 feet to accommodate trails and setbacks located outside the boundaries of any adjacent riparian area floodways or other natural resource feature. For best long-term durability, locate outside of the 100-year floodplain.
- **Minimum width or length:** The minimum shortest dimension of a park site shall be no less than 100 feet to ensure that it is adequate to accommodate the types of amenities required for a given park category (e.g., playground, open turf area, or other larger component of the facility).
- **Combined facilities:** For any facility that is required to provide more than one public facility function (e.g., a stormwater detention facility combined with a developed park or trail), the portion dedicated to the park facility must meet the minimum park dedication standards.

// MULTI-FAMILY DEVELOPMENT DEDICATION REQUIREMENTS

The City also currently only applies its dedication standards to subdivisions. However, the City also requires multi-family residential facilities in certain zones to provide recreation areas as part of the development. These standards could require development and dedication of active recreation facilities to multi-family developments over a certain size to ensure that they include outdoor recreation areas. In the City's High-Density Residential (RH) Zone, multi-family residential uses are required to provide 300 square feet of recreation area per dwelling unit (see IDC 22.065(D)). The Mixed Density Residential Zone (MX) also requires 15 percent of the site to be permanently reserved as usable common open space in developments that are at least three acres in size (see IDC 23.065(A)(1)). These provisions could be updated to require certain types of amenities be included (e.g., play structure, seating, shade trees, etc.). The City also may want to specify if these facilities should be dedicated to the City or owned and maintained by the private development.

RECOMMENDATIONS

- Update requirements for multi-family and mixed use zones to include specific amenities within required recreational areas. The updated requirements would ensure that recreational areas within new developments include appropriate amenities as part of their design and construction. They may or may not include all baseline amenities identified for neighborhood parks or mini-parks, given the relatively small size of recreational areas within multi-family developments.
- Consider updating requirements for multi-family and mixed use zones to specify whether required recreation areas and amenities will be maintained by the City or the private developer or property owner.

// ADDITIONAL RECOMMENDATIONS

Other recommendations include the following.

- **Alternative Discretionary Path.** We recommend that the City provide for a more flexible, discretionary path (at the applicant's option) that allows the City and developer to negotiate for a land dedication that meets the intent but not all the specific requirements of the dedication process. Resulting decisions would require approval by the City Council.
- **Other standards or requirements.** We recommend the following types of provisions be incorporated in the land dedication provisions:
 - **Phasing** – specify when the dedication for new park land should occur during a multi-phase development (e.g., occur during the first phase or occur in pieces during each phase as long as each dedication contributes to the park concept in the annexation master plan).
 - **Site preparation** – require the site to be graded and that no spoils from construction activities be placed on the site.
 - **Contamination** – require the site to be free of contamination by hazardous materials.

// RELATED TOOLS AND STRATEGIES

As noted previously, development code provisions that require park land or facility dedication are just one mechanism for ensuring that the City can meet its goals for maintaining and enhancing its park and recreation system over the long term. Other tools and strategies include:

- **System Development Charges.** These can be used to pay for facilities necessitated by new growth, including to help pay for a portion of the cost of adding or upgrading amenities to existing parks where new residents will use them as long as they are identified in the master plan and are eligible projects in the capital improvement plan.
- **Area Plans.** The SouthWest Independence Concept Plan is an example of a local area plan that identifies the need and general locations for new parks and trails. The PSMP and local area plans should be used in conjunction with park land dedications to acquire land and build new parks and trails.
- **Development Agreements.** These also can be used in growth areas or as part of approval of individual new developments to define responsibilities for paying for the development and future maintenance of park facilities.
- **Park System Maintenance Fee.** These fees can be adopted by a City Council through an ordinance and applied to all households and/or businesses to help cover the cost of ongoing maintenance of park and recreation facilities.

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7.2 DESIGN CHOICES & OPERATIONS AND MAINTENANCE STRATEGIES

While additional or upgraded amenities will greatly contribute to improved experiences in the City's parks, trails, and open spaces, it's important not to lose site of the regular maintenance and upkeep of existing features and character. Design and planning decisions can have a notable impact on operations and maintenance costs and staff time, so care should be taken to make choices that reduce long-term efforts when feasible. Maintenance practices can also shift towards preventative care that could contribute to longer-lasting amenities and landscapes, and reduce the extra costs needed to address more serious issues after they happen.

Lawns

Well-maintained active lawns are important for providing flexible public open space. They should be located and sized to support informal active recreation when space allows. Attention should be made for using different seed or turf mixes to align with sun exposure and level of use. Lawn spaces should consider soil composition, grading, and supplemental drainage systems to avoid local ponding and flooding.

Lawn spaces should be mowed and irrigated regularly where active uses are high. If resources are limited, consider less-frequent mowing and reduced water use in locations that don't see active recreation.

Understory Plantings

Native and drought-tolerant plantings with a layer of mulch will lead to lower maintenance resources over time, as well as provide a healthier habitat for local wildlife. Selection and placement based on texture and seasonal interest can provide a pleasant natural character around frequented areas and pathways. Educational signage could be appropriate to support public outreach and manage expectations.

Planting areas should be mulched and pruned annually to support long-term health and reduce water use. Invasives should be monitored and removed, especially when adjacent to waterways. Consider partnering with local non-profit or volunteer groups to assist with invasive removal and increase maintenance capacity.

Tree Canopy

The public tree canopy is a vital resource to provide cooling, stormwater benefits, habitat, improve air quality, and beautification. Trees should be placed in order to shade hardscape surfaces, pathways, and gathering areas. Clusters of trees are more effective in providing benefits. Trees should be selected with native and adaptive species as a priority, and placed to avoid conflicts with hardscape and infrastructure when reaching a mature size.

Perform regular assessments of tree health, structure, pest and disease monitoring, and hazard identification. Identify non-adaptive species and work to replace them with native or adaptive trees over time. Ensure trees receive proper watering in the summer months, especially around extreme heat events. Prioritize regular pruning along trails, pathways, and above park amenities like playgrounds or picnic areas. Ensure that any newly planted trees are monitored, watered, and pruned to support establishment and healthy growth.

Irrigation

Select drought-tolerant plant species when feasible. Group plantings together based on sun exposure and water use to prevent over-watering. Zone trees and understory plantings separately. Tie systems to central weather station to align with precipitation patterns.

Inspect system regularly for leaks or overspraying. Switch out to more efficient components when resources allow. Reduce use once landscapes establish. Ensure plans and resources exist for supplemental watering during extreme heat events.

Furniture, Lighting, and Equipment

Source items from a consistent list of suppliers to keep replacement and upkeep efficient. Select durable materials to reduce wear from use, weather, and sun exposure. Ensure an adequate percentage of furniture at each amenity location supports accessibility requirements. Utilize efficient and Dark Skies or equivalent lighting, and consider the use of motion sensors to minimize light pollution.

Replace or repair damaged, unusable, or inaccessible furniture. Ensure there is clear access and pathways to seating and picnic areas. Upgrade lighting fixtures to more efficient lamp types.

Playgrounds and Fitness Equipment

Select equipment that is durable and provides opportunities for inclusive play and exercise for people of all ages and abilities. Ensure there are adequate resources for rest and hydration nearby.

Inspect protective surfacing and fiber mulch to ensure proper depth and safety compliance around play and fitness equipment. Visually inspect equipment for signs of rust, splintering, or other safety concerns and perform corrective actions when discovered.

Shelters and Restrooms

Source items from a consistent list of suppliers to keep replacement and upkeep efficient. Select durable materials to reduce wear from use, abuse, weather, and sun exposure. Provide lighting and timed locks for safety. Ensure to accommodate accessible pathways, hardware, access, and maneuverability.

Clean restrooms regularly and after large events. Monitor use and ensure restrooms can support recreational events and activities during all seasons.

7.3 PROJECT PRIORITIZATION

Each draft park and trail project was presented to the public for review and consideration. The boards included the project pages and trail map that highlighted existing amenity conditions, site constraints, and recommended upgrades. The project priority ranking (next page) reflects the results of the public input on how important each of the projects are to the community. Each project received a rough, high-level cost estimate in order to help understand the order of magnitude for each investment.

The intent of this prioritization and Capital Improvement Plan is for each project to be completed in full in the order of their ranking - as budgets allow. The project pages represent a starting point for improvements that could be implemented for each site in order to get them up to best practices and standards. Additional features or amenities could be included at the discretion of the City, knowing that additional costs spent may take away from improvements at other sites, which could work against the value of Equitable Access. Final decisions on each project design will happen during the design process based on available funding and community feedback. Total project costs are included for each project, including construction and soft costs, but excluding escalation due to inflation. See Appendix for full cost breakdowns on project cost sheets.



Community members rate projects at Open House #2

Priority	Project Name	Project Type	Project Cost	Description
1	Riverview Park	Park	\$ 6,368,700	Existing park renovation
2	Pool at Henry Hill Park	Park	\$75,000	Complete a pool area recreation plan
3	North Riverview Park	Park	not costed**	(Ball field and parking areas to be sold, recommendations not included)
4	Henry Hill Park	Park	\$4,927,000	Existing park renovation
5	Trail E	Trail	\$7,768,400	Trail along City Property B, connecting Independence Landing with South Main Street
6	Independence Landing	Park	\$703,000	Recently developed park minor improvements
7	Trail F	Trail	\$544,700	Trail Project - Main St to Willamette River Trail, North of Dog Park
8	Trail B	Trail	\$5,336,500	Trail Project - Along Ash Creek, between N. Gun Club Rd, and Main St
9	Pioneer Park	Park	\$3,570,000	Existing park renovation
10	Mt Fir Park	Park	\$2,899,000	Existing park renovation
11	Trail A	Trail	\$3,120,000	Trail Project - Along Ash Creek, between the Western City boundary to N. Gun Club Rd (includes Access Easement)
12	Pfaff Park	Park	\$2,608,000	Existing park renovation
13	Dog Park	Park	\$1,278,000	Existing park renovation
14	Trail G	Trail	\$1,121,900	Trail Project - Along South Fork Ash Creek, West of Mt. Fir Park
15	Grand Street Park Field	Park	\$1,567,000	Existing park renovation
16	Trail D	Trail	\$3,699,800	Trail Project - Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St
17	Trail C	Trail	\$2,047,500	Trail Project - On property North of Wastewater Treatment Plant, West of Williams St.
18	Sunset Meadows Park	Park	\$3,400	Recently developed park minor improvements. Could be installed with operational funds by City staff.
*	Trail H	Trail	\$3,682,500	Trail Project as part of private development in Central Talmadge Plan
*	Trail I	Trail	\$5,776,500	Trail Project as part of private development in Southwest Independence Concept Plan

* Not ranked by public input. Will be part of future private land development.

** Public prioritization survey occurred prior to properties being listed on sale.

7.4 RECOMMENDATIONS FOR PARK SITES

// PROCESS OVERVIEW

Building off of the amenity inventory, the team considered the development constraints and assessed which amenities were not feasible to add to each site. This could be due to one or multiple constraints that made these added amenities impractical to include in the final project list.

After this feasibility review, proposed improvements were identified for each site that were a combination of improved existing features and added features. The following pages explore how each site can move towards the Project Values, and infill desired amenities across the park system, with a list of recommended improvements.



Park Amenities Inventory Summary



path/trail



canopy/shade



picnic



water access



playground



lawn



sports facility / fitness

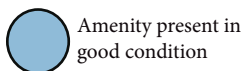


pets



gathering

	path/trail	canopy/shade	picnic	water access	playground	lawn	sports facility / fitness	pets	gathering
Pfaff Park	●	●	●	⊗	●	●	●	●	○
Sunset Meadows Park	●	●	●	⊗	●	●	⊗	●	⊗
Pioneer Park	○	●	●	○	●	●	⊗	●	⊗
Riverview Park	●	●	●	●	●	●	⊗	●	●
Mt. Fir Park	●	●	●	●	○	●	○	●	⊗
Henry Hill Park	●	●	●	⊗	●	●	⊗	●	⊗
North Riverview Park	Future property ownership uncertain at time of this Plan. No recommendations included.								
Dog Park	●	●	⊗	⊗	⊗	●	⊗	●	⊗
Independence Landing	●	●	○	⊗	⊗	●	○	○	⊗
Grand St. Park Field	●	●	○	⊗	⊗	●	○	○	⊗
Access Easement	Included in Trail A*								
City Property A	Included in Trail A*								
City Property B	Included in Trail E*								



Amenity present in good condition



Amenity present in condition needing improvement



Amenity not present



Amenity not feasible

* See trail recommendations beginning on page 126

PFAFF PARK



Aerial View



Existing Playground

Site Constraints














- None

Project Cost Estimate

\$2,608,000

Community Ranking: 12

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	●	<ul style="list-style-type: none"> Add Shade Trees to South Side of Lot
 picnic	●	<ul style="list-style-type: none"> Replace Picnic Table Under Shelter
 water access	⊗	<ul style="list-style-type: none"> No Access to Water
 playground	●	<ul style="list-style-type: none"> Replace Playground with Accessible and Durable Equipment
 lawn	●	<ul style="list-style-type: none"> Regrade and Replace Lawn With Plantings to Address Drainage Issue
 sports facility	●	<ul style="list-style-type: none"> Resurface and Re-Stripe Basketball Court
 pet accommodations	●	
 performance/events	○	
 bike accommodations	●	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	●	<ul style="list-style-type: none"> Stripe Lot Add a Driveway from N Gun Club Rd.
 ADA parking	○	<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport	●	
 hiking/walking	●	<ul style="list-style-type: none"> Replace Uneven Sidewalk
other		

Existing Assessment: ● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible

SUNSET MEADOWS PARK



Concrete Circulation Path and Benches



Nature Play area

Site Constraints














- Newly constructed, low priority for additions or changes
- Limited space
- Close adjacency to residences

Project Cost Estimate

\$3,400

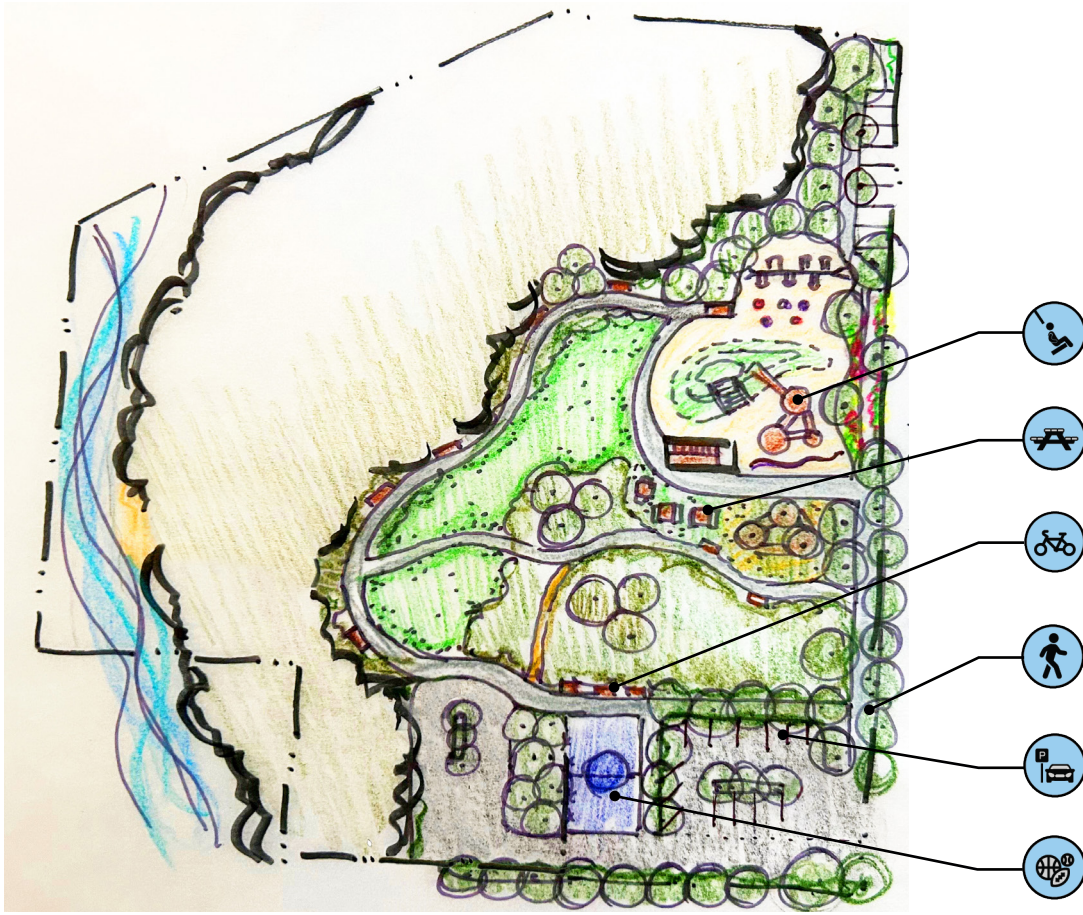
Community Ranking: 18

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Monitor newly planted trees and infill with additional shade trees as needed
 picnic	<input type="radio"/>	
 water access	<input checked="" type="radio"/>	<ul style="list-style-type: none"> No Access to Water
 playground	<input type="radio"/>	
 lawn	<input type="radio"/>	
 sports facility	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Limited Space
 pet accommodations	<input type="radio"/>	
 performance/events	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Limited Space
 bike accommodations	<input type="radio"/>	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	<input type="radio"/>	
 ADA parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> No space on site for ADA Stalls
 public transport	<input type="radio"/>	
 hiking/walking	<input type="radio"/>	
other		

Existing Assessment: Amenity present in good condition Amenity present in condition needing improvement Amenity not present Amenity not feasible

PIONEER PARK



Birdseye View of Open Lawn and the Playground

Site Constraints

- Ash Creek floodplain (100-year floodplain and associated environmental permitting)
- New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities
- No public sidewalks for access
















Water Facility and Playground Edge

Project Cost Estimate

\$3,570,000

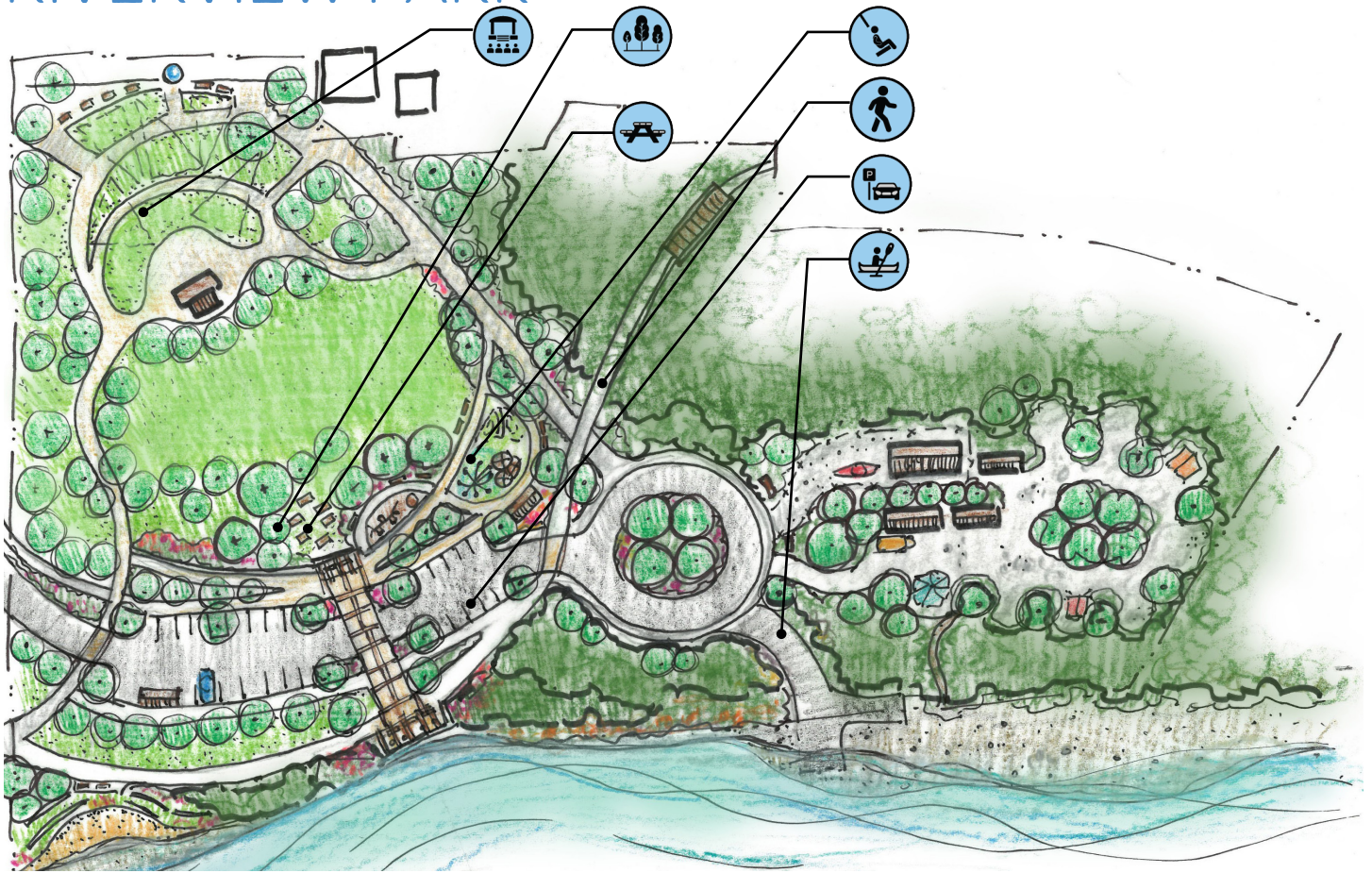
Community Ranking: 9

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	●	
 picnic	●	<ul style="list-style-type: none"> Replace Picnic Tables, Add Accessible (Flat, Paved Surface) Walkways to Picnic Area
 water access	○	<ul style="list-style-type: none"> Formalize Footpath Adjacent to Site: Ash Creek Trail Connection
 playground	●	<ul style="list-style-type: none"> Replace Playground with Accessible and Durable Equipment
 lawn	●	
 sports facility	⊗	<ul style="list-style-type: none"> Consider Half Court Basketball
 pet accommodations	●	
 performance/events	⊗	<ul style="list-style-type: none"> Limited Space
 bike accommodations	○	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	●	<ul style="list-style-type: none"> Pave and Stripe Lot Add Signage to Clarify Where to Park Construct frontage on 7th St.
 ADA parking	○	<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport	●	
 hiking/walking	○	<ul style="list-style-type: none"> Add Public Sidewalk/Paved Pathways and Other Frontage Improvements for Access Into Site Add internal walkways with benches and site lighting
other		

Existing Assessment: ● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible

RIVERVIEW PARK



Birdseye view: Amphitheater, Lawn, Riverfront Parking



Willamette River from Boat Launch/Gravel Beach

Site Constraints



























- Located in floodplain of Willamette River and Ask Creek (100-year floodplain and associated environmental permitting)
- New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities
- Steep slopes at the river will make access challenging





Project Cost Estimate

\$6,368,700

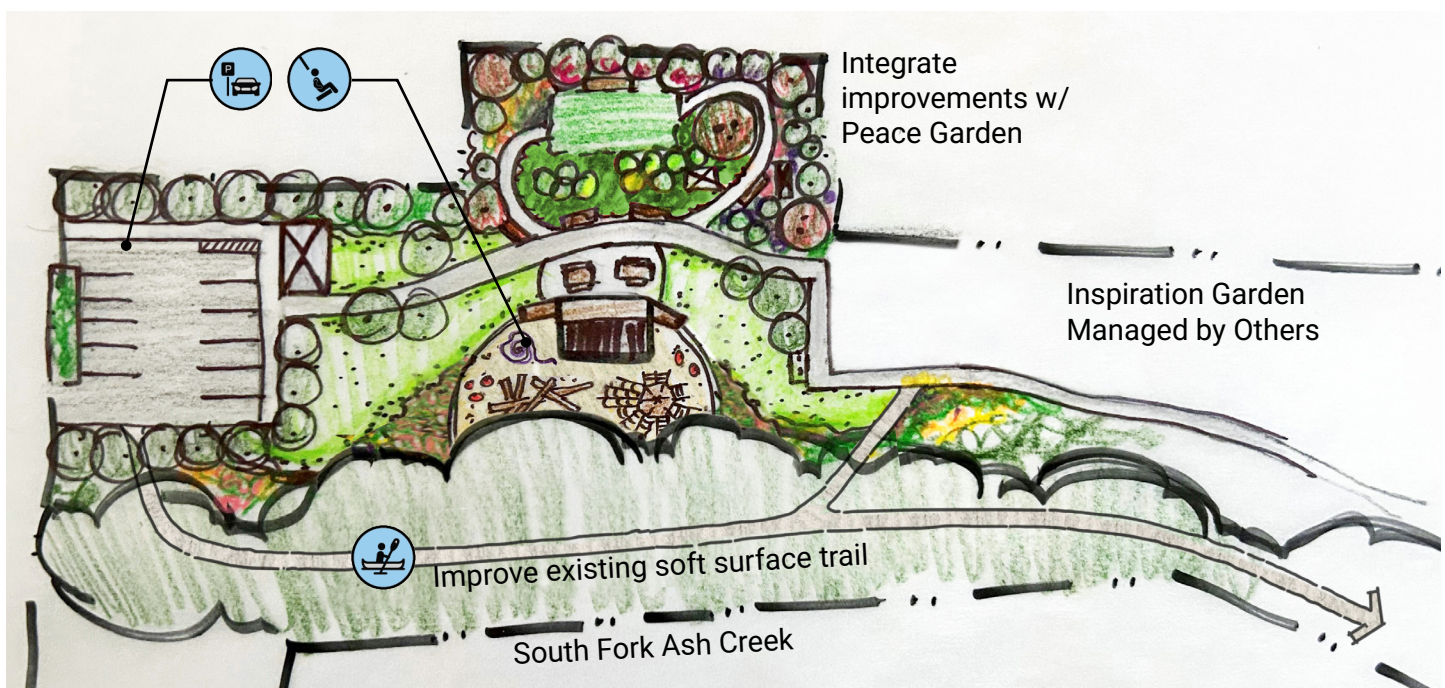
Community Ranking: 1

Amenity Recommendations

	Existing	Recommendations
 canopy/shade		<ul style="list-style-type: none"> Replace Missing/Dead Landscape Planting and Trees
 picnic		<ul style="list-style-type: none"> Add Picnic Tables
 water access		<ul style="list-style-type: none"> Accessible Path to the River
 playground		<ul style="list-style-type: none"> Replace Playground with Accessible and Durable Equipment
 lawn		
 sports facility		
 pet accommodations		
 performance/events		<ul style="list-style-type: none"> Add infrastructure to add shade canopies over amphitheater
 bike accommodations		
 vehicle parking		<ul style="list-style-type: none"> Redesign parking lot to accommodate required capacity and flexibility for events. Design should comply with Willamette River Greenway Rules to accommodate pathway(s), safe multi-modal uses, and access to the river. Add Clear Signage Add EV charging stations
 ADA parking		<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport		
 hiking/walking		<ul style="list-style-type: none"> Safe Trail Connection from Ash Creek Bridge to Independence Landing. Locate around parking lot to minimize pedestrian-vehicle conflicts with clear wayfinding.
other		<p>Campground:</p> <ul style="list-style-type: none"> Upgrade Showers Add Picnic Tables and Benches Delineate Campsite Perimeter/Edges Site Markers and Space Numbers

Existing Assessment:  Amenity present in good condition  Amenity present in condition needing improvement  Amenity not present  Amenity not feasible

MT. FIR PARK



Park Entry Gravel Lot with Raingarden, and Bike Rack



Open Flexible Lawn Space with Some Shade Trees

Site Constraints














- Permitting adjacent to Ash Creek (100-year floodplain and associated environmental permitting)
- New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities
- Adjacent Property is designated with Hazmat requirements, so any land expansion or trail development could be affected

Project Cost Estimate

\$2,899,000

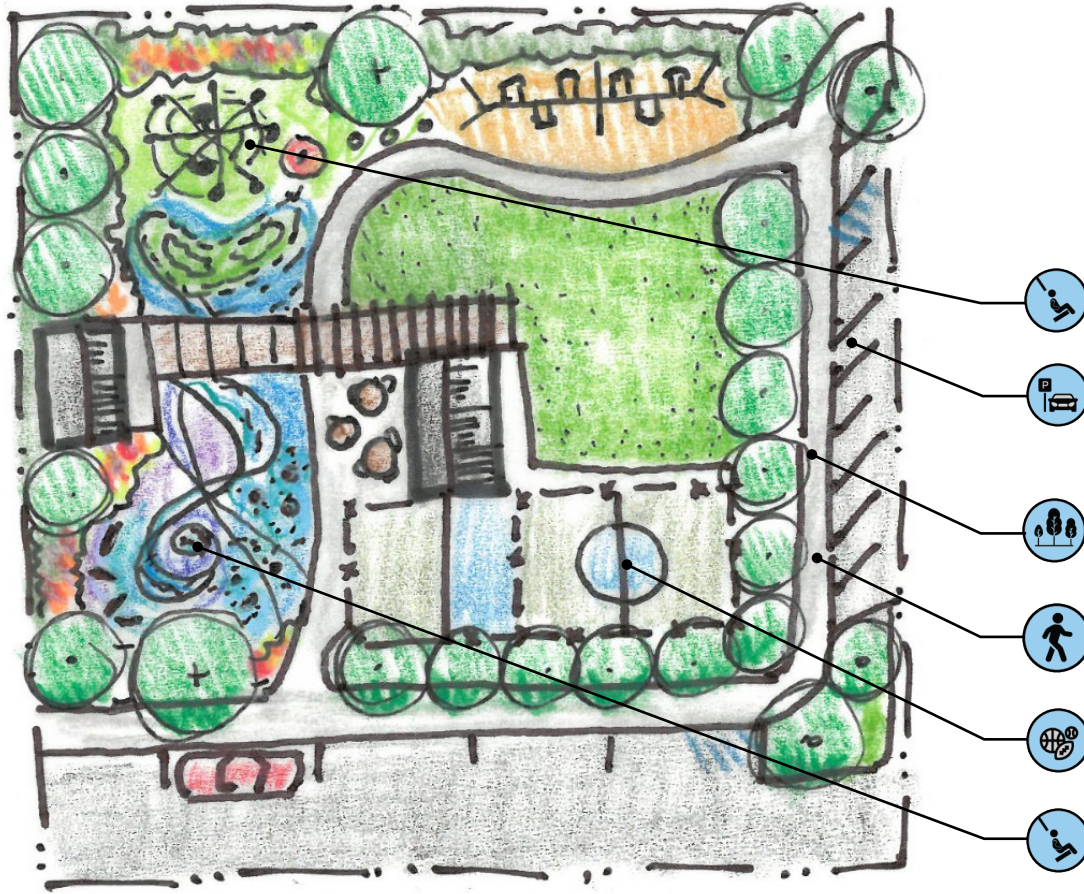
Community Ranking: 10

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	<input checked="" type="radio"/>	
 picnic	<input checked="" type="radio"/>	
 water access	<input checked="" type="radio"/>	<ul style="list-style-type: none"> See Trail - G project
 playground	<input type="radio"/>	<ul style="list-style-type: none"> Small Nature Playground
 lawn	<input checked="" type="radio"/>	
 sports facility	<input type="radio"/>	
 pet accommodations	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Add Pet Water Station
 performance/events	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Limited Space
 bike accommodations	<input checked="" type="radio"/>	
 vehicle parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> North Lot: Pave and Stripe Lot
 ADA parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> North Lot: Stripe for ADA Parking
 public transport	<input checked="" type="radio"/>	
 hiking/walking	<input checked="" type="radio"/>	
other		<ul style="list-style-type: none"> Drinking Fountains with Dog Bowl Permanent Restroom Structure Pollinator Garden

Existing Assessment: Amenity present in good condition Amenity present in condition needing improvement Amenity not present Amenity not feasible

HENRY HILL PARK



Bike rack, Playground, and Community Garden Sheds



Corner View at I St. and 4th St.

Site Constraints














- Required right of way improvements

Project Cost Estimate

\$4,927,000

Community Ranking: 4

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	<input type="radio"/>	<ul style="list-style-type: none"> Add Shade Trees Along South Edge of East Property
 picnic	<input type="radio"/>	<ul style="list-style-type: none"> Add New Picnic Table Under Shelter
 water access	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Not Adjacent to Water
 playground	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Replace Playground with Accessible and Durable Equipment Include splash pad in play area
 lawn	<input type="radio"/>	
 sports facility	<input type="radio"/>	<ul style="list-style-type: none"> Consider Half Court Basketball
 pet accommodations	<input type="radio"/>	
 performance/events	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Limited Space
 bike accommodations	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Replace Bike Racks
 vehicle parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Construct Frontage on 4th Street and on I Street.
 ADA parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport	<input type="radio"/>	
 hiking/walking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Repave Cracked Paths Accessible Walking/Circulation Path (flat, paved surface) Public sidewalk/frontage improvements
other		<ul style="list-style-type: none"> Drinking Fountain with Dog Bowl Frontage improvements required on I St and 5th St

Existing Assessment: Amenity present in good condition Amenity present in condition needing improvement Amenity not present Amenity not feasible

INDEPENDENCE DOG PARK



Shade Trees, Seating, and Dog Play Challenges



Fenced-In Open Lawn Space with Some Shade

Site Constraints














- Specialty use

Project Cost Estimate

\$1,278,000

Community Ranking: 13

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	●	<ul style="list-style-type: none"> Additional Shade Trees
 picnic	⊗	<ul style="list-style-type: none"> Conflict of Uses
 water access	⊗	<ul style="list-style-type: none"> Not Adjacent to Water
 playground	⊗	<ul style="list-style-type: none"> Conflict of Uses
 lawn	●	<ul style="list-style-type: none"> Consider Converting Some/All Lawn Area to Wood Bark Mulch
 sports facility	⊗	<ul style="list-style-type: none"> Conflict of Uses
 pet accommodations	●	<ul style="list-style-type: none"> Update or Add Obstacle Course Items
 performance/events	⊗	<ul style="list-style-type: none"> Conflict of Uses
 bike accommodations	○	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	●	<ul style="list-style-type: none"> Pave and Stripe Lot
 ADA parking	●	<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport	●	
 hiking/walking	●	<ul style="list-style-type: none"> Paved Sidewalk to Connect to Willamette River Trail and Main St.
other		

Existing Assessment: ● Amenity present in good condition ● Amenity present in condition needing improvement ○ Amenity not present ⊗ Amenity not feasible

INDEPENDENCE LANDING PARK



Seating along gravel connection trail



Concrete promenade along river

Site Constraints














- Newly constructed park may not warrant additional investments
- New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities site

Project Cost Estimate

\$703,000

Community Ranking: 6

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Add Canopy Trees for Shade
 picnic	<input type="radio"/>	<ul style="list-style-type: none"> Add Picnic Areas/Tables
 water access	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Access at adjacent Riverview Park
 playground	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Playground at adjacent Riverview Park
 lawn	<input checked="" type="radio"/>	
 sports facility	<input type="radio"/>	
 pet accommodations	<input type="radio"/>	<ul style="list-style-type: none"> Add Dog Waste Stations
 performance/events	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Nearby Amphitheater at Riverview Park
 bike accommodations	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Lack of Space. Use In Adjacent Lots
 ADA parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Lack of Space. Use In Adjacent Lots
 public transport	<input checked="" type="radio"/>	
 hiking/walking	<input checked="" type="radio"/>	
other		<ul style="list-style-type: none"> Drinking Fountains with Dog Bowl

Existing Assessment: Amenity present in good condition Amenity present in condition needing improvement Amenity not present Amenity not feasible

GRAND STREET PARK



Open Informal Lawn Space, Unirrigated



Willamette River Trail Concrete Path Connection

Site Constraints














- New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities site

Project Cost Estimate

\$1,567,000

Community Ranking: 15

Amenity Recommendations

	Existing	Recommendations
 canopy/shade	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Add Canopy Trees Along West Side of Path for Shade
 picnic	<input type="radio"/>	<ul style="list-style-type: none"> Picnic Shelters and Tables to Support Informal Sports
 water access	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Not Adjacent to Water
 playground	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Nearby Playground at Riverview Park
 lawn	<input type="radio"/>	
 sports facility	<input type="radio"/>	
 pet accommodations	<input type="radio"/>	
 performance/events	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Nearby Amphitheater at Riverview Park
 bike accommodations	<input type="radio"/>	<ul style="list-style-type: none"> Add Bike Racks
 vehicle parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Pave and Stripe Lot
 ADA parking	<input checked="" type="radio"/>	<ul style="list-style-type: none"> Stripe for ADA Parking
 public transport	<input type="radio"/>	
 hiking/walking	<input type="radio"/>	<ul style="list-style-type: none"> Add Loop Path Around Park Open Space Perimeter
other		<ul style="list-style-type: none"> Add Benches Along Walking Path

Existing Assessment: Amenity present in good condition Amenity present in condition needing improvement Amenity not present Amenity not feasible

7.5 TRAIL RECOMMENDATIONS



// OVERVIEW

A safe and connected trail network is a critical part of any city's park and open space system. It supports active recreational opportunities as well as multi-modal ways to travel around the city and to visit different parks and amenities.

Trail projects can be implemented independently or as segments that are a part of a park improvement or private development dedication. Many trails will require feasibility studies to understand the detailed constraints, permitting, and layout, access, and connection opportunities. They will also likely include integration of safe vehicular street crossings, wayfinding and interpretive signage, site furnishings, waste receptacles, and sometimes vehicular or bike parking.

UTILITY CORRIDORS



Areas adjacent to utility infrastructure provide good opportunities for public pathways due to their highly-restricted use. Features should be limited to simple pathways due to operational, maintenance, safety, and security constraints.

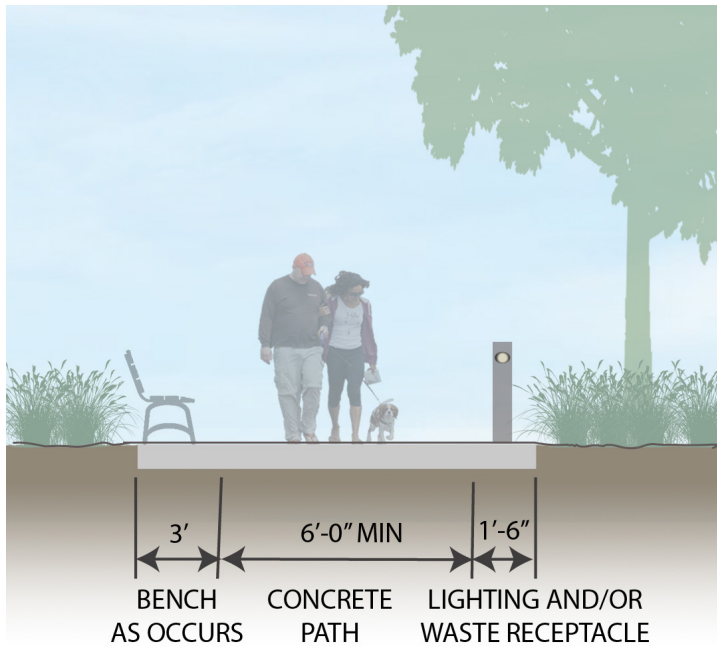
WATERWAYS



Pathways next to creeks and rivers are great places to enjoy a walk or run through Independence's natural environment. Informal soft-surface trails are a low cost way to support public recreation. However, they can become a maintenance burden from frequent use and erosion from flooding and heavy rain events. The unstable surfaces associated with soft-surface trails are also not universally accessible to all community members. Look for ways to formalize them with shared use raised trails when resources allow.

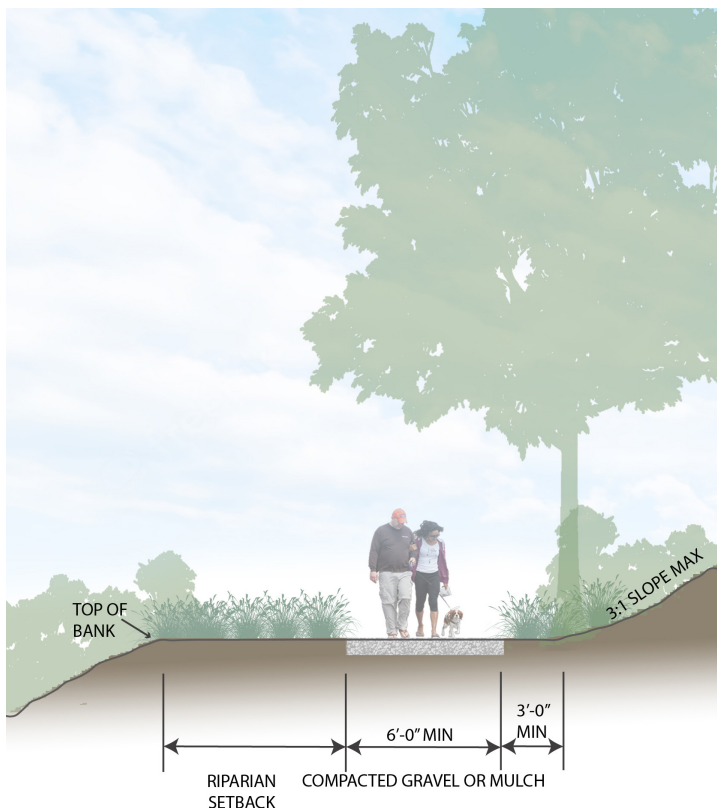
PATHWAY STANDARDS

Based on location, alignments, and site conditions and constraints, off-street pathways could be implemented in a variety of ways to meet project goals and budgets. Projects should use the following pathway configurations as a starting point for laying out pathways and trails that are part of developed parks or the City’s trail network.



ON-SITE PATHWAY

Developed park sites should support circulation and exercise with hardscape pathways that connect parking, rights of way, and on-site amenities and features. Pathways should be well lit for safety and have multiple places for rest. Consider bird-friendly or dark sky compatible lighting fixtures in more sensitive areas.



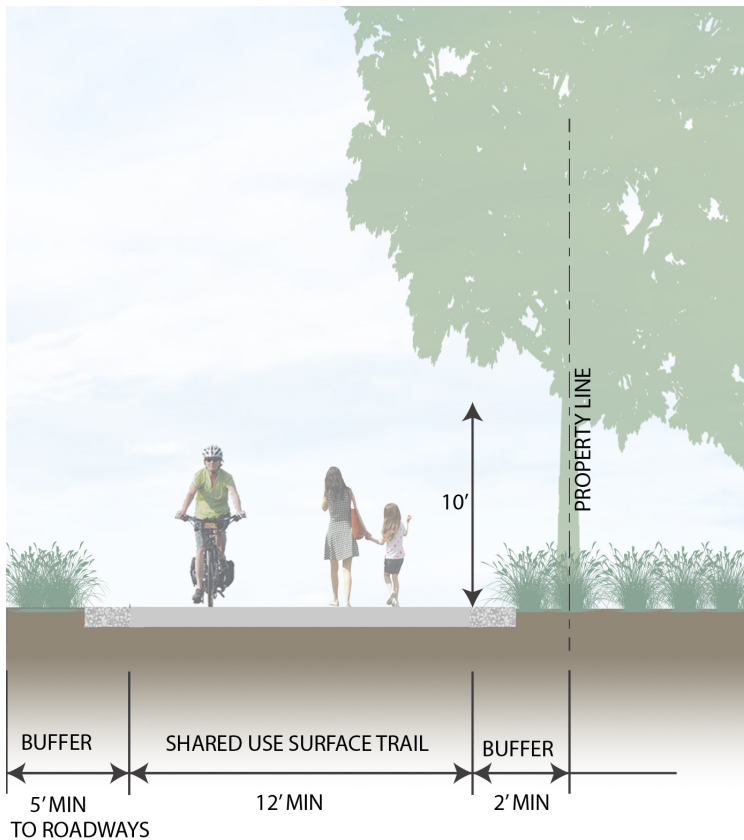
SOFT-SURFACE TRAIL

In some cases, establishing a soft-surface trail is beneficial to reduce construction costs and environmental impacts, and provide a more natural experience for users to support jogging and walking. Alignment should be careful of tree roots and overhead hazards. Adequate buffers should be kept adjacent to steep side slopes. Undertrail culverts should be utilized when crossing any drainageways to reduce erosion.

SHARED USE SURFACE TRAIL

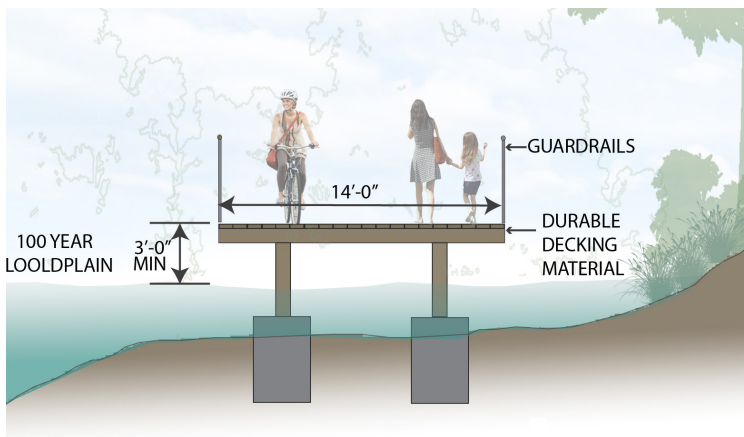
The addition of shared-use trails is important to provide enhanced connectivity and a venue for the exercise and nature viewing. These trails should meet ODOT standards and allow for adequate two-way travel of bikes and pedestrians. Lighting, benches, or other features should not be provided when pathways are within utility easements.

Buffers should be established away from vehicular roadways as well as property lines to ensure room for safety and maintenance. Include striping at vehicular crossings, and hand-activated signals should be also considered at high-traffic intersections.



SHARED USE RAISED TRAIL

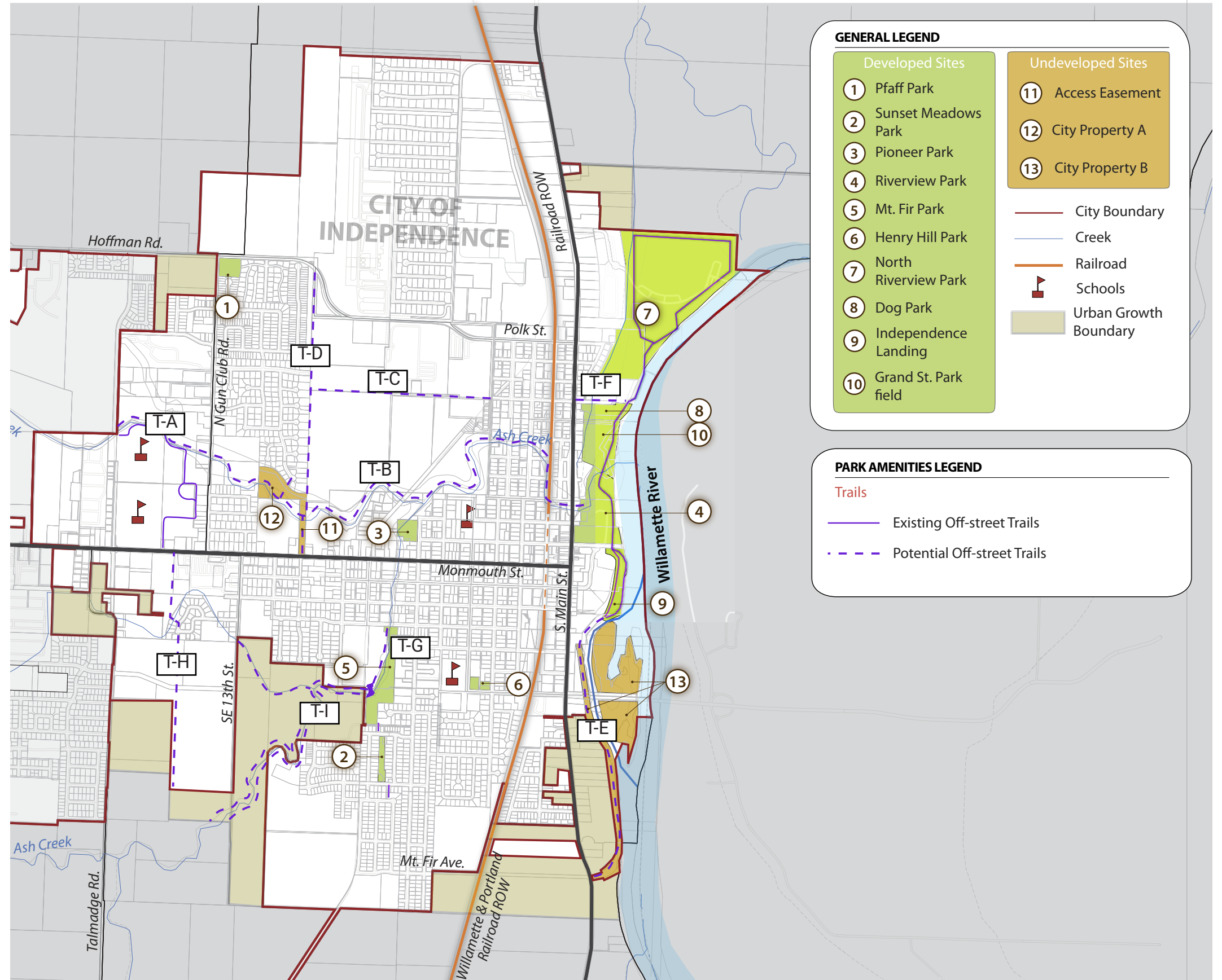
Some trail alignments intersect or are adjacent to the floodplain around Ash Creek. When layout out a trail in these areas, it will be necessary to align with permitting requirements for soil, vegetation, and wildlife disturbances, and mitigate impacts as required. Trails should be constructed of durable materials and determine if these structures should accommodate maintenance vehicle passage, or if alternate methods are appropriate.



TRAIL PROJECTS

// PROCESS OVERVIEW

As part of this PSMP process, it is recommended that all off-street trails and pathways be relocated from the Transportation System Plan to this one to align with City department responsibilities. Those potential projects create opportunities to improve connectivity for bikers and pedestrians and increase safe access to the City's parks and open spaces.



TRAIL PROJECT NUMBER	PRIORITY	LOCATION / EXTENTS	PROJECT COST	TRAIL TYPE	DESCRIPTION OF IMPROVEMENTS	CONSTRAINTS
T-A	11	Along Ash Creek, between Western City boundary to City Property A. Includes Access Easement and City Property A	\$3,120,000	Shared Use Surface Trail - 0.11 miles Shared Use Raised Trail - 0.73 miles	Per the Monmouth Ash Creek Trail Master Plan, a phased implementation of raised and surface trailways, and road crossings. Encompasses Sections D & E and Crossing 5 & 6.	<ul style="list-style-type: none"> Compliance with Scenic Resources requirements Waterway permitting costs and time delays Costs of raised walkways and bridges Access easement of adjacent private properties
T-B	8	Along Ash Creek, between City Property A and Main St.	\$5,336,500	Shared Use Raised Trail - 1.34 miles	Per the Monmouth Ash Creek Trail Master Plan, a phased implementation of raised and surface trailways, and road crossings. Encompasses Sections A, B, & C and Crossings 1, 2, 3, & 4.	<ul style="list-style-type: none"> Compliance with Scenic Resources requirements Waterway permitting costs and time delays Costs of raised walkways and bridges May need phased construction Access easement of adjacent private properties
T-C	17	On Wastewater Treatment Plant property, West of Williams St	\$2,047,500	Shared Use Surface Trail - 0.52 miles		<ul style="list-style-type: none"> Access, security, and land use of Water and Wastewater Treatment Plant (WWTP) On-street sections may trigger unanticipated street improvements Path not allowed on WWTP site and would go through industrial properties. (Not feasible)
T-D	16	Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St.	\$3,699,800	Shared Use Surface Trail - 0.64 miles Shared Use Raised Trail - 0.07 miles		<ul style="list-style-type: none"> Access, security, and land use of Waste Water Treatment Plant Waterway permitting costs and time delays Existing wetland and stormwater drainage path
T-E	5	Along City Property B, connecting Independence Landing with S. Main St.	\$7,768,400		Per South Willamette River Trail Refinement Concept, mix of raised and surface trails. Trail types should be re-assessed to avoid constructing surface pathways in the floodplain.	<ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges Access easement of adjacent private properties
T-F	7	Main St to Willamette river Trail, North of the Dog Park	\$544,700	Shared Use Surface Trail - 0.16 miles	Widened sidewalk connection from Main St, around future improved parking lot at Dog Park	
T-G	14	Along South Fork Ash Creek, on West side of Mt. Fir Park	\$1,121,900	Shared Use Raised Trail - 0.20 miles	Raised trail and bridge crossing tied into future parking lot improvements at Mt Fir Park.	<ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges Requires bridge condition assessment May need phased construction
T-H	*	East of Talmadge Rd, between Southern City boundary and Monmouth St.	\$3,682,500	To be determined by future layout by development	Reference Central Talmadge Plan	
T-I	*	Along South Fork Ash Creek, as part of the SW Concept Plan	\$ 5,776,500	To be determined by future layout by development	Reference Southwest Independence Concept Plan	<ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges

* Not ranked by public input. Will be part of future private land development.

7.6 POTENTIAL FUNDING STRATEGIES AND SOURCES

Park maintenance and improvements require money and staff time to implement and provide the long-term care needed to keep things operational. The City depends on public funding to finance the park and trail systems, including the recommended improvements included in this Plan. As the plan is implemented, the City should look at a variety of sources to provide the community the recreational and natural environments that align with their values.

CURRENT SOURCES

GENERAL FUND

Money collected through taxes gets distributed through the general fund on an annual basis. This resource stream pays for City staff time and maintenance costs of the City's parks and trails.

SDCs

System Development Charges will be reassessed as a follow up to this Plan in order to align with anticipated resource needs. These charges can be used for physical improvements to park lands.

PRIVATE DEVELOPMENT DEDICATIONS

Additional parks and trails can be added to the City's system through private development. This Plan makes recommendations on how best to ensure that land dedicated to the City for public recreational uses meets requirements that provide conditions to support the amenities desired.

BONDS AND LEVIES

Depending on local political viability, direct public funding is a common way to support ongoing maintenance needs and new capital projects. The City has received funding from Parks levies in the past.

POTENTIAL ADDITIONAL SOURCES

Other examples of ways to supplement funding for new capital improvements or upgrades to existing parks and trails include:

- Park maintenance utility fees
- User fees
- Parking fees
- Event fees
- Donations
- Volunteer maintenance labor

GRANTS

The City regularly applies for additional grants to help fund City infrastructure. Parks and trails are no exception, and there are multiple avenues to receive supplemental project funding. Grant funds typically come with requirements around one or more topics relating to things such as equity, environmental conservation or restoration, public health, transportation, resilience, or water quality. These sources could be a great resource to help support some of the additional features on a park project to help enhance the overall experience and community benefit. They could also accelerate the implementation of projects above what the other typical funding streams can support. Since grants are not a regular, guaranteed revenue source, they cannot be relied upon when considering project implementation and phasing.

Common sources are listed below (see Appendix for full matrix of funding opportunities).

- Federal Emergency Management Agency (FEMA)
- Oregon State Parks
- Oregon Parks and Recreation District
- Oregon Department of Fish and Wildlife
- Department of Environmental Quality
- Oregon Department of Land Conservation and Development

END OF DOCUMENT





Project Title: Independence PSMP - Riverview		Location: 201 Osprey Ln, Independence, OR 97351			
Project Identifier: CIP 1.1 Need For Project: Priority #1 from Independence Park System Master Plan Survey #2 Objective: Replace Missing/Dead Landscape Planting and Trees; Add picnic tables; Accessible Path to the River; Replace Playground with Accessible and Durable Equipment; Add infrastructure to add shade canopies over amphitheater; Reconstruct and restripe parking lot; add clear signage; stripe for ADA parking; Safe Trail Connection from Ash Creek Bridge to Independence Landing. Locate around the parking lot to minimize pedestrian-vehicle conflicts with clear wayfinding; Campground: upgrade showers; add picnic tables and benches; add campsite perimeter/edges/ poles and space numbers Design Considerations: <ul style="list-style-type: none"> • Located in floodplain of Willamette River and Ask Creek (100-year floodplain and associated environmental permitting) • New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars, Rounded)
Park Amenities					
Concrete Sidewalks	2,056	SY	\$ 138.00	\$ 283,728	
Picnic Table	6	EA	\$ 1,800	\$ 10,800	
Park Bench	19	EA	\$ 1,200	\$ 22,800	
Picnic Shelter	1	EA	\$ 80,000	\$ 80,000	
Storage	1	LS	\$ 12,000	\$ 12,000	
Canopy	15,000	SF	\$ 50	\$ 750,000	
Transportation / Parking					
Asphalt Removal	6,000	SY	\$ 18	\$ 108,000	
Asphalt Surfacing	6,000	SY	\$ 95	\$ 570,000	
Striping - Parking	576	LF	\$ 2	\$ 1,152	
Concrete Sidewalks	1,273	SY	\$ 138	\$ 175,674	
ADA Curb Ramp	4	EA	\$ 4,000	\$ 16,000	
ADA Signage	6	EA	\$ 500	\$ 3,000	
Bike Racks	1	EA	\$ 650	\$ 650	
Safety Signage	8	EA	\$ 78	\$ 624	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 87,500	\$ 87,500	
Lawn/Plantings					
Sod, bluegrass, on level ground, 1000 sf	12	MSF	\$ 708	\$ 8,496	
Tree (soil and mulch included)	15	EA	\$ 600	\$ 9,000	
General Understory Planting (soil and mulch included)	60,000	SF	\$ 8	\$ 480,000	
Irrigation - Replace	120,000	SF	\$ 2	\$ 240,000	
Irrigation - New	60,000	SF	\$ 3	\$ 150,000	
Playground					
Equipment - Playground	1	LS	\$ 250,000	\$ 250,000	
Utilities					
Sanitary Sewer Upgrade	1	LS	\$ 35,000	\$ 35,000	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	19	EA	\$ 2,500	\$ 47,500	
Parking Illumination, assume 1 per 3500 SF of parking	15	EA	\$ 5,000	\$ 75,000	
Power	1	LS	\$ 96,300	\$ 96,300	



Project Title: Independence PSMP - Riverview		Location: 201 Osprey Ln, Independence, OR 97351			
Project Identifier: CIP 1.1					
Need For Project: Priority #1 from Independence Park System Master Plan Survey #2					
Objective: Replace Missing/Dead Landscape Planting and Trees; Add picnic tables; Accessible Path to the River; Replace Playground with Accessible and Durable Equipment; Add infrastructure to add shade canopies over amphitheater; Reconstruct and restripe parking lot; add clear signage; stripe for ADA parking; Safe Trail Connection from Ash Creek Bridge to Independence Landing. Locate around the parking lot to minimize pedestrian-vehicle conflicts with clear wayfinding; Campground: upgrade showers; add picnic tables and benches; add campsite perimeter/edges/ poles and space numbers					
Design Considerations: <ul style="list-style-type: none"> • Located in floodplain of Willamette River and Ask Creek (100-year floodplain and associated environmental permitting) • New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities 					
Campground					
Camp Host Spot	1	EA	\$ 5,000	\$ 5,000	
Campground Spigot Repairs	8	EA	\$ 3,000	\$ 24,000	
Camp Site Repairs	8	EA	\$ 1,000	\$ 8,000	
Picnic Table	8	EA	\$ 1,800	\$ 14,400	
Showers - Upgrade	50	SF	\$ 140	\$ 7,000	
Gravel Parking Lot	47,000	SF	\$ 9	\$ 423,000	
				Construction Subtotal (ROUNDED)	\$ 2,835,000
			Percentage	Item Cost	
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 283,500	
Bonding			5.0%	\$ 141,750	
Contractor Overhead and Profit			10%	\$ 283,500	
Prevailing Wages			3.0%	\$ 85,050	
				Additional Elements Subtotal (ROUNDED)	\$ 794,000
				TOTAL CONSTRUCTION COST (ROUNDED)	\$ 3,629,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 544,350	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 290,320	
Construction Permitting, includes 1200-C			2.5%	\$ 90,725	
Geotechnical Investigation			3.0%	\$ 108,870	
Environmental and Permitting			4.0%	\$ 145,160	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			2.5%	\$ 90,725	
				Plans, Permitting, and Contract Documents Subtotal (ROUNDED)	\$ 1,270,000
				Total Project Costs (rounded, without escalation or contingency)	\$ 4,899,000
			Percentage	Item Cost	
Contingency (applied to total costs)					
Contingency			30%		\$1,469,700
				Total Project Costs (rounded, without escalation)	\$ 6,368,700

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Project Title: Independence PSMP - Henry Hill Park		Location: 750 S 5th St, Independence, OR 97351			
Project Identifier: CIP 1.2					
Need For Project: Priority #4 from Independence Park System Master Plan Survey #2 Objective: Add Shade Trees Along South Edge of East Property; Add New Picnic Table Under Shelter; Replace Playground with Accessible and Durable Equipment; Replace Bike Racks; Construct Frontage on 4th Street and on I Street; Stripe for ADA Parking; Repave Cracked Paths; Accessible Walking/Circulation Path (flat, paved surface); Public sidewalk/frontage improvements; Drinking Fountain with Dog Bowl; CONSIDER: Half Court Basketball or Pickle-ball court Design Considerations: <ul style="list-style-type: none"> Required right of way improvements 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Picnic Table	3	EA	\$ 1,800	\$ 5,400	
Park Bench	4	EA	\$ 1,200	\$ 4,800	
Storage	1	LS	\$ 12,000	\$ 12,000	
Service Entrance	1	LS	\$ 5,000	\$ 5,000	
Concrete Sidewalks	227	SY	\$ 138	\$ 31,326	
Picnic Shelter	1	EA	\$ 80,000	\$ 80,000	
Bike Racks	1	EA	\$ 650	\$ 650	
Playground					
Equipment - Playground	1	LS	\$ 250,000	\$ 250,000	
Surfacing - Playground	2,500	SF	\$ 32	\$ 80,000	
Splash Pad - Flow Through	1	LS	\$ 250,000	\$ 250,000	
Transportation / Parking					
Striping - Parking	530	LF	\$ 2	\$ 1,060	
Frontage Improvements (Half Street)	300	LF	\$ 950	\$ 285,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 28,600	\$ 28,600	
Utilities					
Lighting - Utilities	1	LS	\$ 150,000	\$ 150,000	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	1	EA	\$ 150,000	\$ 150,000	
Power	1	LS	\$ 30,000	\$ 30,000	
Restrooms - New	1	EA	\$ 450,000	\$ 450,000	
Sewer service	1	LS	\$ 30,000	\$ 30,000	
Water	1	LS	\$ 30,000	\$ 30,000	
Lawn/Plantings					
Sod, bluegrass, on level ground, 1000 sf	4	MSF	\$ 708	\$ 2,832	
Tree (soil and mulch included)	22	EA	\$ 600	\$ 13,200	
General Understory Planting (soil and mulch included)	13,000	SF	\$ 8	\$ 104,000	
Irrigation - Replace	13,000	SF	\$ 2	\$ 26,000	
Sports Facility					
Basketball Court - Concrete Surfacing	1,200	SF	\$ 6	\$ 7,200	
Pickleball Court - Concrete Surfacing	1,200	SY	\$ 93	\$ 111,600	
Lighting - Sports Facility	7	EA	\$ 1,690	\$ 11,830	
Striping - Sports Facility	4,800	LF	\$ 1.00	\$ 4,800	
Fencing	474	LF	\$ 30	\$ 14,220	
Asphalt Surfacing - Sports Facility	2,400	SF	\$ 36	\$ 86,400	
Fitness Equipment	3	EA	\$ 1,500	\$ 4,500	
Construction Subtotal (ROUNDED)					\$ 2,260,000



Project Title:	Location:
Independence PSMP - Henry Hill Park	750 S 5th St, Independence, OR 97351
Project Identifier: <p style="text-align: center;">CIP 1.2</p> Need For Project: Priority #4 from Independence Park System Master Plan Survey #2 Objective: Add Shade Trees Along South Edge of East Property; Add New Picnic Table Under Shelter; Replace Playground with Accessible and Durable Equipment; Replace Bike Racks; Construct Frontage on 4th Street and on I Street; Stripe for ADA Parking; Repave Cracked Paths; Accessible Walking/Circulation Path (flat, paved surface); Public sidewalk/frontage improvements; Drinking Fountain with Dog Bowl; CONSIDER: Half Court Basketball or Pickle-ball court Design Considerations: <ul style="list-style-type: none"> • Required right of way improvements 	

	Percentage	Item Cost	
Additional Elements (estimated % of above)			
Mobilization and Administration	10%	\$ 226,000	
Bonding	5.0%	\$ 113,000	
Contractor Overhead and Profit	10%	\$ 226,000	
Prevailing Wages	3.0%	\$ 67,800	
Additional Elements Subtotal (ROUNDED)			\$ 633,000
TOTAL CONSTRUCTION COST (ROUNDED)			\$ 2,893,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)			
Engineering Design and Bid Phase Services	15%	\$ 433,950	
Engineering - Construction Contract Administration and Observation	8.0%	\$ 231,440	
Construction Permitting, includes 1200-C	3.5%	\$ 101,255	
Geotechnical Investigation	2.0%	\$ 57,860	
Environmental and Permitting	0.0%	-	<i>None anticipated.</i>
Legal, Administrative, and Funding, including right-of-way	2.5%	\$ 72,325	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)			\$ 897,000
Total Project Costs (rounded, without escalation or contingency)			\$ 3,790,000
Contingency (applied to total costs)			
Contingency	#####		\$1,137,000
Total Project Costs (rounded, without escalation)			\$ 4,927,000

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Project Title: Independence PSMP - Independence Landing		Location: 375 Osprey Lane			
Project Identifier: CIP 1.3					
Need For Project: Priority #5 from Independence Park System Master Plan Survey #2 Objective: Add Canopy Trees for Shade; Add Picnic Areas/Tables; Existing Connection is a Desire Path; Pave Connection Path to River; Add Safety Signage; Add Dog Waste Stations; Add bike racks; Drinking Fountains with Dog Bowl Design Considerations: <ul style="list-style-type: none"> Newly constructed park may not warrant additional investments New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities site 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Picnic Shelter	1	EA	\$ 80,000	\$ 80,000	
Picnic Table	6	EA	\$ 1,800	\$ 10,800	
Concrete Sidewalks	556	SY	\$ 138	\$ 76,728	
Drinking Fountain with pet bowl	1	EA	\$ 5,000	\$ 5,000	
Transportation / Parking					
Bike Racks	2	EA	\$ 650	\$ 1,300	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 27,000	\$ 27,000	
Lawn/Plantings					
Tree (soil and mulch included)	20	EA	\$ 600	\$ 12,000	
General Understory Planting (soil and mulch included)	5,000	SF	\$ 8	\$ 40,000	
Irrigation - New	5,000	SF	\$ 3	\$ 12,500	
Utilities					
Water	1	LS	\$ 30,000	\$ 30,000	
Construction Subtotal (ROUNDED)					\$ 295,000
			Percentage	Item Cost	
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 29,500	
Bonding			5.0%	\$ 14,750	
Contractor Overhead and Profit			10%	\$ 29,500	
Prevailing Wages			3.0%	\$ 8,850	
Additional Elements Subtotal (ROUNDED)					\$ 83,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 378,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 56,700	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 30,240	
Construction Permitting, includes 1200-C			3.5%	\$ 13,230	
Geotechnical Investigation			5.0%	\$ 18,900	
Environmental and Permitting			9.0%	\$ 34,020	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			2.5%	\$ 9,450	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 163,000
Total Project Costs (rounded, without escalation or contingency)					\$ 541,000
			Percentage	Item Cost	
Contingency (applied to total costs)					
Contingency			30%		\$162,300
Total Project Costs (rounded, without escalation)					\$ 703,000

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Project Title:	Location:
Independence PSMP - Pioneer	150 S 7th Street

Project Identifier:
CIP 1.4

Need For Project:
Priority #6 from Independence Park System Master Plan Survey #2

Objective:
Replace Picnic Tables, Add Accessible (Flat, Paved Surface) Walkways to Picnic Area; Formalize Footpath Adjacent to Site: Ash Creek Trail Connection; Replace Playground with Accessible and Durable Equipment; Add Bike Racks; Pave and Stripe Lot; Add Signage to Clarify Where to Park; Construct frontage on 7th St. ; Stripe for ADA parking; Add Public Sidewalk/Paved Pathways and Other Frontage Improvements for Access Into Site; CONSIDER Half Court Basketball

Design Considerations:

- Ash Creek floodplain (100-year floodplain and associated environmental permitting)
- New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities
- No public sidewalks for access



General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Asphalt Surfacing	114	SY	\$ 95	\$ 10,830	
Picnic Table	4	EA	\$ 1,800	\$ 7,200	
Trail / Dirt Paths	1,420	SF	\$ 12	\$ 17,040	
Concrete Sidewalks	706	SY	\$ 138	\$ 97,428	
Picnic Shelter	1	EA	\$ 80,000	\$ 80,000	
Playground					
Equipment - Playground	1	LS	\$ 250,000	\$ 250,000	
Transportation / Parking					
Asphalt Removal	1,119	SY	\$ 18	\$ 20,142	
Asphalt Surfacing	1,119	SY	\$ 95	\$ 106,305	
Striping - Parking	600	LF	\$ 2	\$ 1,200	
Concrete Sidewalks	107	SY	\$ 138.00	\$ 14,766	
ADA Curb Ramp	1	EA	\$ 4,000	\$ 4,000	
ADA Signage	2	EA	\$ 500	\$ 1,000	
Frontage Improvements (Half Street)	350	ft	\$ 950	\$ 332,500	
Bike Racks	2	EA	\$ 650	\$ 1,300	
Safety Signage	2	EA	\$ 78	\$ 156	
Stormwater management facilities	1	LS	\$ 48,100	\$ 48,100	
Utilities					
Lighting - Sports Facility	12	EA	\$ 1,690	\$ 20,280	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	8	EA	\$ 2,500	\$ 20,000	
Power	1	LS	\$ 30,000	\$ 30,000	
Restrooms - New	1	LS	\$ 450,000	\$ 450,000	
Sewer service	1	LS	\$ 30,000	\$ 30,000	
Water	1	LS	\$ 30,000	\$ 30,000	
Sports Facility					
1/2 Basketball Court - Concrete Surfacing	2,350	SF	\$ 6	\$ 14,100	
Striping - Sports Facility	2,351	LF	\$ 1	\$ 2,351	
Construction Subtotal (ROUNDED)					\$ 1,589,000
Percentage					Item Cost



Project Title:		Location:	
Independence PSMP - Pioneer		150 S 7th Street	
Project Identifier:			
CIP 1.4			
Need For Project:			
Priority #6 from Independence Park System Master Plan Survey #2			
Objective:			
Replace Picnic Tables, Add Accessible (Flat, Paved Surface) Walkways to Picnic Area; Formalize Footpath Adjacent to Site: Ash Creek Trail Connection; Replace Playground with Accessible and Durable Equipment; Add Bike Racks; Pave and Stripe Lot; Add Signage to Clarify Where to Park; Construct frontage on 7th St. ; Stripe for ADA parking; Add Public Sidewalk/Paved Pathways and Other Frontage Improvements for Access Into Site; CONSIDER Half Court Basketball Design Considerations: <ul style="list-style-type: none"> Ash Creek floodplain (100-year floodplain and associated environmental permitting) New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities No public sidewalks for access 			
Additional Elements (estimated % of above)			
Mobilization and Administration	10%	\$	158,900
Bonding	5.0%	\$	79,450
Contractor Overhead and Profit	10%	\$	158,900
Prevailing Wages	3.0%	\$	47,670
Additional Elements Subtotal (ROUNDED)			\$ 445,000
TOTAL CONSTRUCTION COST (ROUNDED)			\$ 2,034,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)			
Engineering Design and Bid Phase Services	15%	\$	305,100
Engineering - Construction Contract Administration and Observation	8.0%	\$	162,720
Construction Permitting, includes 1200-C	2.5%	\$	50,850
Geotechnical Investigation	2.0%	\$	40,680
Environmental and Permitting	5.0%	\$	101,700
Wetland Delineation			
Removal Fill Permits (USACE/ODSL/ODEQ)			
Floodplain Permits			
Legal, Administrative, and Funding, including right-of-way	2.5%	\$	50,850
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)			\$ 712,000
Total Project Costs (rounded, without escalation or contingency)			\$ 2,746,000
	Percentage	Item Cost	
Contingency (applied to total costs)			
Contingency	30%		\$823,800
Total Project Costs (rounded, without escalation)			\$ 3,570,000

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Project Title: Independence PSMP - Mt. Fir	Location: 799 F St, Independence, OR 97351
Project Identifier: CIP 1.5 Need For Project: Priority #7 from Independence Park System Master Plan Survey #2 Objective: See Trail - G project; Small Nature Playground; Add Pet Water Station; North Lot: Pave and Stripe Lot; add ADA parking; Drinking Fountains with Dog Bowl Design Considerations: <ul style="list-style-type: none"> • Permitting adjacent to Ash Creek (100-year floodplain and associated environmental permitting) • New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities • Adjacent Property is designated with Hazmat requirements, so any land expansion or trail development could be affected 	<p style="text-align: center;">Mt. Fir Park</p>

General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars, Rounded)
Park Amenities					
Drinking Fountain with pet bowl	2	EA	\$ 5,000	\$ 10,000	
Concrete Sidewalks	362	SY	\$ 138	\$ 49,956	
Picnic Table	2	EA	\$ 1,800	\$ 3,600	
Picnic Shelter	1	LS	\$ 80,000	\$ 80,000	
Playground					
Small Nature Playground	1	LS	\$ 150,000	\$ 150,000	
Surfacing - Playground	2,900	SF	\$ 32	\$ 92,800	
Transportation / Parking					
Asphalt Surfacing	771	SY	\$ 95	\$ 73,245	
Striping - Parking	264	LF	\$ 25	\$ 6,600	
Concrete Sidewalks	157	SY	\$ 138	\$ 21,666	
ADA Signage	3		\$ 500	\$ 1,500	
ADA Curb Ramp	2		\$ 4,000	\$ 8,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 11,100	\$ 11,100	
Lawn/Plantings					
Sod, bluegrass, on level ground, 1000 sf	9	MSF	\$ 708	\$ 6,372	
Tree (soil and mulch included)	15	EA	\$ 600	\$ 9,000	
General Understory Planting (soil and mulch included)	11,000	SF	\$ 8	\$ 88,000	
Irrigation - New	20,000	SF	\$ 3	\$ 50,000	
Utilities					
Sanitary Sewer Upgrade	1	LS	\$ 75,000	\$ 75,000	
Restrooms - New	1	LS	\$ 450,000	\$ 450,000	
Power	1	LS	\$ 30,000	\$ 30,000	
Parking Illumination, assume 1 per 3500 SF of parking	2	EA	\$ 5,000	\$ 10,000	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	6	EA	\$ 2,500	\$ 15,000	
Water	1	LS	\$ 30,000	\$ 30,000	
Construction Subtotal (ROUNDED)					\$ 1,272,000
Percentage					Item Cost



Project Title:		Location:	
Independence PSMP - Mt. Fir		799 F St, Independence, OR 97351	
Project Identifier:			
CIP 1.5			
Need For Project:			
Priority #7 from Independence Park System Master Plan Survey #2 Objective: See Trail - G project; Small Nature Playground; Add Pet Water Station; North Lot: Pave and Stripe Lot; add ADA parking; Drinking Fountains with Dog Bowl Design Considerations: <ul style="list-style-type: none"> • Permitting adjacent to Ash Creek (100-year floodplain and associated environmental permitting) • New sidewalks and new/replaced pavements within the riparian zone will require stormwater management facilities • Adjacent Property is designated with Hazmat requirements, so any land expansion or trail development could be affected 			
Additional Elements (estimated % of above)			
Mobilization and Administration	10%	\$	127,200
Bonding	5.0%	\$	63,600
Contractor Overhead and Profit	10%	\$	127,200
Prevailing Wages	3.0%	\$	38,160
Additional Elements Subtotal (ROUNDED)			\$ 356,000
TOTAL CONSTRUCTION COST (ROUNDED)			\$ 1,628,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)			
Engineering Design and Bid Phase Services	15%	\$	244,200
Engineering - Construction Contract Administration and Observation	8.0%	\$	130,240
Construction Permitting, includes 1200-C	2.5%	\$	40,700
Geotechnical Investigation	3.0%	\$	48,840
Environmental and Permitting	6.0%	\$	97,680
Phase 1 Environmental Site Assessment			
Wetland Delineation for Ash Creek Trail Connection			
Removal Fill Permits (USACE/ODSL/ODEQ)			
Floodplain Permits			
Legal, Administrative, and Funding, including right-of-way	2.5%	\$	40,700
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)			\$ 602,000
Total Project Costs (rounded, without escalation or contingency)			\$ 2,230,000
		Percentage	Item Cost
Contingency (applied to total costs)			
Contingency	30%		\$669,000
Total Project Costs (rounded, without escalation)			\$ 2,899,000

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Project Title:	Location:
Independence PSMP - Pfaff	1000 Wild Rose Ct, Independence, OR 97351

Project Identifier:
CIP 1.6

Need For Project:
Priority #8 from Independence Park System Master Plan Survey #2

Objective:
Add Shade Trees to South Side of Lot; Replace Picnic Table Under Shelter; Replace Playground with Accessible and Durable Equipment; Regrade and Replace Lawn With Plantings to Address Drainage issue; Resurface and Re-Stripe Basketball Court; Add bike racks; Stripe parking lot, including ADA stall(s); add driveway from North Gun Club Road; replace uneven sidewalks

Design Considerations:
N/A



General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Picnic Table	1	EA	\$ 1,800	\$ 1,800	
Concrete Sidewalks	33	SY	\$ 138	\$ 4,554	
Playground					
Equipment - Playground	1	LS	\$ 250,000	\$ 250,000	
Surfacing - Playground	2,900	SF	\$ 32	\$ 92,800	
Drainage - Playground	2,900	SF	-	\$ -	
Transportation / Parking					
Striping - Parking	54	LF	\$ 60	\$ 3,240	
Bike Racks	1	EA	\$ 650	\$ 650	
ADA Signage	1	EA	\$ 500	\$ 500	
Concrete Sidewalks	153	SY	\$ 138	\$ 21,114	
ADA Curb Ramp	1	EA	\$ 4,000	\$ 4,000	
Frontage Improvements (Half Street)	40	FT	\$ 950	\$ 38,000	
Asphalt Removal	938	SY	\$ 18	\$ 16,884	
Asphalt Surfacing	938	SY	\$ 95	\$ 89,110	
Sports Facility					
1/2 Basketball Court - Concrete Surfacing	2,350	SF	\$ 6	\$ 14,100	
Striping - Sports Facility	275	LF	\$ 1	\$ 275	
Utilities					
Lighting - Sports Facility	12	EA	\$ 1,690	\$ 20,280	
Power	1	LS	\$ 30,000	\$ 30,000	
Irrigation - Repair	25,000	SF	\$ 1	\$ 25,000	
Drainage - Interior Site	25,000	SF	\$ 3	\$ 75,000	
Restrooms - New	1	LS	\$ 450,000	\$ 450,000	
Sewer service	1	LS	\$ 30,000	\$ 30,000	
Water	1	LS	\$ 30,000	\$ 30,000	
Lawn/Plantings					
Sod, bluegrass, on level ground, 1000 sf	25	MSF	\$ 708	\$ 17,700	
Tree (soil and mulch included)	15	EA	\$ 600	\$ 9,000	
Construction Subtotal (ROUNDED)					\$ 1,224,000
Percentage					Item Cost



Project Title:		Location:	
Independence PSMP - Pfaff		1000 Wild Rose Ct, Independence, OR 97351	
Project Identifier:			
CIP 1.6			
Need For Project:			
Priority #8 from Independence Park System Master Plan Survey #2			
Objective:			
Add Shade Trees to South Side of Lot; Replace Picnic Table Under Shelter; Replace Playground with Accessible and Durable Equipment; Regrade and Replace Lawn With Plantings to Address Drainage issue; Resurface and Re-Stripe Basketball Court; Add bike racks; Stripe parking lot, including ADA stall(s); add driveway from North Gun Club Road; replace uneven sidewalks			
Design Considerations:			
N/A			
Additional Elements (estimated % of above)			
Mobilization and Administration	10%	\$	122,400
Bonding	5.0%	\$	61,200
Contractor Overhead and Profit	10%	\$	122,400
Prevailing Wages	3.0%	\$	36,720
Additional Elements Subtotal (ROUNDED)			\$ 343,000
TOTAL CONSTRUCTION COST (ROUNDED)			\$ 1,567,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)			
Engineering Design and Bid Phase Services	15%	\$	235,050
Engineering - Construction Contract Administration and Observation	8.0%	\$	125,360
Construction Permitting, includes 1200-C	2.5%	\$	39,175
Geotechnical Investigation	0.0%	\$	-
Environmental and Permitting	0.0%	\$	-
Legal, Administrative, and Funding, including right-of-way	2.5%	\$	39,175
Plans and Contract Documents Subtotal (ROUNDED)			\$ 439,000
Total Project Costs (rounded, without escalation or contingency)			\$ 2,006,000
Contingency (applied to total costs)		Percentage	Item Cost
Contingency		30%	\$601,800
Total Project Costs (rounded, without escalation)			\$ 2,608,000

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Project Title: Independence PSMP - Dog Park		Location: 54 Grand St, Independence, OR 97351			
Project Identifier: CIP 1.7					
Need For Project: Priority #9 from Independence Park System Master Plan Survey #2					
Objective: Additional Shade Trees; Consider Converting Some/All Lawn Area to Wood Bark Mulch; Update or Add Obstacle Course Items; Add bike racks; pave and stripe lot; add ADA parking; Paved Sidewalk to Connect to Willamette River Trail and Main St. Design Considerations: • Specialty use					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Dog Obstacle Course Items	3	LS	\$ 6,000	\$ 18,000	
Drinking Fountain with pet bowl	1	EA	\$ 5,000	\$ 5,000	
Interpretive Maps/Signs	1	LS	\$ 5,000	\$ 5,000	
Lawn/Plantings					
Mulch, assume wood chip	807	CY	\$ 65	\$ 52,455	
Tree (soil and mulch included)	8	EA	\$ 600	\$ 4,800	
Utilities					
Restrooms - New	1	LS	\$ 450,000	\$ 450,000	
Sewer service	1	LS	\$ 30,000	\$ 30,000	
Water	1	LS	\$ 30,000	\$ 30,000	
Construction Subtotal (ROUNDED)					\$ 595,000
			Percentage	Item Cost	
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 59,500	
Bonding			5.0%	\$ 29,750	
Contractor Overhead and Profit			10%	\$ 59,500	
Prevailing Wages			3.0%	\$ 17,850	
Additional Elements Subtotal (ROUNDED)					\$ 167,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 762,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 114,300	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 60,960	
Construction Permitting, includes 1200-C			3.5%	\$ 26,670	
Geotechnical Investigation			0.0%	-	<i>None anticipated</i>
Environmental and Permitting			0.0%	-	<i>None anticipated</i>
Legal, Administrative, and Funding, including right-of-way			2.5%	\$ 19,050	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 221,000
Total Project Costs (rounded, without escalation or contingency)					\$ 983,000
			Percentage	Item Cost	
Contingency (applied to total costs)					
Contingency			30%		\$294,900
Total Project Costs (rounded, without escalation)					\$ 1,278,000

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Project Title: Independence PSMP - Grand St. Park Field		Location: 54 Grand St, Independence, OR 97351			
Project Identifier: CIP 1.8					
Need For Project: Priority #10 from Independence Park System Master Plan Survey #2					
Objective: Add Canopy Trees Along West Side of Path for Shade; Picnic Shelters and Tables to Support Informal Sports; Add Bike Racks; pave and restripe parking lot; add ADA parking; Add Loop Path Around Park Open Space Perimeter; add benches along walking path Design Considerations: • New sidewalks and new/replaced pavements within the riparian zone will require storm water management facilities site					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Picnic Shelter	2	EA	\$ 80,000	\$ 160,000	
Picnic Table	10	EA	\$ 1,800	\$ 18,000	
Concrete Sidewalks	1,333	SY	\$ 138	\$ 183,954	
Park Bench	8	EA	\$ 1,200	\$ 9,600	
Transportation / Parking					
Concrete Sidewalks	333	SY	\$ 138	\$ 45,954	
Asphalt Surfacing	1,680	SY	\$ 95	\$ 159,600	
Striping - Parking	1,254	LF	\$ 2	\$ 2,508	
Bike Racks	1	EA	\$ 650	\$ 650	
ADA Curb Ramp	2	EA	\$ 4,000	\$ 8,000	
ADA Signage	4	EA	\$ 500	\$ 2,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 20,000	\$ 20,000	
Lawn/Plantings					
Tree (soil and mulch included)	25	EA	\$ 600	\$ 15,000	
General Understory Planting (soil and mulch included)	10,000	SF	\$ 8	\$ 80,000	
Irrigation - New	10,000	SF	\$ 3	\$ 25,000	
Construction Subtotal (ROUNDED)					\$ 730,000
Percentage					
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 73,000	
Bonding			5.0%	\$ 36,500	
Contractor Overhead and Profit			10%	\$ 73,000	
Prevailing Wages			3.0%	\$ 21,900	
Additional Elements Subtotal (ROUNDED)					\$ 204,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 934,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 140,100	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 74,720	
Construction Permitting, includes 1200-C			3.5%	\$ 32,690	
Geotechnical Investigation			0.0%	\$ -	None anticipated
Environmental and Permitting			0.0%	\$ -	None anticipated
Legal, Administrative, and Funding, including right-of-way			2.5%	\$ 23,350	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 271,000
Total Project Costs (rounded, without escalation or contingency)					\$ 1,205,000
Percentage					
Item Cost					
Contingency (applied to total costs)					
Contingency			30%		\$ 361,500
Total Project Costs (rounded, without escalation)					\$ 1,567,000

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Project Title: Independence PSMP - Sunset Meadows		Location: Between Maple and Chestnut Streets			
Project Identifier: CIP 1.9 Need For Project: Priority #11 from Independence Park System Master Plan Survey #2 Objective: Add bike racks Design Considerations: <ul style="list-style-type: none"> Newly constructed, low priority for additions or changes Limited space Close adjacency to residences 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Transportation / Parking					
Bike Racks	4	EA	\$ 650	\$ 2,600	
Construction Subtotal (ROUNDED)					\$ 2,600
Percentage					Item Cost
Additional Elements (estimated % of above)					
Mobilization and Administration			0.0%	\$0.00	By City Staff
Bonding			0.0%	\$0.00	By City Staff
Contractor Overhead and Profit			0.0%	\$0.00	By City Staff
Prevailing Wages			0.0%	\$0.00	By City Staff
Additional Elements Subtotal (ROUNDED)					\$ -
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 2,600
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			0.0%	\$ -	None anticipated
Engineering - Construction Contract Administration and Observation			0.0%	\$ -	None anticipated
Construction Permitting, includes 1200-C			0.0%	\$ -	None anticipated
Geotechnical Investigation			0.0%	\$ -	None anticipated
Environmental and Permitting			0.0%	\$ -	None anticipated
Legal, Administrative, and Funding, including right-of-way			0.0%	\$ -	None anticipated
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ -
Total Project Costs (rounded, without escalation or contingency)					\$ 2,600
Percentage					Item Cost
Contingency (applied to total costs)					
Contingency			30%		\$780
Total Project Costs (rounded, without escalation)					\$ 3,400

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Trail Project Location/Extents	Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. Monmouth Ash Creek Trail Master plan for additional information for design.
Along Ash Creek, between Western City boundary to City Property A. Includes Access Easement	

Project Identifier:	T-A
Objective:	
Per the Monmouth Ash Creek Trail Master Plan, a phased implementation of raised and surface trailways, and road crossings. Encompasses Sections D & E and Crossing 5 (Gun Club Road, RRFB) & 6 (16th Street, marked crosswalk). Includes Shared Use Surface Trail - 0.11 miles and Shared Use Raised Trail - 0.73 miles	
Design Considerations:	
<ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges Includes crossing of Ash Creek with new wooden bridge 	



Section D: Will require access easements from tax lot 24544 (Atkinson) and tax lot 24345 (Creekside Meadows).
 Section E: Will require easements from tax lot 24375 (Romano/Cummins) and tax lot 24428 (Farm Worker Housing Development), and possibly tax lot 24147 (Cooper) or tax lot 24453 (Pena). Will require easement/permission to construct trail on school district property.

General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Trails					
Shared Use Surface Trail (Concrete)	774	SY	\$ 274	\$ 212,076	
Shared Use Raised Trail (Bridge)	55	LF	\$ 2,000	\$ 110,000	
Shared Use Raised Trail (Boardwalk)	3,854	LF	\$ 200	\$ 770,800	
Transportation / Parking					
Concrete Sidewalks	26	SY	\$ 138	\$ 3,588	
Concrete Curb and Gutter	40	LF	\$ 58	\$ 2,320	
ADA Curb Ramp	4	EA	\$ 4,000	\$ 16,000	
ADA Signage	4	EA	\$ 500	\$ 2,000	
RRFBs	1	EA	\$ 75,000	\$ 75,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 119,000	\$ 119,000	
				Construction Subtotal (ROUNDED)	\$ 1,311,000
				Percentage	Item Cost
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 131,100	
Bonding			5.0%	\$ 65,550	
Contractor Overhead and Profit			10%	\$ 131,100	
Prevailing Wages			3.0%	\$ 39,330	
				Additional Elements Subtotal (ROUNDED)	\$ 367,000
				TOTAL CONSTRUCTION COST (ROUNDED)	\$ 1,678,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 251,700	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 134,240	
Construction Permitting, includes 1200-C			3.5%	\$ 58,730	
Geotechnical Investigation			4.0%	\$ 67,120	
Environmental and Permitting			6.0%	\$ 100,680	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			6.5%	\$ 109,070	
				Plans, Permitting, and Contract Documents Subtotal (ROUNDED)	\$ 722,000
				Total Project Costs (rounded, without escalation or contingency)	\$ 2,400,000
				Percentage	Item Cost
Contingency (applied to total costs)					
Contingency			30%		\$ 720,000
				Total Project Costs (rounded, without escalation)	\$ 3,120,000

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Trail Project Location/Extents	
Along Ash Creek, between City Property A and Main St.	<p>Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. Monmouth Ash Creek Trail Master plan for additional information for design.</p>

Project Identifier: T-B

Objective:
 Per the Monmouth Ash Creek Trail Master Plan, a phased implementation of raised and surface trailways, and road crossings. Encompasses Sections A (under OR51 Bridge), B (under railroad trestle with 2 creek crossings), & C and Crossings 1, 2, 3, & 4. Includes Shared Use Raised Trail - 1.34 miles

Design Considerations:

- Waterway permitting costs and time delays
- Costs of raised walkways and bridges
- May need phased construction
- Need permit from ODOT for work under the OR51 bridge
- Grade changes from top of bank under trestle must meet ADA.
- Will need permit from Portland and Western RR and ODOT Rail for undercrossing.

Special design requirements apply

- Coordination with City WWTP



Crossing 1 (Riverview Park, Construct trailhead with map, trail information, lighting, and benches. Construct bridge over Ash Creek)

Crossing 2 (Construct ADA accessible ramp from Ash Street to the proposed trail)

Crossing 3 (5th Street, Construct new wooden bridge and 10-foot-wide concrete shared use path to access 5th Street right-of-way and Independence Elementary School. Construct / improve sidewalks on 5th Street to school.

Crossing 4 (10th Street / YMCA, Develop trailhead / parking. Construct 10-foot-wide concrete access trail and bridge over Ash Creek through Boise Cascade property. Will require access easements from tax lot 24361 (Fitts) and 24348 (Reich).

General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Park Amenities					
Trailhead	2	LS	\$ 35,000	\$ 70,000	
Trails					
Shared Use Raised Trail (Bridge)	7,075	LF	\$ 250	\$ 1,768,750	
Transportation / Parking					
Concrete Sidewalks	134	SY	\$ 138	\$ 18,492	
Concrete Curb and Gutter	100	LF	\$ 58	\$ 5,800	
ADA Curb Ramp	8	EA	\$ 4,000	\$ 32,000	
ADA Signage	8	EA	\$ 500	\$ 4,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 190,000	\$ 190,000	
Construction Subtotal (ROUNDED)					\$ 2,089,000
Additional Elements (estimated % of above)					
			Percentage	Item Cost	
Mobilization and Administration			10%	\$ 208,900	
Bonding			5.0%	\$ 104,450	
Contractor Overhead and Profit			10%	\$ 208,900	
Prevailing Wages			3.0%	\$ 62,670	
Additional Elements Subtotal (ROUNDED)					\$ 585,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 2,674,000



Trail Project Location/Extents	
Along Ash Creek, between City Property A and Main St.	<p>Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. Monmouth Ash Creek Trail Master plan for additional information for design.</p>

Project Identifier: T-B

Objective:
 Per the Monmouth Ash Creek Trail Master Plan, a phased implementation of raised and surface trailways, and road crossings. Encompasses Sections A (under OR51 Bridge), B (under railroad trestle with 2 creek crossings), & C and Crossings 1, 2, 3, & 4. Includes Shared Use Raised Trail - 1.34 miles

Design Considerations:

- Waterway permitting costs and time delays
- Costs of raised walkways and bridges
- May need phased construction
- Need permit from ODOT for work under the OR51 bridge
- Grade changes from top of bank under trestle must meet ADA.
- Will need permit from Portland and Western RR and ODOT Rail for undercrossing.

Special design requirements apply

- Coordination with City WWTP



Crossing 1 (Riverview Park, Construct trailhead with map, trail information, lighting, and benches. Construct bridge over Ash Creek)

Crossing 2 (Construct ADA accessible ramp from Ash Street to the proposed trail)

Crossing 3 (5th Street, Construct new wooden bridge and 10-foot-wide concrete shared use path to access 5th Street right-of-way and Independence Elementary School. Construct / improve sidewalks on 5th Street to school.

Crossing 4 (10th Street / YMCA, Develop trailhead / parking. Construct 10-foot-wide concrete access trail and bridge over Ash Creek through Boise Cascade property. Will require access easements from tax lot 24361 (Fitts) and 24348 (Reich).

Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)			
Engineering Design and Bid Phase Services	15%	\$	401,100
Engineering - Construction Contract Administration and Observation	8.0%	\$	213,920
Construction Permitting, includes 1200-C, ODOT, ODOT Rail, and PWRR	15.0%	\$	401,100
Geotechnical Investigation	3.0%	\$	80,220
Environmental and Permitting	8.0%	\$	213,920
Wetland Delineation			
Removal Fill Permits (USACE/ODSL/ODEQ)			
Floodplain Permits			
Legal, Administrative, and Funding, including right-of-way	4.5%	\$	120,330
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)			\$ 1,431,000
Total Project Costs (rounded, without escalation or contingency)			\$ 4,105,000
	Percentage	Item Cost	
Contingency (applied to total costs)			
Contingency	30%		\$1,231,500
Total Project Costs (rounded, without escalation)			\$ 5,336,500

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Trail Project Location/Extents						
On Wastewater Treatment Plant property, West of Williams St		Refer to the following items for additional information: Trail project overview in the PSMP for additional location information.				
Project Identifier: <p style="text-align: center;">T-C</p> Objective: Includes Shared Use Surface Trail - 0.52 miles Design Considerations: <ul style="list-style-type: none"> • Access, security, and land use of Water and Wastewater Treatment Plant (WWTP) • On-street sections may trigger unanticipated street improvements • Path not allowed on WWTP site and would go through industrial properties. (Not feasible) 		Assumes easements and right-of-way would be required.				
General Line Item		Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Trails						
Shared Use Surface Trail (Concrete)		3,661	SY	\$ 250	\$ 915,250	
Construction Subtotal (ROUNDED)						\$ 915,000
				Percentage	Item Cost	
Additional Elements (estimated % of above)						
Mobilization and Administration				10%	\$ 91,500	
Bonding				5.0%	\$ 45,750	
Contractor Overhead and Profit				10%	\$ 91,500	
Prevailing Wages				3.0%	\$ 27,450	
Additional Elements Subtotal (ROUNDED)						\$ 256,000
TOTAL CONSTRUCTION COST (ROUNDED)						\$ 1,171,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)						
Engineering Design and Bid Phase Services				15%	\$ 175,650	
Engineering - Construction Contract Administration and Observation				8.0%	\$ 93,680	
Construction Permitting, includes 1200-C				3.5%	\$ 40,985	
Geotechnical Investigation				0.0%	\$ -	None anticipated
Environmental and Permitting				0.0%	\$ -	None anticipated
Legal, Administrative, and Funding, including right-of-way				8.0%	\$ 93,680	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)						\$ 404,000
Total Project Costs (rounded, without escalation or contingency)						\$ 1,575,000
				Percentage	Item Cost	
Contingency (applied to total costs)						
Contingency				30%	+RC[-1]*R34C7	\$472,500
Total Project Costs (rounded, without escalation)						\$ 2,047,500

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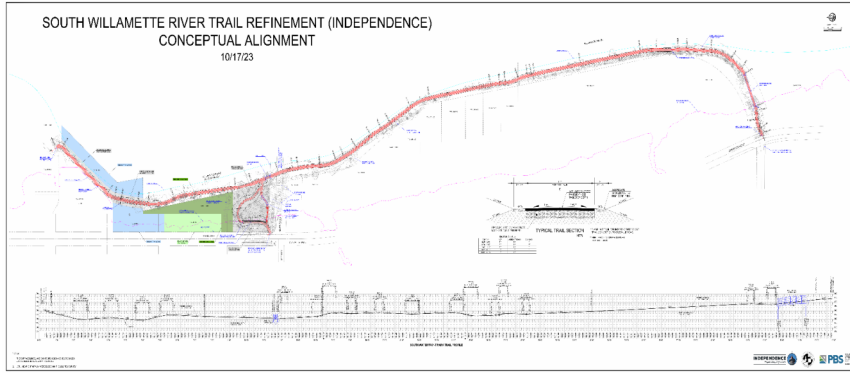


Trail Project Location/Extents					
Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St.		Refer to the following items for additional information: Trail project overview in the PSMP for additional location information.			
Project Identifier: T-D					
Objective: Includes Shared Use Surface Trail - 0.64 miles and Shared Use Raised Trail - 0.07 miles					
Design Considerations:					
<ul style="list-style-type: none"> • Access, security, and land use of Waste Water Treatment Plant • Waterway permitting costs and time delays • Existing wetland and stormwater drainage path 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Trails					
Shared Use Surface Trail (Concrete)	4,506	SY	\$ 250	\$ 1,126,500	
Shared Use Raised Trail (Bridge)	575	LF	\$ 500	\$ 287,500	
Transportation / Parking					
Concrete Sidewalks	34	SY	\$ 138	\$ 4,692	
Concrete Curb and Gutter	25	LF	\$ 58	\$ 1,450	
ADA Curb Ramp	2	EA	\$ 4,000	\$ 8,000	
ADA Signage	2	EA	\$ 500	\$ 1,000	
RRFBs	1	EA	\$ 75,000	\$ 75,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 143,000	\$ 143,000	
Construction Subtotal (ROUNDED)					\$ 1,647,000
		Percentage	Item Cost		
Additional Elements (estimated % of above)					
Mobilization and Administration		10%	\$	164,700	
Bonding		5.0%	\$	82,350	
Contractor Overhead and Profit		10%	\$	164,700	
Prevailing Wages		3.0%	\$	49,410	
Additional Elements Subtotal (ROUNDED)					\$ 461,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 2,108,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services		15%	\$	316,200	
Engineering - Construction Contract Administration and Observation		8.0%	\$	168,640	
Construction Permitting, includes 1200-C		3.5%	\$	73,780	
Geotechnical Investigation		2.0%	\$	42,160	
Environmental and Permitting		4.0%	\$	84,320	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way		2.5%	\$	52,700	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 738,000
Total Project Costs (rounded, without escalation or contingency)					\$ 2,846,000
		Percentage	Item Cost		
Contingency (applied to total costs)					
Contingency		30%			\$853,800
Total Project Costs (rounded, without escalation)					\$ 3,699,800

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Trail Project Location/Extents	<p>Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. South Willamette River Trail Refinement Project for design information.</p>
<p>Along City Property B, connecting Independence Landing with S. Main St.</p>	
<p>Project Identifier:</p> <p style="text-align: center;">T-E</p> <p>Objective:</p> <p>Per South Willamette River Trail Refinement Concept, mix of raised and surface trails</p> <p>Design Considerations:</p> <ul style="list-style-type: none"> • Waterway permitting costs and time delays • Costs of raised walkways and bridges 	<p>Project will require new right-of-way. Assumes project will require federal dollars for design and construction.</p>



General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Trails					
Shared Use Surface Trail (Asphalt)	1	LS	\$ 1,243,582	\$ 1,243,582	1
Shared Use Raised Trail (Bridge)	1	LS	\$ 897,120	\$ 897,120	1
Transportation / Parking					
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 535,000	\$ 535,000	
Construction Subtotal (ROUNDED)					\$ 2,675,700
Additional Elements (estimated % of above)					
			Percentage	Item Cost	
Mobilization and Administration			10%	\$ 267,570	
Bonding			5.0%	\$ 133,785	
Contractor Overhead and Profit			10%	\$ 267,570	
Prevailing Wages			3.0%	\$ 80,271	
Additional Elements Subtotal (ROUNDED)					\$ 749,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 3,424,700
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			22%	\$ 753,434	1
Engineering - Construction Contract Administration and Observation			12.0%	\$ 410,964	1
Construction Permitting, includes 1200-C			3.5%	\$ 119,865	
Geotechnical Investigation			4.0%	\$ 136,988	
Environmental and Permitting			8.0%	\$ 273,976	
National Environmental Policy Act					
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			25.0%	\$ 856,175	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 2,551,000
Total Project Costs (rounded, without escalation or contingency)					\$ 5,975,700
Contingency (applied to total costs)					
Contingency			#####		\$1,792,710
Total Project Costs (rounded, without escalation)					\$ 7,768,400

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1: Trail costs are based upon the South Willamette River Trail Refinement Project, 2023, escalated to 2025 (<https://www.ci.independence.or.us/willamette-river-trail/#bd08a020afa902b36>) by 12%



Trail Project Location/Extents					
Main St to Willamette River Trail, North of the Dog Park		Refer to the following items for additional information: Trail project overview in the PSMP for additional location information.			
Project Identifier: T-F					
Objective: Widened sidewalk connection from Main St, around future improved parking lot at Dog Park; Shared Use Surface Trail - 0.16 miles					
Design Considerations: None.					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost	Total Cost (2025 Dollars)
Transportation / Parking					
Concrete Sidewalks	1,126	SY	\$ 138	\$ 155,388	
Concrete Curb and Gutter	845	LF	\$ 58	\$ 49,010	
Asphalt Surfacing	188	SY	\$ 95	\$ 17,860	
ADA Curb Ramp	2	EA	\$ 4,000	\$ 8,000	
ADA Signage	2	EA	\$ 500	\$ 1,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 23,000	\$ 23,000	
Construction Subtotal (ROUNDED)					\$ 254,000
		Percentage	Item Cost		
Additional Elements (estimated % of above)					
Mobilization and Administration		10%	\$ 25,400		
Bonding		5.0%	\$ 12,700		
Contractor Overhead and Profit		10%	\$ 25,400		
Prevailing Wages		3.0%	\$ 7,620		
Additional Elements Subtotal (ROUNDED)					\$ 71,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 325,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services		15%	\$ 48,750		
Engineering - Construction Contract Administration and Observation		8.0%	\$ 26,000		
Construction Permitting, includes 1200-C		3.5%	\$ 11,375		
Geotechnical Investigation		0.0%	\$ -	None anticipated.	
Environmental and Permitting		0.0%	\$ -	None anticipated.	
Legal, Administrative, and Funding, including right-of-way		2.5%	\$ 8,125		
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 94,000
Total Project Costs (rounded, without escalation or contingency)					\$ 419,000
		Percentage	Item Cost		
Contingency (applied to total costs)					
Contingency		30%			\$125,700
Total Project Costs (rounded, without escalation)					\$ 544,700

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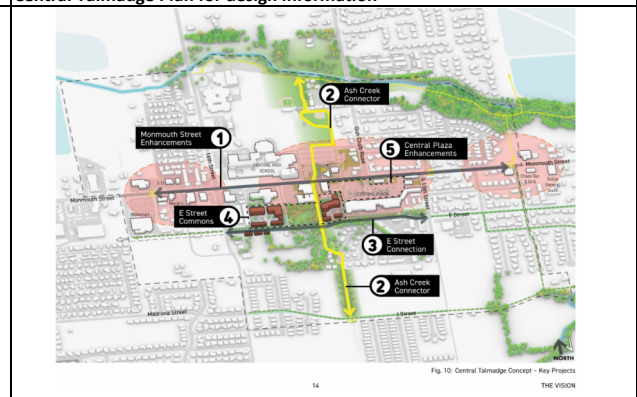
Trail Project Location/Extents					
Along South Fork Ash Creek, on west side of Mt. Fir Park		Refer to the following items for additional information: Trail project overview in the PSMP for additional location information.			
Project Identifier: T-G					
Objective: Raised trail and bridge crossing tied into future parking lot improvements at Mt Fir Park. Includes Shared Use Raised Trail - 0.20 miles					
Design Considerations:					
<ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges Requires bridge condition assessment May need phased construction 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost (Rounded)	Total Cost (2025 Dollars)
Trail					
Shared Use Raised Trail (Bridge)	60	LF	\$ 2,500	\$ 150,000	
Shared Use Raised Trail (Boardwalk)	1,348	LF	\$ 200	\$ 269,600	
Transportation / Parking					
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 42,000	\$ 42,000	
Construction Subtotal (ROUNDED)					\$ 462,000
				Percentage	Item Cost
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 46,200	
Bonding			5.0%	\$ 23,100	
Contractor Overhead and Profit			10%	\$ 46,200	
Prevailing Wages			3.0%	\$ 13,860	
Additional Elements Subtotal (ROUNDED)					\$ 129,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 591,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			20%	\$ 118,200	Includes bridge condition assessment
Engineering - Construction Contract Administration and Observation			8.0%	\$ 47,280	
Construction Permitting, includes 1200-C			3.5%	\$ 20,685	
Geotechnical Investigation			4.0%	\$ 23,640	
Environmental and Permitting			8.0%	\$ 47,280	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			2.5%	\$ 14,775	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 272,000
Total Project Costs (rounded, without escalation or contingency)					\$ 863,000
				Percentage	Item Cost
Contingency (applied to total costs)					
Contingency			30%		\$258,900
Total Project Costs (rounded, without escalation)					\$ 1,121,900

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Trail Project Location/Extents Ash Creek Trail Connection East of Talmadge Rd, between Southern City boundary and Monmouth St.	Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. Central Talmadge Plan for design information
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Project Identifier: <p style="text-align: center;">T-H</p> Objective: Reference Central Talmadge Plan, To be determined by future layout by development. Connects from Monmouth Street/OR51 to Madrona Street along the existing Bonneville Power Administration utility corridor. Assume 1,950 feet long, 12-foot -wide shared use path. Design Considerations: <ul style="list-style-type: none"> Will require easements/right-of-way



General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost (Rounded)	Total Cost (2025 Dollars)
Trails					
Shared Use Surface Trail (Concrete)	2,600	SY	\$ 274	\$ 712,400	<i>Assume 10 ft wide</i>
Transportation / Parking					
Concrete Sidewalks	104	SY	\$ 138	\$ 14,352	<i>Assume 20 ft long each xing</i>
Concrete Curb and Gutter	160	LF	\$ 58	\$ 9,280	
ADA Curb Ramp	8	EA	\$ 4,000	\$ 32,000	
ADA Signage	16	EA	\$ 500	\$ 8,000	
RRFBs	3	EA	\$ 125,000	\$ 375,000	
Stormwater management facilities, includes plantings and soil amendments	1	LS	\$ 115,000	\$ 115,000	
Utilities					
Power	1	LS	\$ 30,000	\$ 30,000	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	20	EA	\$ 2,500	\$ 50,000	
Construction Subtotal (ROUNDED)				\$	1,346,000
				Percentage	Item Cost
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 134,600	
Bonding			5.0%	\$ 67,300	
Contractor Overhead and Profit			10%	\$ 134,600	
Prevailing Wages			3.0%	\$ 40,380	
Additional Elements Subtotal (ROUNDED)				\$	377,000
TOTAL CONSTRUCTION COST (ROUNDED)				\$	1,723,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 258,450	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 137,840	
Construction Permitting, includes 1200-C			3.5%	\$ 60,305	
Geotechnical Investigation			2.0%	\$ 34,460	
Environmental and Permitting			6.0%	\$ 103,380	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			8.0%	\$ 137,840	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)				\$	732,000
Total Project Costs (rounded, without escalation or contingency)				\$	2,455,000
				Percentage	Item Cost
Contingency (applied to total costs)					
Contingency			50%		\$1,227,500
Total Project Costs (rounded, without escalation)				\$	3,682,500

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Trail Project Location/Extents					
Along South Fork Ash Creek, as part of the SW Concept Plan		Refer to the following items for additional information: Trail project overview in the PSMP for additional location information. Southwest Independence Concept Plan for planning information.			
Project Identifier: Objective: Reference Southwest Independence Concept Plan, To be determined by future layout by development. Assume 5,000 feet long pathway, 3/4 at grade, 1/4 raised Design Considerations: <ul style="list-style-type: none"> Waterway permitting costs and time delays Costs of raised walkways and bridges 					
General Line Item	Estimated Quantity	Unit	Unit Price	Item Cost (Rounded)	Total Cost (2025 Dollars)
Park Amenities					
Shared Use Surface Trail (Concrete)	5,000	SY	\$ 274	\$ 1,370,000	
Shared Use Raised Trail (Boardwalk)	1,944	LF	\$ 200	\$ 388,800	
Shared Use Raised Trail (Bridge)	45	LF	\$ 2,500	\$ 112,500	
Utilities					
Power	1	LS	\$ 30,000	\$ 30,000	
Pedestrian Pathway Lighting, assume 1 every 100 ft of pathway	50	EA	\$ 2,500	\$ 125,000	
Construction Subtotal (ROUNDED)					\$ 2,026,000
		Percentage	Item Cost		
Additional Elements (estimated % of above)					
Mobilization and Administration			10%	\$ 202,600	
Bonding			5.0%	\$ 101,300	
Contractor Overhead and Profit			10%	\$ 202,600	
Prevailing Wages			3.0%	\$ 60,780	
Additional Elements Subtotal (ROUNDED)					\$ 567,000
TOTAL CONSTRUCTION COST (ROUNDED)					\$ 2,593,000
Plans, Permitting, and Contract Documents (estimated % of Total Construction Cost)					
Engineering Design and Bid Phase Services			15%	\$ 388,950	
Engineering - Construction Contract Administration and Observation			8.0%	\$ 207,440	
Construction Permitting, includes 1200-C			3.5%	\$ 90,755	
Geotechnical Investigation			6.0%	\$ 155,580	
Environmental and Permitting			8.0%	\$ 207,440	
Wetland Delineation					
Removal Fill Permits (USACE/ODSL/ODEQ)					
Floodplain Permits					
Legal, Administrative, and Funding, including right-of-way			8.0%	\$ 207,440	
Plans, Permitting, and Contract Documents Subtotal (ROUNDED)					\$ 1,258,000
Total Project Costs (rounded, without escalation or contingency)					\$ 3,851,000
		Percentage	Item Cost		
Contingency (applied to total costs)					
Contingency			50%		\$1,925,500
Total Project Costs (rounded, without escalation)					\$ 5,776,500

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https://www.ci.independence.or.us/wp-content/uploads/2023/01/conceptplan_final_complete.pdf

RECREATION

The City of Independence Parks and Open Space Master Plan (2025) is adopted by reference as a portion of this Comprehensive Plan. Please view the document for background information. Goals and policies for Recreation are presented below.

GOAL: To address the evolving recreational needs of community members of all demographics and abilities, ensure that parks and recreational facilities reflect current and future recreational trends, and promote community livability and life-long physical health for Independence residents and visitors, consistent with community priorities and available resources.

Policies

1. Independence shall meet its current and future recreational needs through implementation of the 2025 Park System Master Plan as a supporting document of the Comprehensive Plan.
2. Independence shall continue to identify, refine, and administer a set of funding mechanisms that will help pay for the development and maintenance of parks and recreation facilities in a cost-effective, financially feasible manner.
3. Independence shall continue to realize the incredible potential of the Willamette Riverfront by enhancing existing facilities and creating new ones along the river.
4. Independence shall create recreational opportunities for visitors that can enhance the City's economic vitality.
5. Independence shall continue to plan for development of new parks and/or enhancements to existing parks in future growth areas and new developments, consistent with the Park System Master Plan.
6. Independence shall partner with community groups to continue to help maintain and enhance parks and recreation facilities and programs.
7. Independence shall provide facilities for people to walk and bicycle for recreation, travel, health and fitness; and create connections to travel between different parks and recreation areas by walking, bicycling, and other forms of active travel in coordination and consistent with implementation of the City's Transportation System Plan.
8. Independence shall provide gathering spaces and related facilities for community and family gatherings in all neighborhood and community parks and shall preserve or enhance connection to place, local history, or culture.
9. Independence shall protect and enhance natural systems to help nature thrive into the future in ways that protect the community from extreme weather and other hazards.



INDEPENDENCE

Oregon's Story Begins Here

UPDATE TO PARK SYSTEM MASTER PLAN (FILE NO. LA | 2026-02) STAFF REPORT

MEETING DATE: March 10, 2026

RECOMMENDATION: **APPROVAL**

FILE NUMBER: LA | 2026-02

RE: Public Hearing – Update to Park System Master Plan

CRITERIA: Oregon State Planning Goals
Independence Comprehensive Plan
Independence Development Code (IDC)
-Subchapter 10: General Provisions
-Subchapter 11: Administrative Provisions

CONTENTS:

- I. Summary
- II. What is the Problem?
- III. What is Proposed?
- IV. Public Process
- V. Recommendation
- VI. Staff Findings - Oregon State Planning Goals and Independence Comprehensive Plan Goals
- VII. Staff Findings – Independence Development Code

ATTACHMENTS:

- A. Proposed Park System Master Plan (158 pages)
- B. Draft Comprehensive Plan Recreation Element (1 page)

I. SUMMARY

At the meeting of March 10, 2026, the Independence City Council will hold a public hearing to consider an update to the Park System Master Plan, and related changes to the Independence Comprehensive Plan Recreation Element. The Independence Planning Commission recommended approval of the changes.

II. WHAT IS THE PROBLEM?

The City of Independence last updated its Park System Master Plan in 2015. Since that time, many of the projects identified in the plan have been completed – including several along the riverfront and at Sunset Park. The proposed plan seeks to reflect the completed projects and to address any changing conditions in the community.

III. WHAT IS PROPOSED?

The Park System Master Plan update includes:

- A detailed inventory of existing facilities, including the condition of the facilities.
- Cost estimates of likely projects.
- A prioritized list of efforts to pursue.

The proposed project list primarily focuses on existing park facilities and continues to focus significant efforts on the development of the park system along the Willamette River, with three of the top four priorities seeking the continued enhancement of the area. Strategies to improve existing parks that serve smaller neighborhoods are also proposed in the plan.

Unlike the 2015 Park System Master Plan, the update offers limited guidance about how and where parks should occur in undeveloped or underserved portions of Independence. Instead, the plan relies on subarea plans such as the Southwest Independence Concept Plan to articulate desirable park locations in certain undeveloped portions of the community. The plan additionally recommends changes to the land dedication provisions in the Independence Development Code to ensure the provision of adequate park lands.

IV. PUBLIC PROCESS

The Parks Board prepared the update to the Park System Master Plan in collaboration with the Independence Public Works Department, and consultants Keller and Associates, Greenworks and MIG. Through the process, three videos were shot to explain the update, two public open houses were held, and two surveys were conducted. Section 3 of the draft Park System Master Plan presents a summary of the public process.

Additionally, as part of the process, staff sent notice to the Department of Land Conservation and Development on December 22, 2025, published notice of the public hearing in the Polk County Itemizer-Observer on January 21, 2026, and posted notice on the City of Independence website and in city social media posts. The Independence Planning Commission additionally considered a draft of the plan on January 5, 2026, and held a public hearing on the update on February 2, 2026.

V. RECOMMENDATION

Given the public process and the findings below, staff and the Planning Commission recommend that the City Council approve of the proposed Park System Master Plan, as well as the proposed Comprehensive Plan language to accommodate the suggested plan.

VI. STAFF FINDINGS - OREGON STATE PLANNING GOALS AND INDEPENDENCE COMPREHENSIVE PLAN GOALS

Updates to the Independence Comprehensive Plan and its associated master plans are required to be consistent with the Oregon State Planning Goals, and to be adopted in accordance with Oregon law (see Independence Comprehensive Plan, Plan Amendment Procedure D). Among the applicable statewide planning goals include provisions related to Citizen Involvement (Goal 1), Land Use Planning (Goal 2), Recreation (Goal 8), and Urbanization (Goal 14). Combined these goals seek to “accommodate urban population and urban employment inside urban growth boundaries” and “ensure efficient use of land” (see Goal 14), while assuring that citizens are involved in the planning process and adequate considerations related to items such as recreation facilities are made. The Independence Comprehensive Plan, public facility master plans, and Independence Development Code help to implement the Oregon State Planning Goals in Independence. The Park System Master Plan update fits appropriately into this planning framework.

Findings related to the proposed changes are addressed below:

Goal 1. Citizen Participation. Goal 1 of the Oregon State Planning Goals looks “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” The Citizen Involvement Element of the Comprehensive Plan and Subchapter 11 of the Independence Development Code help to implement this goal.

Throughout the course of the Park System Master Plan update, the Parks Board conducted two open houses and two surveys to provide information about the project and to solicit feedback. Additionally, the city offered notice about the project on its website, newsletter and Facebook page, posted notice on the Department of Land Conservation and Development “PAPA” website, and published notice in the Polk County Itemizer-Observer.

The Planning Commission discussed the draft plan in a work session on January 5, 2026, and held a public hearing on the Park System Master Plan update on February 2, 2026. The City Council will hold a public hearing on the document on March 10.

Given the variety of outreach processes, individuals have had and will have several opportunities to learn about the proposed plan and Comprehensive Plan changes, and to be involved in the process. The proposed amendment addresses and meets Goal 1.

Goal 2. Land Use Planning. Goal 2 of the Oregon Planning Goals seeks “to establish a land use planning process and policy framework (that acts) as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.” The Land Use Element of the Independence Comprehensive Plan, which seeks “to encourage efficient land use, maintain land use designations appropriate to the character of Independence, and meet future land use needs,” and the criteria of the Independence Development Code help to implement this goal.

The update to the Park System Master Plan fits appropriately within this planning framework. The update articulates a strategy for the future of the park system that is appropriate to the character of Independence and meets future needs. The plan emphasizes development of parks, particularly along the river, and crafts strategies for neighborhood parks/mini parks to serve smaller parts of Independence. A relatively basic framework to address parks in certain undeveloped portions of the community, which primarily relies on subarea plans, such as the Southwest Independence Concept Plan and the Central Talmadge Plan, is also provided. This framework responds to the character of Independence and establishes a policy framework that will act as a basis for future planning decisions. The proposed update will address and meet Goal 2.

Goal 8: Recreational Needs. Goal 8 of the Oregon State Planning Goals seeks “to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities...” The Independence Comprehensive Plan Recreation Element, Park System Master Plan, Southwest Independence Concept Plan, and Central Talmadge Plan help apply this goal in Independence.

The update to the Parks System Master Plan has been created with this framework in mind. The plan articulates each of the existing parks in Independence and notes deficiencies in each of the facilities. The plan then crafts an improvement program for the facilities to help make the parks more usable over time. Suggested improvements to the land acquisition processes are additionally articulated for undeveloped properties in Section 7.1. Given the guidance about future land acquisition and the forethought about upcoming park improvements, the plan will help to meet the needs of citizens and visitors to Independence.

Goal 14: Urbanization. Goal 14 of the Oregon State Planning Goals looks “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment

inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The Intergovernmental Agreement between Polk County and the City of Independence (regarding the Urban Growth Boundary), the Public Facilities and Services, and Urbanization Elements of the Independence Comprehensive Plan, and the Independence Development Code help to locally implement this goal.

Key to the promotion of an urban population and level of employment in the City of Independence is the delivery of high-quality public amenities such as parks and open space areas. This plan largely achieves this end – emphasizing the continued investment in parks along the Willamette River to provide a high-quality amenity for individuals who live in Independence. Additionally, where parks exist in neighborhoods that are otherwise underserved by parks, such as in the neighborhood near Gun Club Road and Hoffman Road, the plan recommends improving existing facilities to ensure the creation of a highly livable community.

The proposed amendment addresses and meets Goal 14.

Based on this evaluation, the proposed changes effectively balance considerations about citizen involvement, public facilities, and urbanization. While the Council may recommend further revisions to the draft, the proposed draft generally achieves the Oregon State Planning Goals.

VII. STAFF FINDINGS – INDEPENDENCE DEVELOPMENT CODE

Beyond the Oregon State Planning Goals and the Comprehensive Plan, the proposed changes are required to conform with the standards of the Independence Development Code.

Subchapter 11: Administrative Provisions

11.002 Application Types and Review Procedures

All development permits and land use actions are processed under the City's administrative procedures. There are four types of actions, each with its own procedures.

...

D. Type IV Action

A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. Private parties may request a Type IV action; however, it must be initiated by the Planning Commission, or City Council. The City Council makes the final, local decision. Sections 11.025 and 11.030 list the notice and hearing requirements.

1. Amendments and Revisions of the Comprehensive Plan
2. City Plan Document Adoption, e.g. Water System Plan
3. Zoning Code Amendments

Staff Response: Staff has reviewed the Park System Master Plan as a Type IV – Legislative Review. Staff and the Independence City Council initiated the update to consider how best to address park facilities in Independence. Given the process, this standard is met.

11.015 General Provisions

In order to provide for citizen review of the planning process and the orderly keeping of records of actions relating to this Ordinance, the City shall ensure that the following measures are maintained and available for public review.

...

Staff Response: Staff has taken proper steps to ensure compliance with the standards in Independence Development Code Section 11.015, including publishing notice of the changes in the Polk County Itemizer-Observer, writing a staff report for the amendments, and keeping a file related to the proposal. This standard is met.

11.025 Notice of Public Hearings

...

B. Legislative Hearings (Type IV). Notice of Public Hearing by the Planning Commission or City Council relating to any legislative action shall be published in a newspaper of general circulation a minimum of 10 days prior to the date of the hearing. Notice shall be provided to the Department of Land Conservation and Development in conformance with DLCD rules prior to the first evidentiary hearing by the City for any legislative action.

Staff Response: Staff sent notice of the changes to the Oregon Department of Land Conservation and Development on December 22, 2025, and included information about the changes on the City of Independence Planning Department website. Staff additionally published notice of the public hearings in the Polk County Itemizer-Observer on January 21, 2026. No comments were received as of the date of this Staff Report. This standard is met.

Subchapter 12: Zone Changes and Plan Amendments

...

12.030 Standards for Plan Amendment

No plan amendment shall be approved by the Planning Commission or enacted by the City Council unless at least one of the following standards is met:

- A. The Comprehensive Plan designation for the land for which the plan amendment is initiated is erroneous and the plan amendment would correct the error;
- B. Conditions in the neighborhood surrounding the land for which the plan amendment is initiated have changed to such a degree that the Comprehensive Plan designation is no longer appropriate and the plan amendment would conform to the new conditions in the neighborhood;
- C. There is a public need for land use of the kind for which the plan amendment is initiated and that public need can best be met by the plan amendment.

Staff Response: The Park System Master Plan update addresses a public need, revising a plan that was last updated in 2015. The plan is meant to guide the effective provision of parks in Independence for the next 8 to 10 years. This standard is met.

PARK SYSTEM MASTER PLAN



THE FULL MASTER PLAN IS INCLUDED AS EXHIBIT A OF COUNCIL BILL 2026-06 ON PAGE 56 OF THIS PACKET

RECREATION

The City of Independence Parks and Open Space Master Plan (2015-2025) is adopted by reference as a portion of this Comprehensive Plan. Please view the document for background information. Goals and policies for Recreation are presented below.

GOAL: To address the evolving recreational needs of ~~the City's diverse population~~community members of all demographics and abilities, ensure that parks and recreational facilities reflect current and future recreational trends, and promote community livability and life-long physical health for Independence residents and visitors, consistent with community priorities and available resources.

Policies

1. Independence shall meet its current and future recreational needs through implementation of the ~~2015-2025 Parks and Natural Areas System~~ Master Plan as a supporting document of the Comprehensive Plan.
2. Independence shall ~~establish~~continue to identify, refine, and administer a set of funding mechanisms that will help pay for the development and maintenance of parks and recreation facilities in a cost-effective, financially feasible manner.
3. Independence shall continue to realize the incredible potential of the Willamette Riverfront by enhancing existing facilities and creating new ones along the river.
4. Independence shall create recreational opportunities for visitors that can enhance the City's economic vitality.
5. Independence shall continue to plan for development of new parks and/or enhancements to existing parks in future growth areas and new developments, consistent with the Park System Master Plan.
6. Independence shall partner with community groups to continue to help maintain and enhance parks and recreation facilities and programs.
7. Independence shall provide facilities for people to walk and bicycle for recreation, travel, health and fitness; and create connections to travel between different parks and recreation areas by walking, bicycling, and other forms of active travel in coordination and consistent with implementation of the City's Transportation System Plan.
8. Independence shall provide gathering spaces and related facilities for community and family gatherings in all neighborhood and community parks and shall preserve or enhance connection to place, local history, or culture.
9. ~~Independence shall prioritize provision and adequate maintenance of soccer fields, while also providing facilities for other sports, both formal and informal, including baseball/softball, volleyball, basketball, tennis and lawn games. Independence shall protect and enhance natural systems to help nature thrive into the future in ways that protect the community from extreme weather and other hazards.~~



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: April 14, 2026
SUBJECT: Solid Waste Rate Adjustment Request

Information Only

Action Requested

Statement of Issue: Resolution # 26-1649 regarding a request for a solid waste rate adjustment is submitted for Council consideration.

Background: Brandt's Sanitary Service (Brandt's) has an exclusive franchise with the city to provide solid waste collection and recycling services within the city limits of Independence. From 2016 through May of 2023, Brandt's did not request a rate adjustment except for a \$1.90 recycling surcharge that was added for the sole purpose of covering the additional costs of recycling. Rate adjustments based on a review of cost of service were approved in 2024 and 2025. After an annual review of services and costs was undertaken this year and based on the findings, Brandt's is requesting an increase of 3.5% across all services effective May 1, 2026.

Discussion: Staff met with representatives from Brandt's to review the solid waste rate adjustment request and associated supporting documentation. Attached is the request for this 2026 solid waste rate adjustment with confidential information redacted. Staff found the request consistent with and supported by the information provided at that meeting.

In addition to the request, during the meeting with Brandt's, staff reviewed and discussed the attached Comparative Rate Summary. Some facts not contained within that summary may be pertinent to the City Council's decision, including:

- Brandt's provides a 35-gallon container whereas some of the other jurisdictions only provide a 32-gallon container. This results in Brandt's customers receiving 3 additional gallons of waste removal for a comparable price to those jurisdictions who only provide 32-gallon containers.
- Brandt's provides a 65-gallon container whereas some of the other jurisdictions only provide a 60-gallon container. This results in Brandt's customers receiving 5

additional gallons of waste removal for a comparable price to those jurisdictions who only provide 60-gallon containers.

- Brandt's provides a 95-gallon container whereas some of the other jurisdictions only provide a 90-gallon container. This results in Brandt's customers receiving 5 additional gallons of waste removal for a comparable price to those jurisdictions who only provide 90-gallon containers.

In addition, attached to this staff report is a memorandum from Dr. Estle Harlan regarding the industry standard in Oregon on solid waste collection rates.

City ordinance requires that any rate adjustment be approved by the City Council via resolution. Based on this requirement, Resolution # 26-1649 has been prepared and attached to this document for your review.

Fiscal Impact: Rates for the city's use of garbage services will increase.

Motion:

Should Council decide to adopt Resolution # 26-1649, the suggested motion is provided below.

Suggested motion: "I move to approve Resolution # 26-1649, A Resolution Granting a Rate Adjustment to Brandt's Sanitary Service."

Attachments:

1. Comparative Rate Summary
2. Memorandum by Dr. Estle Harlan
3. Proposed Rate Increase Summary

Memo prepared by: Kenna West, City Manager

BEFORE THE INDEPENDENCE CITY COUNCIL

FOR THE STATE OF OREGON, COUNTY OF POLK

A Resolution Granting a Rate Adjustment]
to Brandt’s Sanitary Service, Inc., and]
Repealing Resolution #25-1630]

RESOLUTION NO. 26-1649

WHEREAS, through Ordinance No. 1475, passed by Council on May 12, 2009, the City of Independence (City) and Brandt’s Sanitary Service, Inc. (Brandt’s) entered into an exclusive franchise agreement which authorizes Brandt’s to operate a solid waste management and recycling service in the City; and

WHEREAS, due to increasing costs associated with providing solid waste management and recycling service, Brandt’s requests that the City Council approve a 3.5.% increase to the current rates charged for all solid waste management services provided within the City; and

WHEREAS, along with the proposed 3.5% rate increase, Brandt’s desires to maintain the current \$1.90 per cart recycling surcharge established by Resolution No. 18-1484; and

WHEREAS, Ordinance No. 1475, Section 24, states that rates for service shall be approved by resolution of the City Council and the same Section lists factors that the Council shall consider to find that a rate adjustment is necessary to maintain the quality, effectiveness, and efficiency of the service in the City; and

WHEREAS, on April 14, 2026, per ORS 294.160, the City provided an opportunity for interested persons to comment on the adoption of the proposed rate increase for solid waste management services; and

WHEREAS, after considering the factors listed in Ordinance No. 1475, Section 24, information provided by Brandt’s, and all public comments, the City Council finds that a 3.5% rate increase is necessary to maintain the quality, effectiveness, and efficiency of the service in the City.

NOW, THEREFORE, the Independence City Council resolves as follows:

1. The rate schedule for solid waste management services, attached to this Resolution as “Exhibit A,” and incorporated herein by reference, is hereby adopted.

2. The rates herein are not subject to the limitations of Measure 5.

3. Resolution No. 25-1630 and any portion of prior resolutions, establishing rates for solid waste management services in the City of Independence are hereby repealed.

All other resolutions, or portions thereof, not repealed by this Resolution, remain in full force and effect.

4. This resolution will go into effect on May 1, 2026.

PASSED by the City Council:

SIGNED by the Mayor:

KATE SCHWARZLER, MAYOR

ATTEST:

Myra Russell, City Recorder

**RATE SCHEDULE FOR BRANDT’S SANITARY SERVICE, INC.
CITY OF INDEPENDENCE: Effective May 1, 2026**

CART SERVICE RATES

(Includes: (1) Cart for solid waste collection, (2) 95 Gallon Cart for EOW mixed-recycling collection plus bin for glass and motor oil, and (3) 65 Gallon Cart for EOW yard debris collection. Rates are based on size and collection frequency of solid waste cart.)

(+\$1.90 per cart monthly recycling surcharge)

<u>Solid Waste Frequency</u>	<u>Solid Waste Cart Sizes-Monthly Rates</u>	
	Current	Proposed
	<u>35 Gallon</u>	
1 x Week	\$26.84	\$27.80 (+0.96)
Every Other Week (EOW)	\$18.28	\$18.90 (+0.62)
1 x Month	\$13.98	\$14.45 (+0.47)
	<u>65 Gallon</u>	
1 x Week	\$35.88	\$37.15 (+1.27)
Every Other Week (EOW)	\$23.69	\$24.50 (+0.81)
1 x Month	\$17.61	\$18.25 (+0.64)
	<u>95 Gallon</u>	
1 x Week	\$45.60	\$47.20 (+1.60)
Every Other Week (EOW)	\$29.52	\$30.55 (+1.03)
1 x Month	\$21.50	\$22.25 (+0.75)

MISCELLANEOUS RATES

EXTRA CAN/BAG (up to 32g) per pickup	\$10.45	\$10.80 (+0.35)
EXTRA DUMP	\$ 9.35 35g	\$9.70 (+0.35)
	\$18.70 65g	\$19.35 (+0.65)
	\$28.05 95g	\$29.05 (+1.00)
OVERFILL FEE (minimum) per pickup	\$ 6.10 35g	\$6.30 (+0.20)
	\$ 9.00 65g	\$9.30 (+0.30)
	\$11.25 95g	\$11.65 (+0.40)
ON CALL solid waste with bin recycling per pickup	\$10.40 35g	\$10.75 (+0.35)
	\$15.60 65g	\$16.15 (+0.55)
	\$20.80 95g	\$21.55 (+0.75)
Every Other Week RECYCLING ONLY Recycling-95 Gal. Cart monthly rate	\$6.85	\$7.10 (+0.25)
Every Other Week YARD DEBRIS ONLY Yard Debris-65 Gal. Cart monthly rate	\$7.05	\$7.30 (+0.25)

	Current	Proposed
Every Other Week YARD DEBRIS		
Each Additional Cart monthly rate	\$7.05	\$7.30 (+0.25)
BLOCKED/RETURN FEE	\$6.25	\$6.50 (+0.25)
UP TO HOUSE FEE– monthly fee per cart		
Weekly	\$15.60	\$16.15 (+0.55)
Bi-weekly	\$10.40	\$10.75 (+0.35)
Monthly	\$5.20	\$5.40 (+0.20)
OFF STREET - PREMIUM SERVICE DISTANCE FEE		
(If pull off road, each off-street customer gets charged farthest fee.)		
3-400 ft.	\$5.70	\$5.90 (+0.20)
401-800 ft.	\$10.90	\$11.30 (+0.40)
Over 800 ft.	\$16.10	\$16.65 (+0.55)
START UP FEE	\$36.50	\$37.40 (+0.90)
STOP SERVICE FEE	\$36.50	\$37.40 (+0.90)
EXCHANGE FEE		
(Charge applies if customer switches service which requires a receptacle to be picked up, redelivered, or returned. i.e. cart cleaning or switching sizes)		
single cart	\$21.85	\$22.60 (+0.75)
multiple carts	\$36.50	\$37.40 (+0.90)
DELIVERY FEE		
(Charge that applies if established customer Adds additional service, e.g. additional Yard Debris cart during the summer)		
single cart	\$21.85	\$22.60 (+0.75)
multiple carts	\$36.50	\$37.40 (+0.90)
REDELIVERY FEE		
(Charge that applies if customer becomes delinquent and carts are brought in and they subsequently want to resume service and have carts redelivered)		
single cart	\$21.85	\$22.60 (+0.75)
multiple carts	\$36.50	\$37.40 (+0.90)
SHARPS CONTAINER FEE \$15 new/\$15 disposal	\$15.55/\$15/55	(+0.55)

CONTAINER SERVICE

(Regular Customers: Includes 95 Gallon Cart for EOW Mixed Recycling per container; each additional 95 Gallon Cart @ \$4.95 (\$5.10 proposed) plus \$1.90 recycling surcharge per cart per month)

	Current	Proposed
REGULAR CUSTOMERS-Monthly Rate 1-1/2 Yards:		
1 pickup per week	\$124.53	\$128.90 (+4.37)
2 pickups per week	\$201.89	\$208.95 (+7.06)
3 pickups per week	\$285.47	\$295.45 (+9.98)
4 pickups per week	\$370.58	\$383.55 (+12.97)
5 pickups per week	\$451.04	\$466.85 (+15.81)
6 pickups per week	\$544.08	\$563.10 (+19.02)

ONE TIME USE 1-1/2 Yards:

3-day rental/1 dump	\$61.70	\$63.85 (+2.15)
Ea. Add. Dump	\$36.50	\$37.40 (+0.90)
Rent per day if over 3 days	\$5.60	\$5.80 (+0.20)

REGULAR CUSTOMER-Monthly Rate 2 Yards:

1 pickup per week	\$143.75	\$148.80 (+5.05)
2 pickups per week	\$266.65	\$276.00 (+9.35)
3 pickups per week	\$344.45	\$356.50 (+12.05)
4 pickups per week	\$413.11	\$427.55 (+14.44)
5 pickups per week	\$494.17	\$511.45 (+17.28)
6 pickups per week	\$579.88	\$600.20 (+20.32)

ALL CONTAINER CUSTOMERS: Overweight/overfill-Charged Accordingly.

DROP BOX SERVICE

	Current	Proposed
DROP BOXES-Loose		
10/20/30 Yards-3 Day Rental	\$168.70	\$174.60 (+5.90)
Plus Disposal Pass Through		
Plus Environmental Fee Pass Through		
 40 Yards-3 Day Rental	 \$225.75	 \$233.65 (+7.90)
Plus Disposal Pass Through		
Plus Environmental Fee Pass Through		
 Compacted		
20/30 Yards-3 Day Rental	\$218.85	\$226.50 (+7.65)
Plus Disposal Pass Through		
Plus Environmental Fee Pass Through		
 40 Yards-3 Day Rental	 \$291.20	 \$301.40 (+10.20)
Plus Disposal Pass Through		
Plus Environmental Fee Pass Through		
 Rent per day if Over 3 days	 Per day	 \$13.45 \$13.90 (+0.45)
 Blocked/return		 \$ 83.20 \$86.10 (+2.90)

Move/Transport \$ 83.20 \$86.10 (+2.90)
ALL DROP BOX CUSTOMERS: Overweight/Overfill-Charged Accordingly

DR. ESTLE HARLAN, Solid Waste Management Consultant
(DBA, MPA)
March 1, 2026

Re: Solid Waste Rate Setting-Operating Margin

I have been a solid waste management consultant for over 40 years. This memo is to explain why the industry standard in Oregon is to set solid waste collection rates based on the return on gross revenues (the quotient of net income divided by gross revenues). For many years the industry-wide Operating Margin allowed in rate setting has been ten percent (10%) of gross revenues. Gross revenues include all operating revenues for the collection of solid waste, recyclable materials and compostable materials.

Several years ago, Christopher Bell, owner of Bell & Associates, a solid waste consulting firm, made the following observations that have been the industry standard in solid waste rate setting:

- (1) Does the hauling company really pocket the 10% margin? The answer is no. Before the profit can be returned to the owners, the following need to be paid.
 - a. Approximately 3% of the margin is paid in local, state and federal taxes. Most taxing authorities tax the profits of the business while some tax the personal property. These taxes are not included in the allowable expenses when calculating the operating margin by the local jurisdictions.
 - b. Another 3% is allocated to reserves used to run the day to day activities of the business. Every well-run business should have adequate cash reserves to meet payroll, daily operational expenses such as vehicle maintenance and disposal costs, and investing activities such as capital purchases. Allowable costs such as interest paid on capital purchases are dependent on management practicing prudent cash management principles. People outside the solid waste industry do not realize the tremendous investment in collection equipment. The average residential collection vehicles cost about \$450,000 and have an average life of seven to ten years. And if you offer collection of recyclable materials and yard debris, then three vehicles will be rolling down the street. (Note: The high cost of collection equipment, in particular, is creating the trend toward a 12% operating margin.
 - c. The remaining 4% is then passed back to the owners in the form of dividends and distributions, which is then again taxed as income.
- (2) A well-run company benefits not only the owners and employees, but also the rate payers and the jurisdiction(s) it serves.

COMPARATIVE RATE SUMMARY

Jurisdiction	<u>35 Gal.</u>	<u>65 Gal.</u>	<u>95 Gal.</u>	<u>2 Yd.</u>	<u>+disp./rent 30Yd.DB</u>	<u>Recycl.</u>	<u>Yd. D</u>	<u>Franchise Fee</u>
CITIES								
Corvallis	30.30	39.58	49.97	188.27	325.00	Weekly	Weekly	5%
Dallas	28.30	35.65	43.44	201.39	385.66	Weekly	Weekly	7%
Independence	26.85	35.88	45.60	143.75	168.70	EOW	EOW	7%
Proposed	27.80	37.15	47.20	148.80	174.60	EOW	EOW	
McMinnville	32.36	n/a	53.96	342.86	847.55 ²	EOW	EOW	5%
Monmouth	26.84	35.88	45.60	143.75	168.70	EOW	EOW	7%
Proposed	27.80	37.15	47.20	148.80	174.60	EOW	EOW	
Salem-Marion ¹	37.85	49.40	56.40	154.10	669.05 ²	EOW	Weekly	7%
Salem-Polk ¹	33.05	39.90	47.20	156.95	301.20	EOW	Weekly	7%
Silverton	39.37	48.83	52.24	224.17	271.76	EOW	Weekly	7%
Stayton	36.21	49.29	55.23	228.23	245.80	EOW	Weekly	5%
Woodburn	29.25	41.47	46.91	200.17	213.72	EOW	Weekly	5%

NOTES

¹Cart rates include collection of food waste in the yard debris cart (mixed organics).

²Includes disposal.

³ Plus environmental fee

Prepared 3/16/26 by Dr, Estle Harlan, Solid Waste Management Consultant. estleharlan@gmail.com



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: Lyle Gilbert, Police Lieutenant
MEETING DATE: April 14, 2026
SUBJECT: New Owner Liquor License Applicant

Information Only

Action Requested

Statement of Issue:

CF Holdings LLC has made an application to the Oregon Liquor and Cannabis Commission for a change of ownership of the Golden Hop Saloon, which is located at 133 C Street, Independence, Oregon. The change of ownership would allow new owners to continue the sales of beer, wine, ciders and spirits for on-site consumption.

Background:

In 2020 our City adopted resolution #20-1541, which establishes criteria for screening liquor license applications. The police department was assigned the task to do initial reviews of each liquor license application. The police department then completes a staff report on those findings for the City Council review.

Analysis:

Golden Hop Saloon, currently owned by Eric and Heather Chase, is being sold to Roberto and Tecia Cota pending approval of the proposed change of ownership application through OLCC. Roberto and Tecia Cota are the sole members of CF Holdings LLC, a company currently registered through Oregon Secretary of State's Office.

Should the OLCC change of ownership be approved through OLCC, Roberto and Tecia would finalize the purchase of the business and would continue operations under the business name of Golden Hop. Roberto Cota plans on running the business as it has been run in the past, with only minor changes to the menu.

Roberto has 20 years of experience working in retail sales in both management positions and as a business owner. Although he has no experience in liquor sales, he has been working to educate himself on what is needed to be successful in the industry.

A background was completed on both Roberto and Tecia and I was unable to locate any information that would preclude them from licensure with the OLCC.

Fiscal Impact:

As of this date, City fees have been paid. OLCC instruction states their fees will be collected at a later time.

Options:

1. Council may recommend approval for this establishment.
2. Council may recommend denying the license for this establishment if reasonable grounds can be established.
3. Council may impose an option of its own choosing.

Recommended Motion:

Option 1. I move to recommend approval of the above liquor license request.

Memo prepared by: Lieutenant Lyle Gilbert



Local Government Recommendation – Liquor License

Annual Liquor License Types	
Off-Premises Sales	Brewery-Public House
Limited On-Premises Sales	Brewery
Full On-Premises, Caterer	Distillery
Full On-Premises, Commercial	Grower Sales Privilege
Full On-Premises, For Profit Private Club	Winery
Full On-Premises, Non Profit Private Club	Wholesale Malt Beverage & Wine
Full On-Premises, Other Public Location	Warehouse
Full On-Premises, Public Passenger Carrier	

Section 1 – Submission – To be completed by Applicant:

License Information

Legal Entity/Individual Applicant Name(s): CF Holdings LLC

Proposed Trade Name: Golden Hop

Premises Address: 133 C ST Unit:

City: Independence County: Polk Zip: 97351

Application Type: New License Application Change of Ownership Change of Location

License Type: Full On-Premises Commercial Additional Location for an Existing License

Application Contact Information

Contact Name: Roberto Cota Phone: 520-370-7699

Mailing Address: 2661 Natuers View CT NW

City: Salem State: OR Zip: 97304

Email Address: bcota1941@gmail.com

Business Details

Please check all that apply to your proposed business operations at this location:

- Manufacturing/Production
 - Retail Off-Premises Sales
 - Retail On-Premises Sales & Consumption
- If there will be On-Premises Consumption at this location:
- Indoor Consumption Outdoor Consumption
 - Proposing to Allow Minors

Section 1 continued on next page



Local Government Recommendation – Liquor License

Section 1 Continued – Submission - To be completed by Applicant:

Legal Entity/Individual Applicant Name(s): CF Holdings LLC

Proposed Trade Name: Golden Hop

IMPORTANT: You MUST submit this form to the local government PRIOR to submitting to OLCC. Section 2 must be completed **by the local government** for this form to be accepted with your CAMP application.

Section 2 – Acceptance - To be completed by Local Government:

Local Government Recommendation Proof of Acceptance

After accepting this form, please return a copy to the applicant with received and accepted information

City or County Name:

Optional Date Received Stamp

Date Application Received:

Received by:

RECEIVED
MAR 05 2026
CITY OF INDEPENDENCE

Section 3 – Recommendation - To be completed by Local Government:

- Recommend this license be granted
- Recommend this license be denied (Please include documentation that meets [OAR 845-005-0308](#))
- No Recommendation/Neutral

Name of Reviewing Official:

Title:

Date:

Signature:

After providing your recommendation and signature, please return this form to the applicant.



City of Independence
555 S Main St; PO Box 7
Independence, OR 97351
(503) 838-1212

XBP Confirmation Number: [REDACTED]

▶ Transaction detail for payment to City of Independence.		Date: 03/05/2026 - 4:49:48 PM MT			
Transaction Number: [REDACTED] Mastercard — [REDACTED] Status: Successful					
Account #	Item	Receipt Number	Void Receipt Number	Quantity	Item Amount
Change of owership	LIQUOR LICENSE Change of owership			1	\$75.00

TOTAL: \$75.00

Billing Information

Roberto Cota
2661 Natuers View CT NW
Salem, OR 97304
bcota1941@gmail.com

Transaction taken by: Admin mrussell



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: Amanda Carey, Finance Director
MEETING DATE: April 14, 2026
SUBJECT: FY 2025-26 Budget Adjustment

Information Only

Action Requested

Statement of Issue:

This budget adjustment is necessary to provide appropriation authority in several funds and maintain compliance with Oregon Local Budget Law.

Background:

Civic Center Elevator

A budget adjustment to the 2024-25 Adopted Budget was approved by the City Council in May of 2025. Part of that adjustment addressed the need for repairs to the elevator in the Civic Center totaling approximately \$70,000. Those repairs carried over to the 2025-26 fiscal year. Because the repairs were anticipated in 2024-25, they were not included in the adoption of the 2025-26 budget.

A budget adjustment is necessary to increase appropriations in the General Fund for transfers out in the amount of \$70,000, and in the Facilities/Vehicle Repair and Replacement Fund for materials and services in the amount of \$70,000.

Line of Credit

The city established a line of credit with Columbia Bank (formerly Umpqua) during the 2025-26 fiscal year and initially drew \$500,000 against the line. From that initial draw, the city paid \$81,250 in issuance costs which were not budgeted in fiscal year 2025-26. The remaining \$418,750 is planned to be spent on the Water Treatment Plant project. A budget adjustment is necessary to recognize the amount borrowed, the amount paid for issuance costs, and the amount planned to be spent on the Water Treatment Plant project in fiscal year 2025-26, all within the Water Fund.

Discussion:

The adjustments as proposed provide necessary budget authority to carry out the above actions in the respective funds noted and provide for compliance with Oregon Local Budget Law in avoiding over-expenditures relative to the fiscal year ending June 30, 2026.

Recommendation/Suggested Motion:

Staff recommend that the Council approve the attached resolution to amend the 2025-26 Adopted Budget for the City of Independence.

"I move that Council approve Resolution No. 26-1650 to amend the fiscal year 2025-26 Adopted Budget in accordance with the above noted recommendations."

Attachments:

- A. Resolution No. 26-1650

**BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
STATE OF OREGON, COUNTY OF POLK**

A Resolution Authorizing)
Budget Amendments for the)
Fiscal Year 2025-26 Budget)

RESOLUTION NO. 26-1650

WHEREAS, on April 14, 2026, the Independence City Council held a duly noticed public meeting and considered proposed adjustments to the budget for the fiscal year ending June 30, 2026,

NOW, THEREFORE, BE IT RESOLVED that the Independence City Council hereby adopts the proposed adjustments to the budget for fiscal year 2025-26 now on file at the Independence Civic Center, 555 South Main Street, Independence, Oregon 97351.

BE IT FURTHER RESOLVED that the budget adjustments for the fiscal year ending June 30, 2026, and for the purposes indicated below are hereby appropriated:

Fund/Department	Category	Original Budget	Adjustment	Adjusted Budget
General/Nondepartmental	Beginning Fund Balance	\$476,334	\$70,000	\$551,334
General/Nondepartmental	Transfers Out	382,683	70,000	452,683
Fac/Veh Repr & Repl Fund	Transfers In	220,433	70,000	290,433
Fac/Veh Repr & Repl Fund	Mat & Services	170,500	70,000	240,500
Water Fund	Proceeds of Borrowing	0	500,000	500,000
Water Fund	Mat & Services	902,400	81,250	983,650
Water Fund	Capital Outlay	2,853,075	418,750	3,271,825

The General Fund appropriation increase allows for transfer of funds to the Facilities/Vehicle Repair and Replacement Fund, and the appropriation increase in the Facilities/Vehicle Repair and Replacement Fund allows for expenditures related to repairing the elevator in the Civic Center. Carryover of unused beginning balance in the General Fund from the prior year offsets the increase in appropriations in the General Fund as allowed by ORS 294.463.

The increase in appropriations in the Water Fund allow for payment of issuance costs and project costs from proceeds of borrowing against the City's line of credit.

PASSED by the City Council:

SIGNED by the Mayor:

Kate Schwarzler, Mayor

ATTEST:

Myra Russell, City Recorder



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: April 14, 2026
SUBJECT: 2026 Quarter 2 Board/Committee/Commission
Appointment

Information Only

Action Requested

Statement of Issue:

Appointment of members to City of Independence Boards, Committees, and Commissions.

Background:

Pursuant to Section 20 of the Independence Charter, the Mayor is authorized to make appointments to City committees and all appointments shall be approved by vote of the Council.

In collaboration with Mayor Schwarzler, staff developed an updated Committee Appointment Application and appointment process. This revised process was presented to the Council as an Informational Staff Report at the January 14, 2025 City Council meeting. It was subsequently implemented, and in accordance with that new process the 2026 second-quarter appointments are now due.

Discussion

In response to the Council's goal of enhancing transparency and clarity in filling vacancies, the Committee Appointment Application and application process was updated to:

- Align Council Vacancy and Committee Appointment applications for ease of use by community members.
- Provide more detailed information for Council review.
- Ensure a consistent and efficient process for filling vacancies.

Based on that new process, applications have been accepted and collected for all open positions and redacted copies are attached to this staff report. Below is a summary of the openings, members requesting reappointment, and new applications for each board/committee/commission with openings.

Heritage Museum Board

Residency Requirement: A majority of members must reside in city limits. The applicant meets this requirement.

The Heritage Museum Board has one opening as follows:

- Position 4– Expiration Date: December 31, 2026 – Christine Primrose

Suggested Process for Committee Appointments

The Mayor and Council may proceed in the manner in which they deem appropriate in making committee appointments. One option for consideration is as follows:

The Mayor may begin by announcing her recommended appointment. If the Council chooses, a motion and second may be made to approve the appointment, followed by Council discussion.

If the Council does not make a motion, receive a second, or vote to approve the Mayor's recommendation, the Mayor may choose to delay the appointment to a later time or select different appointees for consideration.

This process is consistent with the City Charter and provides an opportunity for structured, transparent discussion. However, it is only an option, and the Mayor and Council retain full discretion to determine how they wish to proceed. However, as noted above, the Mayor and Council may proceed in a manner in which they deem appropriate in making committee appointments.

Attachment: Redacted Application of Christine Primrose

Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE
COMMITTEE APPOINTMENT APPLICATION

The City of Independence solicits applications from individuals who have an interest in public service for appointment to periodic vacancies in City Boards, Commissions and Committees. If you have such an interest, please provide the following information:

NAME: Christine Primrose DATE: 3/31/26
ADDRESS: [REDACTED]
PHONE / EMAIL ADDRESS: [REDACTED]

I am interested in appointment to (feel free to indicate interest in more than one):

- | | |
|---|---|
| <input type="checkbox"/> Budget Committee | <input type="checkbox"/> Historic Preservation Commission * |
| <input type="checkbox"/> Independence Days Commission | <input type="checkbox"/> Library Board |
| <input checked="" type="checkbox"/> Museum Advisory Board | <input type="checkbox"/> Parks & Recreation Board |
| <input type="checkbox"/> Planning Commission * | <input type="checkbox"/> Traffic Safety Commission |
| <input type="checkbox"/> Other: (please specify) | |

Please complete the questionnaire attached with this document and return this application, the completed questionnaire and a resume or CV to the Office of the City Recorder, Independence City Hall, 555 S. Main Street, PO Box 7, Independence, OR 97351.

[REDACTED]
Applicant Signature

Volunteer service on commissions, committees and boards does require effort and time from members. Your interest and participation can help your community and is greatly appreciated. Appointments made to boards, commissions and committees are made by the Mayor, with the confirmation of the City Council.

***Attendance at city-funded training is required for appointees to the Planning Commission and Historic Preservation Commission.**

Please answer the following questions, attaching additional sheets as needed may be necessary.

1. Experience serving on an elected board:

none

2. Experience volunteering with the City of Independence:

working in museum organizing archived city files for past several months

3. Describe your community involvement experience:

member of American Legion

4. Describe your vision for the future of Independence:

A beautiful small city that seems to be on the right tract with new businesses. Hope to see continues growth with more citizen involvement.

5. If applying for the Budget Committee, please describe your experience with budgeting and public

finance:

N/A

6. Describe the time commitment you are able to make to your chosen Committee/Commission/Board:

As a retired Navy veteran and previous commitments no longer an issue, I can spend as much time as needed. (once I complete my task at museum)

7. Your reason(s) for applying for the Committee/Commission/Board:

While working on organizing the files I have had an opportunity to talk to many visitors and enjoy sharing my work and encouraging them to explore the many displays within the museum.

It is important to stress the museums place in the community. How it keeps the past relevant, knowing about our past can give us direction for the future.

Management Team Notes
Wednesday, March 11, 2026

Present: Amanda Carey, Amanda Christensen, Amy Emmanuel, Fred, Gerald, Jason, Myra, Patrick, Tino, Kenna

- Pending agenda review.

Amanda FD:

- The Finance Department successfully completed processing our first payroll in February after implementing the changes required to comply with SB 906. The newly enacted laws enhanced payroll transparency requirements on employee pay stubs. This was a huge undertaking for our department as it required a change to the pay methodology for non-exempt employees, as well as correcting the setup in our financial ERP software to ensure pay was calculated correctly.
- The Finance Department has shifted gears and is working hard on budget preparation. Staff are currently reviewing all revenues and expenditures to forecast fiscal year 2026-2027 and to identify necessary adjustments to budgeted items across all funds as we approach the end of fiscal year 2025-2026.

Amanda HR: No report

Amy:

- The museum had a strong financial week, bringing in \$5,900 for the Heritage Museum Society.
- We are opening a new exhibit this week, Time Travel Through Play, featuring toys from our collection that explore childhood across generations. Highlights include a 1920s chemistry set by A. C. Gilbert, a 1900s tin doll, and a handmade 1950s dollhouse. In addition to the artifact displays, the exhibit includes a small touch-and-play area designed for young visitors.
- Our next two Speaker Series events will take place March 12 and April 9 at Valkyrie Wine Tavern.
- The Community Quilt Project for America 250 will kick off at the end of March. We have finalized an agreement with Monmouth Public Library to assist with distributing information and quilt kits in addition to our Independence locations.
- Later this month, we will also launch a new educational resource for local educators: Investigating the Past: A Walking Tour for Young Students, a printable activity guide

designed to support classroom learning and place-based history. It will be available on the website and shared with our local schools.

Emmanuel:

- New homepage looks awesome!
- posting a bite-sized audit report
- Robbery media release was successful
- Stormwater Master Plan open house
- WOU Practicum student still making awesome MI Trolley videos. Finished ones should be here in the next two weeks.
- Producing a 60-second council video
- Working on presentation for LOC
- burn to learn this weekend.
- COG award media release
- Next historic homes video shooting next week.

Fred:

- Historic Preservation Commission – Preparing for Historic Preservation Commission meeting on March 26th. The meeting will likely include additional training about the Independence Historic District.
- Planning Commission – Preparing for a Planning Commission meeting on April 6th. The meeting will include a continued discussion on the potential code changes associated with the More Housing, Same (Great) Neighborhood project.
- Video - Scheduling a historic home video for 389 "D" Street. If anyone knows of other interesting historic homes to feature, please let us know.
- Trolley - The Monmouth-Independence Trolley continues to operate well. Between April 2025 and January 2026, the service provided more than 102,000 rides. Awaiting ridership numbers for February. If we have good weather and ridership in March, the service will likely see its highest yearly ridership so far.
- MHOR Homes Rulemaking Advisory Committee - Sitting on the Middle Housing/Oregon Homes (MHOR) Rulemaking Advisory Committee. The Committee is considering potential state rules associated with House Bill 2258 (2025) and House Bill 2138 (2025). HB 2258 is intended to create a program of pre-approvals for housing development that will be known as "Oregon Homes". HB 2138 is intended refine siting and design standards that local governments can apply to certain types of housing including middle housing, accessory dwelling units, single-room occupancies, and prefabricated dwellings. Both bills have the potential to impact how planning and development works in Independence. The second meeting of the Advisory Committee was on March 11th.
- Reviewing various developments and addressing day-to-day planning concerns.

Gerald:

Project Updates

- **2022-09 WWTP Upgrade:** Bids due 04/21/26, Council award **05/12/26**, and construction start 06/08/26.
- **2022-12 OR 51–5th St SRTS Crossing:** Waiting for IGA modification.
- **2022-17 9th St PS Ph 2-3:** See WWTP Upgrade.
- **2023-04 Surface Water Treatment Plant:** Looking at options between collector well and intake.
- **2023-06 Stormwater Master Plan Update:** Open house #1 scheduled for 03/12/26, Open house #2 scheduled for 06/18/26, Planning Commission hearing scheduled for 09/07/26, and City Council hearing scheduled for **10/13/26**.
- **2023-11 Parks Master Plan Update:** Unfortunately, the Council could not reach a unanimous vote, so the master plan adoption has been pushed to **04/14/26**.
- **2023-12 Chestnut St Bridge:** Waiting for IGA between ODOT, Marion County, and city. The IGA has been through legal and is in the final stages of review.
- **2023-13 Corvallis Rd Waterline:** Contractor ordered materials. Anticipate waterline work to start in April.
- **2024-01 ODOT ADA Upgrades:** ODOT construction throughout 2026.
- **2024-04 Polk-Main Intersection Improvement:** Seventh design revision sent to ODOT for review. Waiting for ODOT approval.
- **2025-04 Stormwater SDC and Rate Study** – Project is scheduled to begin late 2026.
- **2025-05 Parks SDC Study** – City Council work session scheduled for **04/28/26**. SDC adoption scheduled for **06/09/26**.
- **2025-06 Temperature TMDL** – Consultants met with DEQ yesterday. Anticipate completion of update by June 2026.

Administrative Updates

- Chapters 26, 32, and 34 code update adoption scheduled for **06/09/26**.

Private Development Projects

- The following is a status update on larger private development projects underway.
 - 2021-02 SW Crossing: Construction underway.
 - 2024-03 Ella Curran Food: Construction underway.
 - 2024-06 601 Stryker Rd Industrial: Construction underway.

Jason:

- Replacement of a failing critical server has been completed.
- Working on IT budgets.

Myra:

- Getting information together to get started with ORMS.
- I just found out I have earned my level 1 certification through the Oregon Association for Court Administration and will pick up my Certified Court Manager certificate at the spring conference in April.

Patrick:

- Great turnout at the Friends of the Library Event/Fundraiser on Saturday, February 28. Thanks to the City Councilor's/Mayor for their support as well.

- The seed library is returning to the library. We will be putting up the display starting next week.
- Our Accessible Door is malfunctioning. Facilities is aware and are working to schedule repairs.
- Been consistently plugging away at the budget. Meeting with Amy and Amanda scheduled for next week to hammer out final details.
- Events at the library throughout the month:
 - Family Coloring Club - 3/12 @ 4pm
 - Mystery Book Club - 3/17 @ 4pm
 - Indy Public Works visits the Library - 3/24 @ 3pm
 - Kid's Paint w/ Jen - 3/26 @ 3pm
 - Teen & Adult Eggs-citing Spring Flowers crafts - 3/31 @ 4pm
 - Storytime - Wednesdays @ 10:30
 - Coding Club - Wednesdays @ 4pm

Shawn: Excused absence

Tino:

- Still open for hiring for our final position.
- Great building search training at burn and learn location outside of town. Incorporated our drone in the searching.
- Sgt. Fleming and Ofc. Preston attended WOU Career Fair
- Ofc. Preston attended CHS Career Fair
- Chief read to kindergarteners at Ash Creek Elementary for Read Across America
- Multi-Agency traffic enforcement coming to town next week.

PENDING CITY COUNCIL AGENDA ITEMS:

3/11/2026

APR 14, 2026 - 6:30 PM	APR 28, 2026 - 6:30 PM
Agenda items due: Noon, 04/08/2026	Agenda items due: Noon, 04/22/2026
<ul style="list-style-type: none"> » UB: Govt Fences 2nd reading/adoption (Evander) » UB: Parks Master Plan Adoption Ord 2nd reading/adoption(Evander) » NB: Brandt's Fee increase resolution (West) » NB: Liquor License Change of Ownership: Golden Hop (Gilbert) » NB: Q2 Committee Board Appointments (West) » NB: Budget Adjustment (Carey) » » » » Liaison Reports: MINET, Parks Board » Minutes/Misc Corresp/Notes/PAC 	<ul style="list-style-type: none"> » Parks SDC Work Session (Fisher) » MIRL (Irvine) » » » » » » » »
+ Urban Renewal Agency Meeting, if needed	+ Urban Renewal Agency Meeting, if needed
MAY 12, 2026 - 6:30 PM	MAY 26, 2026 - 5:30 PM
Agenda items due: Noon, 05/06/2026	Agenda items due: Noon, 05/20/2026
<ul style="list-style-type: none"> » Open House-Marion Co. PW: Independence Bridge project 4:30-6PM » NB: WWTP Upgrade/9th St Pump St Ph 2-3 Contract Award (Fisher) » NB: Public Hearing: Single Room Occupancy (Evander) » NB: Council Bill: Single Room Occupancy (Evander) » NB: Enterprise zone school fee resolution (Irvine) » » » » » Liaison Reports: Library Board, Museum Board » and Continuum of Care » Minutes/Misc Corresp/Notes/PAC 	<ul style="list-style-type: none"> » » » » » » » » » » »
+ Urban Renewal Agency Meeting, if needed	+ Urban Renewal Agency Meeting, if needed
JUN 9, 2026 - 6:30 PM	JUN 23, 2026 - 6:30 PM
Agenda items due: Noon, 06/03/2026	Agenda items due: Noon, 06/17/2026
<ul style="list-style-type: none"> » URA Meeting-Budget Adoption (Carey) » City Budget Adoption (Carey) » Budget Adjustment (Carey) » Code update: Ch. 34, 26, 32 related to Water, Sewer, Stormwater (Fisher) » June 9 Parks SDC Adoption (Fisher) » » » » » » Liaison Reports: Traffic Safety, Historic Preservation, » and Planning Commission » Minutes/Misc Corresp/Notes/PAC 	<ul style="list-style-type: none"> » » » » » » » » » » »
+ Urban Renewal Agency Meeting, if needed	+ Urban Renewal Agency Meeting, if needed

Future Items:
 Grants reports Jan/Feb & July/Aug
 Franchise Agreements (updates ongoing)
 Resolution: Purchasing Authority (West)
 Work Session-Dusk to Dawn
NB: Public Hearing: Ordinances associated with new Fee Code (Carey)
NB: Council Bill: Ordinances associated with new Fees (Carey)
NB: Resolution: pub records request update (West)
 » Center St Bridge project Update (ODOT?) July?
Council Liaison appointments: Every 2 years on election year
Council President: First meeting every year
Future Council Work Sessions:

Futu and Utility Billing

City Council Liaisons:
 Historic Preservation Commission: Councilor Morton
 Planning Commission: Councilor Martin-Willis
 Independence Days Commission: Councilor Boisvert
 Library Board: Councilor Boisvert
 Museum Advisory Board: Councilor Morton
 Parks Board: Councilor Roden
 MINET: Councilor Sorce
 Traffic Safety Commission: Councilor Roden
 Continuum of Care: Councilor Corr