



# City of Independence

## Work Session Agenda

### City Council

Tuesday, April 28, 2026 @ 6:30 PM

Civic Center - Council Chambers

(see agenda footer for meeting attendance information)

1. Call to Order
2. Roll Call
3. Work Sessions
  - 3.1. Work Session: Parks SDC Methodology Update (Fisher)
  - 3.2. Work Session: Update-Moderate Income Revolving Loan Fund (Irvine)
4. Adjournment

#### Meeting Attendance Information:

The City Council will hold this work session 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/82796251564?pwd=VxHV3jmKCrW3Jlkx8fk3b8KoyAZjGl.1>
- To participate in the meeting **by phone, dial US: +1-253-215-8782** and enter **Webinar ID: 827 9625 1564** and **Passcode: 541971**

**Please Note:** Public comments are not accepted during work sessions. Any written public comments received will be included in the agenda packet for the next regular meeting. Written comments may be delivered to City Hall or emailed to [CouncilComments@ci.independence.or.us](mailto:CouncilComments@ci.independence.or.us).

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.

Presented by:



April

# 2026

## Parks SDC Methodology Update

Final Report

Prepared for:



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9600 SW Oak Street, Suite 335  
Tigard, Oregon 97223-6596  
☎ 503.517.0671



# 2026 Parks SDC Update



**INDEPENDENCE**

*Oregon's Story Begins Here*

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# Introduction/History of the Project/ Parks SDCs Options

## Introduction & History of the Project

The City of Independence conducts periodic updates to its Comprehensive Plan and its various Public Facility Plans to provide orderly and sustainable growth of municipal infrastructure. A key component to funding these public facilities is the system development charge (SDC) program. SDCs are one-time charges for new development—designed to recover the costs of infrastructure capacity needed to serve new development. This section describes the policy context and project scope upon which the body of this report is based. It concludes with a numeric overview of the calculations presented in subsequent sections of this report for parks SDCs.

The city's current schedule of parks SDCs were last reviewed and adopted by the City Council in April 2016. In December 2025, the City hired Donovan Enterprises, Inc. to review and update the SDC. With this review and update, the City has stated a number of objectives:

- Review the basis for charges to ensure consistency with the City's proposed parks SDC methodology;
- Address specific policy, administrative, and technical issues which had arisen from application of the existing SDCs;
- Determine the most appropriate and defensible fees, ensuring that development is paying its way;
- Consider possible revisions to the structure or basis of the charges which might improve equity or proportionality to demand;
- Provide clear, orderly documentation of the assumptions and results, so that City staff could, by reference, respond to questions or concerns from the public.

This report provides the documentation of that effort and was done in close coordination with City staff and available facilities planning documents. The SDC updates comply with Independence Municipal Code chapter 34, Article VII (sections 34-438 through 34-451).

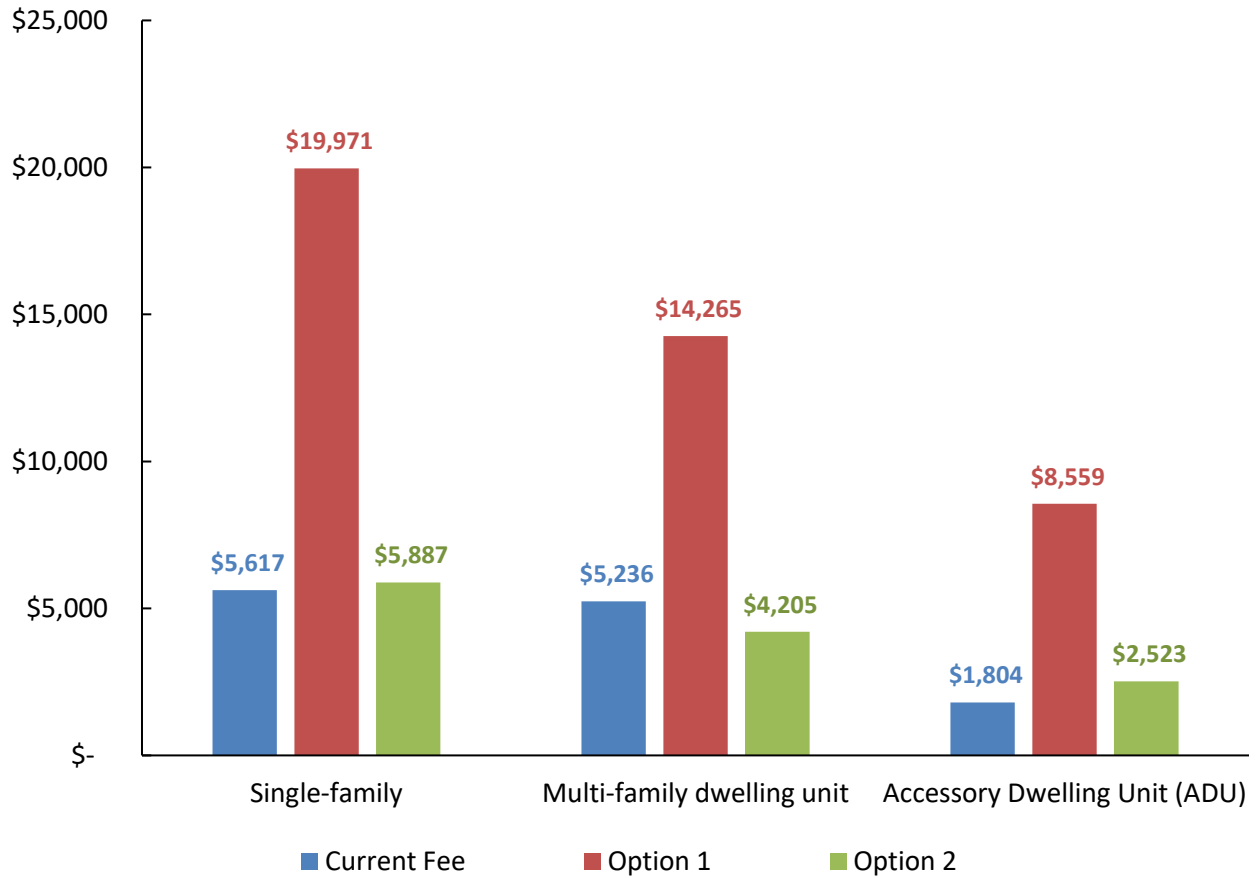
## Policy Options for Parks SDC Pricing

For the Parks SDC methodology update, the project team has developed two options regarding SDC pricing for City Council review. The first option utilizes the calculated levels of service to allocate the 2025 Parks Master Plan capital costs, resulting in \$46.2 million of the \$57.0 million total capital costs being incorporated into the parks SDC fee basis. This approach anticipates that approximately 81% of the overall capital plan will be funded through parks SDCs collected from future development.

The second option adopts a different funding strategy by reducing the parks SDC fee basis to \$13.7 million, thereby assuming that only 24% of the master plan capital costs will be covered by future development. The remaining 76% of the capital funding requirements would need to be secured from alternative sources, such as fees and charges, private donations & contributions, grants, or potentially a dedicated parks property tax levy subject to voter approval.

Figure 1 provides a detailed breakdown of the current and proposed SDC components for parks.

Figure 1 - Current and Optional Pricing Strategies for Parks SDCs



## Analytical Process for the Updates

The essential ingredient in the development of an SDC methodology is valid sources of data. For this project, the consultant team has relied on a number of data sources. The primary sources have been the newly formulated and adopted capital improvement plans for parks and recreation. We have supplemented these data sources with City utility billing records, certified census data, and other documents that we deemed helpful, accurate, and relevant to this study. Table 1 contains a bibliography of the key documents/sources that we relied upon to facilitate our analysis and hence the resulting SDCs.

Table 1 - Data Sources for the Calculation of Parks SDCs

| Master Plan Document and/or Corroborating Source Documentation   |   |  |   |  |   |   |   |  |  |  |  |
|--|---|--|---|--|---|---|---|--|--|--|--|
| <ul style="list-style-type: none"> <li>City of Independence Parks and Recreation Master Plan; Keller Associates, GreenWorks, and MIG Planning; February 2025</li> <li>City of Independence unaudited financial data for the Fiscal Year Ended June 30, 2025</li> <li>City of Independence Housing Needs Analysis 2023; May 2023</li> <li>City of Independence Municipal Code Chapter 34 (sections 34-438 through 34-451)</li> <li>U.S. Census American Community Survey: <table border="1" data-bbox="349 604 1385 823"> <tr> <td><b>DP03</b> – Selected Economic Characteristics</td> <td><b>DP04</b> – Selected Housing Characteristics</td> <td><b>DP05</b> – ACS Demographic and Housing Estimates</td> </tr> <tr> <td><b>B08008</b> – Sex of Workers by Place of Work</td> <td><b>B25024</b> – Dwelling Units in Building Structures</td> <td><b>B25033</b> – Total Population in Occupied Housing Units</td> </tr> <tr> <td><b>S0101</b> – Age and Sex of Population</td> <td></td> <td></td> </tr> </table> </li> </ul> |   |  | <b>DP03</b> – Selected Economic Characteristics | <b>DP04</b> – Selected Housing Characteristics | <b>DP05</b> – ACS Demographic and Housing Estimates | <b>B08008</b> – Sex of Workers by Place of Work | <b>B25024</b> – Dwelling Units in Building Structures | <b>B25033</b> – Total Population in Occupied Housing Units | <b>S0101</b> – Age and Sex of Population |  |  |
| <b>DP03</b> – Selected Economic Characteristics  | <b>DP04</b> – Selected Housing Characteristics        | <b>DP05</b> – ACS Demographic and Housing Estimates        |   |  |   |   |   |  |  |  |  |
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| <b>S0101</b> – Age and Sex of Population   |   |  |   |  |   |   |   |  |  |  |  |
| <ul style="list-style-type: none"> <li>City of Independence Economic Opportunities Analysis – Vision 2024; March 2020</li> <li>Portland State University, Population Research Center</li> <li>City of Independence Southwest Independence Concept Plan, June 2012</li> </ul>   |   |  |   |  |   |   |   |  |  |  |  |

The data sources shown in Table 1 were used to formulate the two (2) components of the parks SDCs. These components are the reimbursement and improvement fees. The City has been constructing the SDCs with these two components for over twenty years, and our analysis does not propose changing that methodology. A brief definition of the two components are:

- *The reimbursement fee* considers the cost of existing facilities, prior contributions by existing users of those facilities, the value of the unused/available capacity, and generally accepted ratemaking principles. The objective is future system users contribute no more than an equitable share to the cost of existing facilities. The reimbursement fee can be spent on capital costs or debt service related to the systems for which the SDC is applied.
- *The improvement fee* portion of the SDC is based on the cost of planned future facilities that expand the system’s capacity to accommodate growth or increase its level of performance. In developing an analysis of the improvement portion of the fee, each project in the respective service’s capital improvement plan is evaluated to exclude costs related to correcting existing system deficiencies or upgrading for historical lack of capacity. An example is a facility which improves system capacity to better serve current customers/park patrons. The costs for this type of project must be eliminated from the improvement fee calculation. Only capacity increasing/level of performance costs provide the basis for the SDC calculation. The improvement SDC is calculated as a function of the estimated number of additional equivalent residential units to be served by the City’s facilities over the planning period. Such a fee represents the greatest potential for future SDC changes. The improvement fee must also provide a credit for construction of a qualified public improvement.

## SDC Legal Authorization and Background

SDCs are authorized by Oregon Revised Statute (ORS) 223.297-316. The statute is specific in its definition of system development charges, their application, and their accounting. In general, an SDC is a one-time fee imposed on new development or expansion of existing development and assessed at the time of development approval or increased usage of the system. Overall, the statute is intended to promote equity between new and existing customers by recovering a proportionate share of the cost of existing and planned/future capital facilities that serve the developing property. Statute further provides the framework for the development and imposition of SDCs and establishes that SDC receipts may only be used for capital improvements and/or related debt service.

Finally, two cost basis adjustments are potentially applicable to both reimbursement and improvement fees: fund balance and compliance costs. In this study, the project team paid attention to this detail to align future infrastructure costs to those responsible for paying those costs. The reasons for this attention is as follows:

- *Fund Balances* - To the extent that SDC revenue is currently available in fund balance, that revenue should be deducted from its corresponding cost basis. For example, if the city has park improvement fees that it has collected but not spent, then those unspent improvement fees should be deducted from the park system's improvement fee cost basis to prevent charging twice for the same capacity.
- *Compliance Costs* - ORS 223.307(5) authorizes the expenditure of SDCs on "the costs of complying with the provisions of ORS 223.297 to 223.314, including the costs of developing system development charge methodologies and providing an annual accounting of system development charge expenditures." To avoid spending monies for compliance that might otherwise have been spent on growth-related projects, this report includes an estimate of compliance costs in its SDCs.

## Reimbursement Fee

The reimbursement fee represents a buy-in to the cost, or value, of infrastructure capacity within the existing system. Generally, if a system were adequately sized for future growth, the reimbursement fee might be the only charge imposed, since the new customer would be buying existing capacity. However, staged system expansion is needed, and an improvement fee is imposed to allocate those growth related costs. Even in those cases, the new customer also relies on capacity within the existing system, and a reimbursement component is warranted.

In order to determine an equitable reimbursement fee to be used in conjunction with an improvement fee, two points should be highlighted. First, the cost of the system to the City's customers may be far less than the total plant-in-service value. This is due to the fact that elements of the existing system may have been contributed, whether from developers, governmental grants, and other sources. Therefore, the net investment by the customer/owners is less. Second, the value of the existing system to a new customer is less than the value to an existing customer, since the new customer must also pay, through an improvement fee, for expansion of some portions of the system.

The method used for determining the reimbursement fee accounts for both of these points. First, the charge is based on the net investment in the system, rather than the gross cost. Therefore, donated facilities, typically including local facilities, and grant-funded facilities, would be excluded from the cost basis. Also, the charge should be based on investments clearly made by the current users of the system and not already supported by new customers. Tax supported activities fail this test since funding sources

have historically been from general revenues, or from revenues which emanate, at least in part, from the properties now developing. Second, the cost basis is allocated between used and unused capacity, and, capacity available to serve growth. In the absence of a detailed asset by asset analysis, it is appropriate to allocate the cost of existing facilities between used and available capacity proportionally based on the forecasted population growth as converted to equivalent dwelling units over the planning period. This approach reflects the philosophy, consistent with the City's Updated Master Plans, that facilities have been sized to meet the demands of the customer base within the established planning period.

## **Improvement Fee**

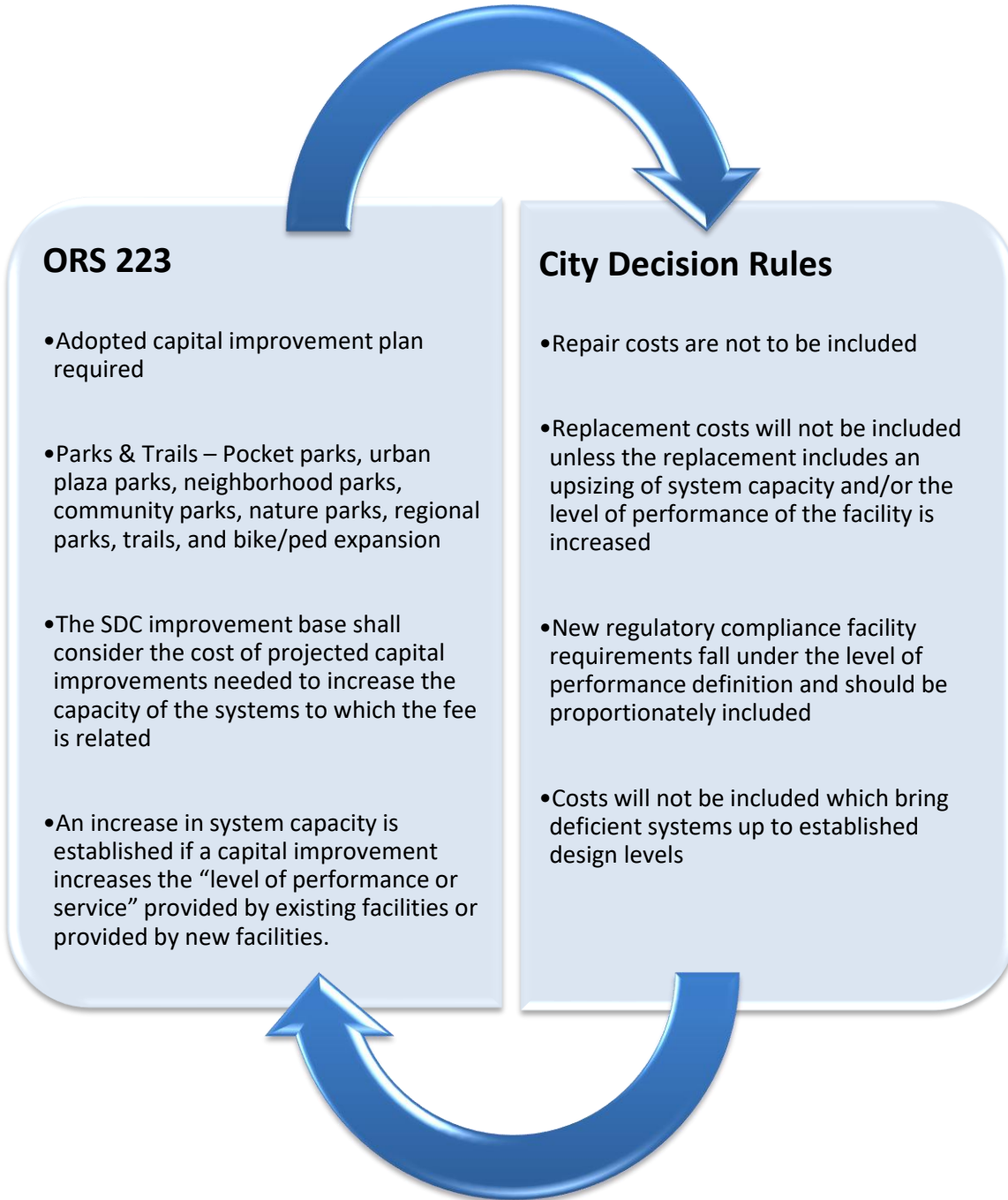
There are three basic approaches used to develop improvement fee SDCs: "standards driven," "improvements-driven," and "combination/hybrid" approaches. The "standards-driven" approach is based on the application of Level of Service (LOS) standards for facilities. Facility needs are determined by applying the LOS standards to projected future demand, as applicable. SDC-eligible amounts are calculated based on the costs of facilities needed to serve growth. This approach works best where level of service standards have been adopted but no specific list of projects is available. The "improvements-driven" approach is based on a specific list of planned capacity increasing capital improvements. The portion of each project that is attributable to growth is determined, and the SDC-eligible costs are calculated by dividing the total costs of growth-required projects by the projected increase in projected future demand, as applicable. This approach works best where a detailed master plan or project list is available, and the benefits of projects can be readily apportioned between growth and current users. Finally, the combination/hybrid-approach includes elements of both the "improvements driven" and "standards-driven" approaches. Level of Service standards may be used to create a list of planned capacity-increasing projects, and the growth required portions of projects are then used as the basis for determining SDC eligible costs. This approach works best where levels of service have been identified, and the benefits of individual projects are not easily apportioned between growth and current users.

In the past, the City has utilized the LOS standards approach for parks. This study continues to use this method and has relied on the LOS standards prescribed in the 2025 parks and recreation master plan. Specifically, a LOS standard of 12 acres of parkland per 1,000 population.

For this SDC update, the improvement fee represents a proportionate share of the cost to expand the systems to accommodate growth. This charge is based on the newly adopted capital improvement plans established by the City for parks. The costs that can be applied to the improvement fees are those that can reasonably be allocable to growth. Statute requires that the capital improvements used as a basis for the charge be part of an adopted capital improvement schedule, whether as part of a system plan or independently developed, and that the improvements included for SDC eligibility be capacity or level of service expanding. The improvement fee is intended to protect existing customers from the cost burden and impact of expanding a system that is already adequate for their own needs in the absence of growth.

The improvement portion of the SDC is based on the proportional approach toward capacity and cost allocation in that only those facilities (or portions of facilities) that either expand the respective system's capacity to accommodate growth or increase its respective level of performance have been included in the cost basis of the fee. As part of this SDC update, City Staff and their parks planning consultants were asked to review the planned capital improvement lists in order to assess SDC eligibility. The criteria in Figure 1 were developed to guide the City's evaluation:

Figure 2 - SDC Eligibility Criteria



In developing the improvement fee, the project team in consultation with City staff evaluated each of its CIP projects to exclude costs related to correcting existing system deficiencies or upgrading for historical lack of capacity. Only capacity increasing/level of performance costs were used as the basis for the SDC calculation, as reflected in the capital improvement schedules developed by the City. The improvement fee is calculated as a function of the estimated number of projected additional people over the planning

horizon. Once the future costs to serve growth have been segregated (i.e., the numerator), they can be divided into the total number of new people that will use the capacity derived from those investments (i.e., the denominator).

## **Process for the Granting of Credits, Discounts, and Exemptions**

### **SDC Credits Policy**

ORS 223.304 requires that credit be allowed for the construction of a "qualified public improvement" which is required as a condition of development approval, is identified in the Capital Improvement Plan, and either is not located on or contiguous to property that is the subject of development approval or is located on or contiguous to such property and is required to be built larger or with greater capacity than is necessary for the particular development project. The credit for a qualified public improvement may only be applied against an SDC for the same type of improvement and may be granted only for the cost of that portion of an improvement which exceeds the minimum standard facility size or capacity needed to serve the particular project. For multi-phase projects, any excess credit may be applied against SDCs that accrue in subsequent phases of the original development project. In addition to these required credits, the City may, if it chooses, provide a greater credit, establish a system providing for the transferability of credits, provide a credit for a capital improvement not identified in the Capital Improvement Plan, or provide a share of the cost of an improvement by other means.

The City has adopted a policy for granting SDC credits and has codified this policy in the Independence Municipal Code (IMC) §34.448. The adopted SDC credit policy consists of four (4) items as follows:

- A. A system development charge shall be imposed when a change of use of a parcel or structure occurs, but credit shall be given for the computed system development charge to the extent that prior structures existed and services were established on or after the effective date of the ordinance codified in this chapter. The credit so computed shall not exceed the calculated system development charge. No refund shall be made on account of such credit.
- B. A credit shall be given for the cost of a qualified public improvement associated with a development. If a qualified public improvement is located partially on and partially off the parcel that is the subject of the residential development approval, the credit shall be given only for the cost of the portion of the improvement not located on or wholly contiguous to the property. The credit provided for by this subsection shall be only for the improvement fee charged for the type of improvement being constructed and shall not exceed the improvement fee even if the cost of the capital improvement exceeds the applicable improvement fee.
- C. Applying the methodology adopted by resolution, the City Manager may grant a credit against the public improvement charge, the reimbursement fee, or both, for a capital improvement constructed as part of the development that reduces the development's demand upon existing capital improvements or the need for future capital improvements or that would otherwise have to be constructed at city expense under existing Council policies.
- D. In situations where the amount of credit exceeds the amount of the system development charge, the excess credit is not transferable to another development. It may be transferred to another phase of the original development. Credit shall not be transferable from one development to another.

## **SDC Discount Policy**

The City, at its sole discretion, may discount the SDC rates by choosing not to charge a reimbursement fee for excess capacity, or by reducing the portion of growth-required improvements to be funded with SDCs. A discount in the SDC rates may also be applied on a pro-rata basis to any identified deficiencies, which must be funded from sources other than improvement fee SDCs. The portion of growth-required costs to be funded with SDCs must be identified in the CIP. Because discounts reduce SDC revenues, they increase the amounts that must come from other sources, such as user fees or general fund contributions, in order to acquire the facilities identified in the Updated Master Plan(s).

## **Partial and Full SDC Exemption**

The City may exempt certain types of development from the requirement to pay SDCs. Exemptions reduce SDC revenues and, therefore, increase the amounts that must come from other sources, such as user fees and property taxes. As in the case of SDC credits, the City has articulated a policy relative to partial and full SDC exemption. This SDC exemption policy is codified in IMC §34.447, and is as follows:

- A. Structures and uses established and existing on or before July 1, 1991, are exempt from a system development charge to the extent of the structure or use then existing and to the extent of the parcel of land as it is constituted on that date. Structures and uses affected by this subsection shall pay the water or sewer charges pursuant to the terms of this Code upon the receipt of a permit to connect to the water or sewer system.
- B. Additions to single-family dwellings that do not constitute the addition of a dwelling unit, as defined by the state uniform building code, are exempt from all portions of the system development charge.
- C. An alteration, addition, replacement or change in use that does not increase the parcel's or structure's use of the public improvement facility are exempt from all portions of the system development charge.
- D. A project financed by city revenues is exempt from all portions of the system development charge.

# Parks SDCs

## Methodology

The methodology for calculating parks SDCs involves first determining the cost basis, which includes the total costs related to addressing the capacity needs due to growth. Next, the growth costs are divided by the projected growth units, such as population and employees, to determine the system-wide unit costs of capacity. Finally, an SDC schedule is created to outline how these system-wide costs will be allocated to individual development types.

## Current and Future Demand for Parks and Recreation Services

Growth should be measured in units that most directly reflect the source of demand. In the case of parks, the most applicable units of growth are population and, where appropriate, employees (or new jobs). However, the units in which demand is expressed may not be the same as the units in which SDC rates are charged. Many SDCs, for example, are charged on the basis of new dwelling units. Therefore, conversion is often necessary from units of demand to units of payment. For example, using an average number of residents per household, the number of new residents can be converted to the number of new dwelling units.

Parks and recreation facilities benefit City residents and visitors. The methodology used to update the City’s Parks and Recreation SDCs establishes the required connection between the demands of growth and the SDC by identifying specific types of park and recreation facilities and analyzing the proportionate need of residents for each type of facility. The SDCs to be paid by a development meet statutory requirements because they are based on the nature of the development and the extent of the impact of that development on the types of park and recreation facilities for which they are charged. The Parks and Recreation SDCs are calculated based on the specific impact a development is expected to have on the City’s population.

Table 2 shows population and employment data from recent City planning documents for the SDC analysis. It uses the concept of equivalent population to measure park usage by residents and employees, with nonresidential development’s equivalent population set at 0% of total employees.

Table 2 - Existing and Future Demand Data

# 2025

### Population and Employment Data

| Item                         | U.S. Census<br>2023 | Existing<br>2025 | Projected |        | CAGR  |
|------------------------------|---------------------|------------------|-----------|--------|-------|
|                              |                     |                  | 2035      | 2045   |       |
| Population                   | 10,088              | 10,577           | 14,040    | 18,636 | 2.87% |
| Employment                   | 5,496               | 5,763            | 7,649     | 10,153 | 2.87% |
| Equivalent Population        | 10,088              | 10,577           | 14,040    | 18,636 |       |
| Recent Growth (2025 vs 2023) |                     | 489              |           |        |       |
| Future Growth (2045 vs 2025) |                     |                  |           | 8,059  |       |

## The 2025 Parks Master Plan Levels of Service and Capacity Analysis

In 2025, the City completed a parks and recreation master plan addressing needs until 2045. It uses levels of service (LOS) to assess current and future park adequacy. LOS standards measure public recreation parklands and facilities against established benchmarks. To determine needs, providers compare the ratio of existing developed park acres per 1,000 residents to the desired level. The gap reflects the required park acreage. As population grows, more acreage is needed to maintain the desired ratio. Through the Parks Master Plan, the City plans to acquire and develop parks according to the community's desired LOS. Funding for improvements will come from contributions by both new development and existing users, based on their needs as determined by planned LOS. The planned LOS specifies the quantity of future City-owned park acreage or facilities per 1,000 equivalent population served. The following equation shows the calculation of the planned LOS. This process was used by the City in the 2016 Parks and Recreation SDC methodology and is in use for this update.

$$\frac{\text{Existing } Q + \text{Planned } Q}{\text{Future Population Served}} = \text{Planned LOS}$$

Where:

*Q = quantity (acres of parks, miles of trails, or number of facilities), and Future Population Served = projected 2045 equivalent population*

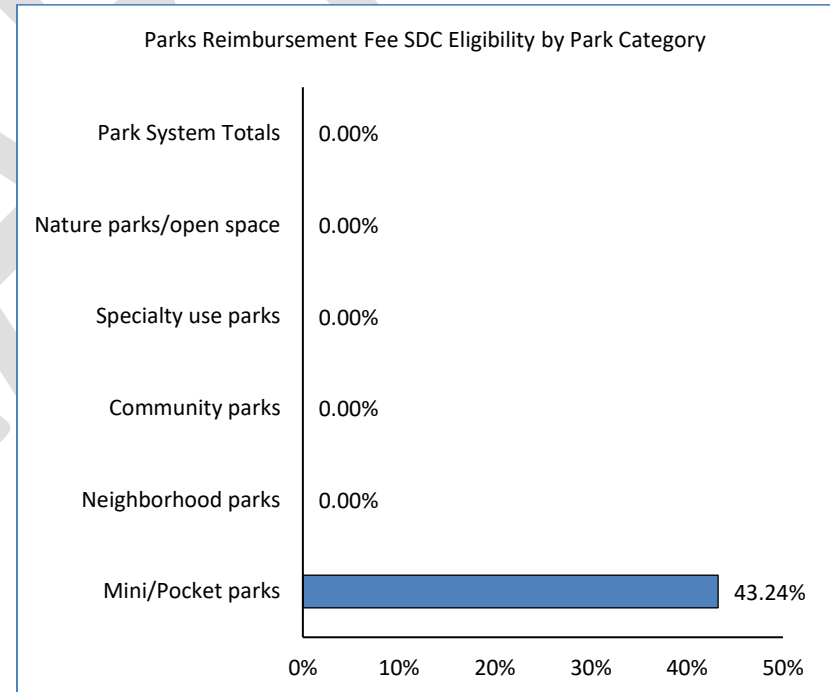
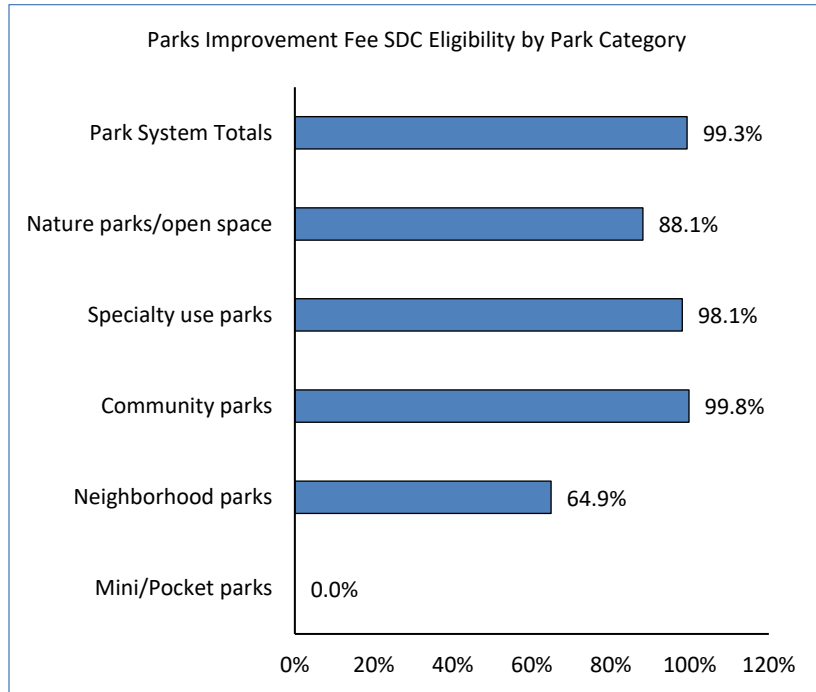
Table 3 shows the existing and future LOS by park type and trails. The capacity requirements, or number of park acres or trail miles, needed for the existing population and for the growth population are estimated by multiplying the planned (future) LOS for each park type (from Table 3) by the equivalent population of each group (from Table 3). Table 4 shows this capacity analysis for each park type, and for the recreational trails network.

Table 3 - Existing and Planned Levels of Service

| Type                         | Units | Existing      |              | Future        |              | NRPA LOS Guidelines |
|------------------------------|-------|---------------|--------------|---------------|--------------|---------------------|
|                              |       | Total Units   | LOS          | Total Units   | LOS          |                     |
| <i>Parks and Open Space:</i> |       |               |              |               |              |                     |
| Mini/Pocket parks            | Acres | 12.80         | 1.21         | 12.80         | 0.69         | 0.25 to 0.50        |
| Neighborhood parks           | Acres | 0.60          | 0.06         | 10.60         | 0.57         | 1.0 to 2.0          |
| Community parks              | Acres | 103.30        | 9.77         | 182.30        | 9.78         | 5.0 to 8.0          |
| Specialty use parks          | Acres | 5.70          | 0.54         | 10.20         | 0.55         | N/A                 |
| Nature parks/open space      | Acres | 4.00          | 0.38         | 8.00          | 0.43         | N/A                 |
| <b>Total Acres</b>           |       | <b>126.40</b> | <b>11.95</b> | <b>223.90</b> | <b>12.01</b> |                     |

Table 4 - Capacity Analysis and Project List Allocations for Parks and Trails

| Park Type                    | Total Future Units | Existing Population |                    | Growth Population |                         |                   | Project List Allocation (SDC eligibility) |             |              |              | Reimbursement |              |
|------------------------------|--------------------|---------------------|--------------------|-------------------|-------------------------|-------------------|---|-------------|--------------|--------------|---------------|--------------|
|                              |                    | Total Need          | (Surplus)/ Deficit | Total Need        | From Existing Inventory | From Project List | Existing                                  |             | Growth       |              | Units         | Percent      |
|                              |                    |                     |                    |                   |                         |                   | Units                                     | Percent     | Units        | Percent      |               |              |
| <i>Parks and Open Space:</i> |                    |                     |                    |                   |                         |                   |   |             |              |              |               |              |
| Mini/Pocket parks            | 12.80              | 7.26                | (5.54)             | 5.54              | 5.54                    | -                 | -   | 0.0%        | -            | 0.0%         | 5.54          | 43.24%       |
| Neighborhood parks           | 10.60              | 6.02                | 5.42               | 4.58              | -                       | 4.58              | 5.42                                      | 35.1%       | 10.00        | 64.9%        | -             | 0.00%        |
| Community parks              | 182.30             | 103.47              | 0.17               | 78.83             | -                       | 78.83             | 0.17                                      | 0.2%        | 79.00        | 99.8%        | -             | 0.00%        |
| Specialty use parks          | 10.20              | 5.79                | 0.09               | 4.41              | -                       | 4.41              | 0.09                                      | 1.9%        | 4.50         | 98.1%        | -             | 0.00%        |
| Nature parks/open space      | 8.00               | 4.54                | 0.54               | 3.46              | -                       | 3.46              | 0.54                                      | 11.9%       | 4.00         | 88.1%        | -             | 0.00%        |
| <b>Park System Totals</b>    | <b>223.90</b>      | <b>127.08</b>       | <b>0.68</b>        | <b>96.82</b>      | <b>-</b>                | <b>96.82</b>      | <b>0.68</b>                               | <b>0.7%</b> | <b>97.50</b> | <b>99.3%</b> | <b>-</b>      | <b>0.00%</b> |



As shown in Table 4, the City only has excess (surplus) capacity in mini/pocket parks category. For this asset category, there are no future plans for additional land acquisitions. Because of this surplus there is in theory an opportunity for a reimbursement fee attributable to historical mini/pocket park investments by the City. Based on our research, the City does not track or account for such historical investments. Therefore, there is no historical basis for assigning a mini/pocket parks reimbursement fee at this time.

For the balance of the park categories, Table 4 shows us there is an acreage deficit in all remaining park types both in terms of total land owned and developed -- compared to the planning standard. Itemized below is a discussion of the acreage deficits by park type and the SDC-eligibility of planned future costs of land acquisitions.

- For *neighborhood parks*, based on the planned LOS shown in Table 4, existing patrons require an additional 5.42 acres in this parks category. Based on capacity analysis, a total acreage need is (5.42 + 10.00 = 15.42 acres). Since the City is only planning on adding an additional 10 acres, the improvement fee SDC eligibility is (10.00 / 15.42 = 64.9%).
- For *community parks*, existing patrons require an additional 0.17 acres in this parks category. Based on capacity analysis, a total acreage need is (0.17 + 79.00 = 79.17 acres). Since the City is planning on adding an additional 79 acres for community parks in the future, the improvement fee SDC eligibility is (79.00 / 79.17 = 99.8%).
- For *specialty use parks*, existing patrons require an additional 0.09 acres in this parks category. Based on capacity analysis, a total acreage need is (0.09 + 4.50 = 4.59 acres). The parks master plan calls for the development of additions to the dog parks and skate parks inventory over the next twenty years. These new facilities will require about 4.5 acres of land. The resulting improvement fee SDC eligibility is then (4.50 / 4.59 = 98.1%).
- The same logic applies to the City's *nature parks and open spaces*. At this time, existing users require an additional 0.54 acres. In order to keep the future level of service in lock step with existing conditions, an additional 4.0 acres of natural area and open space will have to be acquired. The total current and future need is (0.54 + 4.00 = 4.54 acres). The improvement fee SDC eligibility is (4.00 / 4.54 = 88.1%).

From a level of service perspective, the City's park patrons are underserved. In total, the Independence Park system is deficient by 0.68 acres as of 2025. In order to maintain the current threshold LOS of approximately 12 acres per 1,000 of service population, the City will need to add 97.5 net acres of park lands over the next twenty years. In effect, almost all of the cost to acquire these lands would be improvement fee SDC eligible.

## Costs

*Improvement fee* - The current Parks capital improvement plan includes almost \$57.0 million in improvements to existing parks and facilities, and acquisition of additional land for parks and trails. Appendices A and B to this report contain the project descriptions, estimated costs, and funding sources. Appendix A contains the costs and SDC eligibility for the parks SDC pricing option 1 (discussed at the beginning of this report). Appendix B contains the costs and SDC eligibility for the parks SDC pricing option 2.

- Appendix A total costs are \$57,021,900. Total SDC-eligible costs are \$46,191,800.
- Appendix B total costs are \$57,021,900. Total SDC-eligible costs are \$13,687,100.

*Reimbursement fee* - The reimbursement fee cost basis is the sum of the value of the existing system inventory funded by City revenues that will serve growth. The capacity requirements for existing development and growth were developed in Tables 3 through 4 for the City’s parks, trails, and facilities. As the data in Table 4 shows, currently, the City is “park deficient” in all parks categories except mini/pocket Parks. This will impact the calculation of the parks SDC reimbursement fee in that the current LOS implies 100% of the City’s current parks and trails capacity is being absorbed by the City’s current population. That mean 0% of the system’s built capacity is available to serve growth.

*Compliance costs* - Local governments are entitled to include in the SDCs, the costs associated with complying with the SDC statutes. Compliance costs include costs related to developing the SDC methodology and project list (i.e., a portion of planning costs), and annual budgeting and reporting. The estimated compliance costs over the 20-year planning period are \$170,000. A detailed breakdown of the projected component costs of compliance are shown below in Table 9.

## Proposed Schedule of Parks SDCs

### Unit Costs

To determine the SDC schedules for pricing options 1 and 2, the system-wide unit costs of capacity are calculated as shown in Table 9. The calculations start with allocating the cost basis between residential and nonresidential development. For SDC purposes, park costs are divided based on each group's share of future equivalent population. Please note, it is assumed that the nonresidential share is zero for Independence in that the City has a policy of not charging commercial development for parks services.

Table 5 - Parks SDC Unit Cost Calculations

# SDC Strategy Option 1

### *Parks SDC Unit Cost Calculations:*

| Line Item Description        | Fee Basis     | (-) SDC Fund Bal | Compliance* | Total         | Future Demand |        | Fee - \$/Unit |
|------------------------------|---------------|------------------|-------------|---------------|---------------|--------|---------------|
|                              |               |                  |             |               | Units         | Number |               |
| <b>Improvement fee:</b>      |               |                  |             |               |               |        |               |
| Residential                  | \$ 46,191,800 | \$ 377,851       | \$ -        | \$ 45,813,949 | Population    | 8,059  | \$ 5,685      |
| Non-residential              | -             | -                | -           | -             | Employees     | 4,390  | \$ -          |
| Total                        | \$ 46,191,800 | \$ 377,851       | \$ -        | \$ 45,813,949 |               |        |               |
| <b>Reimbursement fee:</b>    |               |                  |             |               |               |        |               |
| Residential                  | \$ -          | \$ -             | \$ 170,000  | \$ 170,000    | Population    | 8,059  | \$ 21         |
| Non-residential              | -             | -                | -           | -             | Employees     | 4,390  | \$ -          |
| Total                        | \$ -          | \$ -             | \$ 170,000  | \$ 170,000    |               |        |               |
| <b>Total</b>                 |               |                  |             |               |               |        |               |
| Residential                  |               |                  |             |               |               |        | \$ 5,706      |
| Non-residential              |               |                  |             |               |               |        | \$ -          |
| <b>* Compliance Costs:</b>   |               |                  |             |               |               |        |               |
| Parks Master Plan update     |               | \$ 85,000        |             |               |               |        |               |
| Parks SDC Methodology update |               | 35,000           |             |               |               |        |               |
| Accounting, reporting        |               | 50,000           |             |               |               |        |               |
| Total                        |               | \$ 170,000       |             |               |               |        |               |

# SDC Strategy Option 2

## Parks SDC Unit Cost Calculations:

| Line Item Description        | Fee Basis     | (-) SDC Fund Bal | Compliance* | Total         | Future Demand |        | Fee - \$/Unit |
|------------------------------|---------------|------------------|-------------|---------------|---------------|--------|---------------|
|                              |               |                  |             |               | Units         | Number |               |
| <b>Improvement fee:</b>      |               |                  |             |               |               |        |               |
| Residential                  | \$ 13,762,100 | \$ 377,851       | \$ -        | \$ 13,384,249 | Population    | 8,059  | \$ 1,661      |
| Non-residential              | -             | -                | -           | -             | Employees     | 4,390  | \$ -          |
| Total                        | \$ 13,762,100 | \$ 377,851       | \$ -        | \$ 13,384,249 |               |        |               |
| <b>Reimbursement fee:</b>    |               |                  |             |               |               |        |               |
| Residential                  | \$ -          | \$ -             | \$ 170,000  | \$ 170,000    | Population    | 8,059  | \$ 21         |
| Non-residential              | -             | -                | -           | -             | Employees     | 4,390  | \$ -          |
| Total                        | \$ -          | \$ -             | \$ 170,000  | \$ 170,000    |               |        |               |
| <b>Total</b>                 |               |                  |             |               |               |        |               |
| Residential                  |               |                  |             |               |               |        | \$ 1,682      |
| Non-residential              |               |                  |             |               |               |        | \$ -          |
| <hr/>                        |               |                  |             |               |               |        |               |
| <b>* Compliance Costs:</b>   |               |                  |             |               |               |        |               |
| Parks Master Plan update     |               | \$ 85,000        |             |               |               |        |               |
| Parks SDC Methodology update |               | 35,000           |             |               |               |        |               |
| Accounting, reporting        |               | 50,000           |             |               |               |        |               |
| Total                        |               | \$ 170,000       |             |               |               |        |               |

## Schedule of Parks SDCs

Parks SDCs are based on average dwelling occupancy and employee density. An analysis of census data indicates there is a differential in occupancy by housing type in Independence. For this analysis, the following occupancy assumptions have been used:

Detached single-family residences..... 3.5

Multi-family residential dwelling units..... 2.5

Accessory Dwelling Units (ADUs) ..... 1.5

The methodology for arriving at these occupancy factors is contained in Appendix C. The proposed schedule of parks SDCs for pricing options 1 and 2 are shown below in Table 6.

Table 6 - Proposed Schedule of Parks SDCs

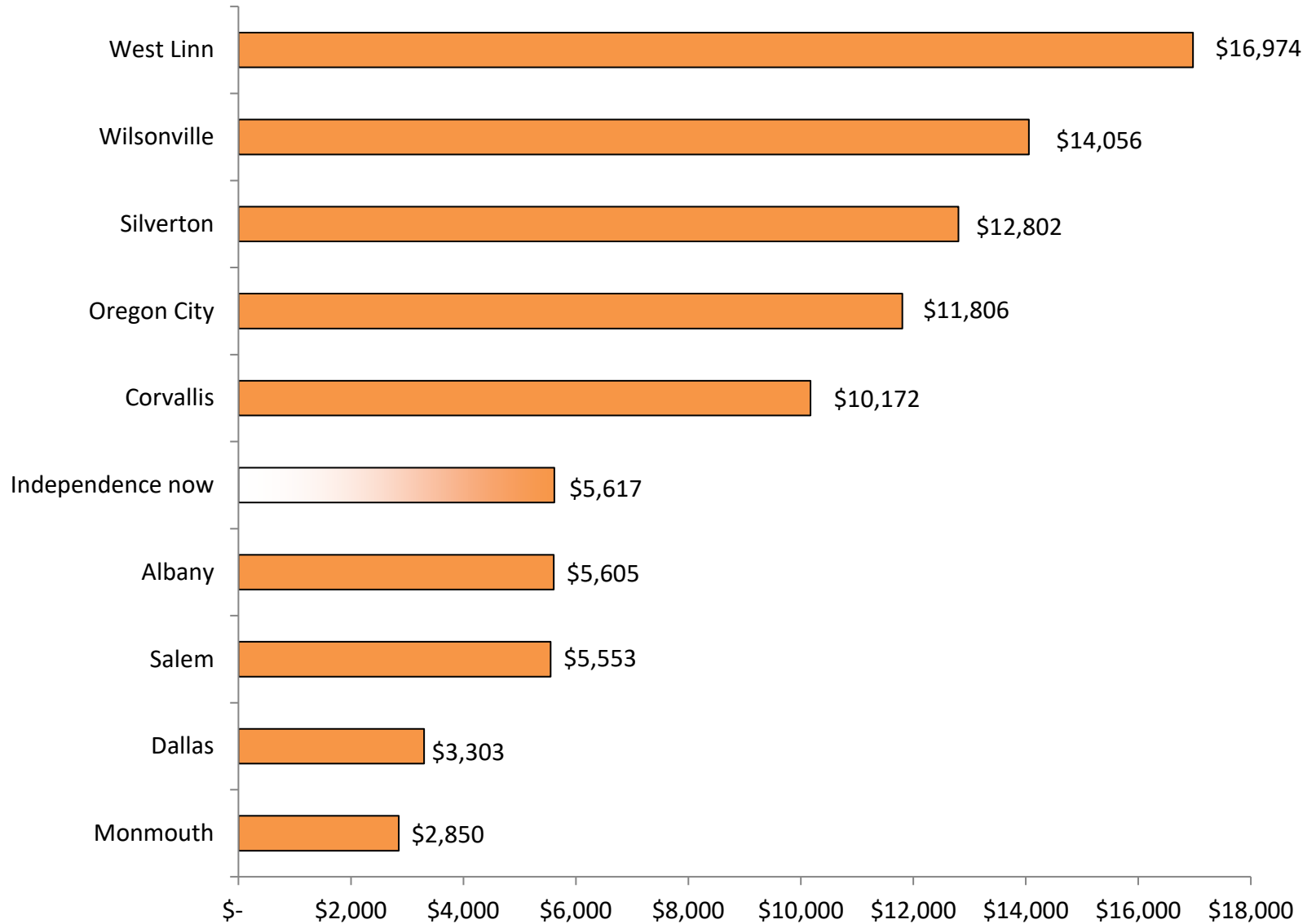
*Parks SDC Billing Calculations: Option 1*

|                         | Fee - \$/Unit<br>of Demand | People Per<br>Dwelling Unit | Parks SDC |              |
|-------------------------|----------------------------|-----------------------------|-----------|--------------|
|                         |                            |                             | Per DU    | Per Employee |
| Residential             |                            |                             |           |              |
| Single-family           | \$ 5,706                   | 3.50                        | \$ 19,971 |              |
| Multifamily             | \$ 5,706                   | 2.50                        | \$ 14,265 |              |
| Accessory Dwelling Unit | \$ 5,706                   | 1.50                        | \$ 8,559  |              |

*Parks SDC Billing Calculations: Option 2*

|                         | Fee - \$/Unit<br>of Demand | People Per<br>Dwelling Unit | Parks SDC |              |
|-------------------------|----------------------------|-----------------------------|-----------|--------------|
|                         |                            |                             | Per DU    | Per Employee |
| Residential             |                            |                             |           |              |
| Single-family           | \$ 1,682                   | 3.50                        | \$ 5,887  |              |
| Multifamily             | \$ 1,682                   | 2.50                        | \$ 4,205  |              |
| Accessory Dwelling Unit | \$ 1,682                   | 1.50                        | \$ 2,523  |              |

### Neighboring Communities' Parks SDCs February 2026 (Single-Family Residential)



## Appendix A – Parks Capital Improvement Plan and Funding Allocations for SDC Pricing Option 1

| 2026-2030 Parks Capital Improvement Plan |                |   |  |                         |                         |                         |                      |                          |                      |                            |             |  |                   |
|--|----------------|---|--|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|----------------------|----------------------------|-------------|--|-------------------|
| Project Number                           | Project Source | Project Name  | Project Description  | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible (Y/N) | SDC Share % | 2026 Master Plan Cost Est. + Inflation | SDC Eligible Cost |
| <b>Park Improvement Projects</b>         |                |   |  |                         |                         |                         |                      |                          |                      |                            |             |  |                   |
| 1.1                                      | PSMP           | Riverview Park (Priority #1)  | 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. | 2026-2030               |                         |                         | High                 | No                       | Yes                  | Yes                        | 92%         | \$ 6,368,700                           | \$ 5,839,700      |
| Study                                    | PSMP           | Pool Area Recreation Plan   | Perform a study to look at recreational options for the pool property with potential recreational partners.  | 2026-2030               |                         |                         | High                 | No                       | No                   | Yes                        | 100%        | \$ 75,000                              | \$ 75,000         |
| 1.2                                      | PSMP           | Henry Hill Park (Priority #2)   | 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.  | 2026-2030               |                         |                         | High                 | No                       | Yes                  | Yes                        | 94%         | \$ 4,927,000                           | \$ 4,619,100      |
| Trail E                                  | PSMP           | Along City Property B, connecting Independence Landing with S. Main St. (Priority #3) | Per South Willamette River Trail Refinement Concept, mix of raised and surface trails. Project will require new right-of-way. Assumes project will require federal dollars for design and construction.  | 2026-2030               |                         |                         | High                 | No                       | Yes                  | Yes                        | 100%        | \$ 7,768,400                           | \$ 7,768,400      |
| 1.3                                      | PSMP           | Independence Landing (Priority #4)  | 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.  | 2026-2030               |                         |                         | High                 | No                       | Yes                  | Yes                        | 89%         | \$ 703,000                             | \$ 626,300        |
| Trail F                                  | PSMP           | Main St to Willamette River Trail, North of the Dog Park (Priority #5)                | Widened sidewalk connection from Main St, around future improved parking lot at Dog Park; Shared Use Surface Trail - 0.16 miles.   | 2026-2030               |                         |                         | High                 | No                       | Yes                  | Yes                        | 100%        | \$ 544,700                             | \$ 544,700        |
| Trail B                                  | PSMP           | Along Ash Creek, between City Property A and Main St. (Priority #6)                   | 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  |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 100%        | \$ 5,336,500                           | \$ 5,336,500      |

**2026-2030 Parks Capital Improvement Plan**

| Project Number                   | Project Source | Project Name   | Project Description   | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible (Y/N) | SDC Share % | 2026 Master Plan Cost Est. + Inflation | SDC Eligible Cost |
|----------------------------------|----------------|--|---|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|----------------------|----------------------------|-------------|--|-------------------|
| <b>Park Improvement Projects</b> |                |  |   |                         |                         |                         |                      |                          |                      |                            |             |  |                   |
| 1.4                              | PSMP           | Pioneer Park (Priority #7)   | 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. |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 93%         | \$ 3,570,000                           | \$ 3,312,800      |
| 1.5                              | PSMP           | Mt Fir Park (Priority #8)  | 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.   |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 100%        | \$ 2,899,000                           | \$ 2,899,000      |
| Trail A                          | PSMP           | Along Ash Creek, between Western City boundary to City Property A. Includes Access Easement. (Priority #9) | 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.  |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 100%        | \$ 3,120,000                           | \$ 3,120,000      |
| 1.6                              | PSMP           | Pfaff Park (Priority #10)  | 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.   |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 95%         | \$ 2,608,000                           | \$ 2,464,900      |
| 1.7                              | PSMP           | Dog Park (Priority #11)  | 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.  |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                        | 96%         | \$ 1,278,000                           | \$ 1,225,600      |

**2026-2030 Parks Capital Improvement Plan**

| Project Number                   | Project Source | Project Name  | Project Description   | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible |       | 2026 Master Plan Cost Est. + Inflation |                      | SDC Eligible Cost |
|----------------------------------|----------------|---|---|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|----------------------|----------------------|-------|--|----------------------|-------------------|
|                                  |                |   |   |                         |                         |                         |                      |                          |                      | (Y/N)                | (Y/N) | SDC Share %                            |                      |                   |
| <b>Park Improvement Projects</b> |                |   |   |                         |                         |                         |                      |                          |                      |                      |       |  |                      |                   |
| Trail G                          | PSMP           | Along South Fork Ash Creek, on west side of Mt. Fir Park. (Priority #12)                        | Raised trail and bridge crossing tied into future parking lot improvements at Mt Fir Park. Includes Shared Use Raised Trail - 0.20 miles  |                         | 2031-2035               |                         | Medium               | No                       | Yes                  | Yes                  | 100%  | \$ 1,121,900                           | \$ 1,121,900         |                   |
| 1.8                              | PSMP           | Grand St Park Field (Priority #10)  | 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.          |                         |                         | 2036-2046               | Low                  | No                       | Yes                  | Yes                  | 95%   | \$ 1,567,000                           | \$ 1,487,200         |                   |
| Trail D                          | PSMP           | Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St. (Priority #11)  | Includes Shared Use Surface Trail - 0.64 miles and Shared Use Raised Trail - 0.07 miles.  |                         |                         | 2036-2046               | Low                  | No                       | Yes                  | Yes                  | 100%  | \$ 3,699,800                           | \$ 3,699,800         |                   |
| Trail C                          | PSMP           | On Wastewater Treatment Plant property, West of Williams St                                     | Includes Shared Use Surface Trail - 0.52 miles.   |                         |                         | 2036-2046               | Low                  | No                       | Yes                  | Yes                  | 100%  | \$ 2,047,500                           | \$ 2,047,500         |                   |
| 1.9                              | PSMP           | Sunset Meadows Park (Priority #11)  | Add bike racks  |                         |                         | 2036-2046               | Low                  | No                       | Yes                  | Yes                  | 100%  | \$ 3,400                               | \$ 3,400             |                   |
| Trail H                          | PSMP           | Ash Creek Trail Connection East of Talmadge Rd, between Southern City boundary and Monmouth St. | 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. |                         |                         | 2036-2046               | Low                  | Yes                      | No                   | No                   | 0%    | \$ 3,682,500                           | \$ -                 |                   |
| Trial I                          | PSMP           | Along South Fork Ash Creek, as part of the SW Concept Plan.                                     | 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.  |                         |                         | 2036-2046               | Low                  | Yes                      | No                   | No                   | 0%    | \$ 5,776,500                           | \$ -                 |                   |
|                                  |                |   |   |                         |                         |                         |                      |                          |                      |                      |       | <b>TOTAL High Priority Costs</b>       | <b>\$ 20,386,800</b> |                   |
|                                  |                |   |   |                         |                         |                         |                      |                          |                      |                      |       | <b>TOTAL Medium Priority Costs</b>     | <b>\$ 19,933,400</b> |                   |
|                                  |                |   |   |                         |                         |                         |                      |                          |                      |                      |       | <b>TOTAL Low Priority Costs</b>        | <b>\$ 16,776,700</b> |                   |
|                                  |                |   |   |                         |                         |                         |                      |                          |                      |                      |       | <b>TOTAL Program Costs</b>             | <b>\$ 57,096,900</b> |                   |
|                                  |                |   |   |                         |                         |                         |                      |                          |                      |                      |       | <b>TOTAL SDC Eligible Costs</b>        | <b>\$ 46,191,800</b> |                   |

## Appendix B – Parks Capital Improvement Plan and Funding Allocations for SDC Pricing Option 2

| 2026-2030 Parks Capital Improvement Plan |                |   |  |                         |                         |                         |                      |                          |                           |                      |                            |             |  |                   |
|--|----------------|---|--|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|---------------------------|----------------------|----------------------------|-------------|--|-------------------|
| Project Number                           | Project Source | Project Name  | Project Description  | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Bond Eligible >\$2M (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible (Y/N) | SDC Share % | 2026 Master Plan Cost Est. + Inflation | SDC Eligible Cost |
| <b>Park Improvement Projects</b>         |                |   |  |                         |                         |                         |                      |                          |                           |                      |                            |             |  |                   |
| 1.1                                      | PSMP           | Riverview Park (Priority #1)  | 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. | 2026-2030               |                         |                         | High                 | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 6,368,700                           | \$ 1,273,800      |
| Study                                    | PSMP           | Pool Area Recreation Plan   | Perform a study to look at recreational options for the pool property with potential recreational partners.  | 2026-2030               |                         |                         | High                 | No                       | No                        | Yes                  | Yes                        | 100%        | \$ 75,000                              | \$ 75,000         |
| 1.2                                      | PSMP           | Henry Hill Park (Priority #2)   | 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.  | 2026-2030               |                         |                         | High                 | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 4,927,000                           | \$ 985,400        |
| Trail E                                  | PSMP           | Along City Property B, connecting Independence Landing with S. Main St. (Priority #3) | Per South Willamette River Trail Refinement Concept, mix of raised and surface trails. Project will require new right-of-way. Assumes project will require federal dollars for design and construction.  | 2026-2030               |                         |                         | High                 | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 7,768,400                           | \$ 1,553,700      |
| 1.3                                      | PSMP           | Independence Landing (Priority #4)  | 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.  | 2026-2030               |                         |                         | High                 | No                       | Yes                       | Yes                  | Yes                        | 100%        | \$ 703,000                             | \$ 703,000        |
| Trail F                                  | PSMP           | Main St to Willamette River Trail, North of the Dog Park (Priority #5)                | Widened sidewalk connection from Main St, around future improved parking lot at Dog Park; Shared Use Surface Trail - 0.16 miles.   | 2026-2030               |                         |                         | High                 | No                       | Yes                       | Yes                  | Yes                        | 100%        | \$ 544,700                             | \$ 544,700        |
| Trail B                                  | PSMP           | Along Ash Creek, between City Property A and Main St. (Priority #6)                   | 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  |                         | 2031-2035               |                         | Medium               | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 5,336,500                           | \$ 1,067,300      |

**2026-2030 Parks Capital Improvement Plan**

| Project Number                   | Project Source | Project Name   | Project Description   | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Bond Eligible >\$2M (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible (Y/N) | SDC Share % | 2026 Master Plan Cost Est. + Inflation | SDC Eligible Cost |
|----------------------------------|----------------|--|---|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|---------------------------|----------------------|----------------------------|-------------|--|-------------------|
| <b>Park Improvement Projects</b> |                |  |   |                         |                         |                         |                      |                          |                           |                      |                            |             |  |                   |
| 1.4                              | PSMP           | Pioneer Park (Priority #7)   | 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. |                         | 2031-2035               |                         | Medium               | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 3,570,000                           | \$ 714,000        |
| 1.5                              | PSMP           | Mt Fir Park (Priority #8)  | 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.   |                         | 2031-2035               |                         | Medium               | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 2,899,000                           | \$ 579,800        |
| Trail A                          | PSMP           | Along Ash Creek, between Western City boundary to City Property A. Includes Access Easement. (Priority #9) | 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.  |                         | 2031-2035               |                         | Medium               | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 3,120,000                           | \$ 624,000        |
| 1.6                              | PSMP           | Pfaff Park (Priority #10)  | 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.   |                         | 2031-2035               |                         | Medium               | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 2,608,000                           | \$ 521,600        |
| 1.7                              | PSMP           | Dog Park (Priority #11)  | 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.  |                         | 2031-2035               |                         | Medium               | No                       | No                        | Yes                  | Yes                        | 100%        | \$ 1,278,000                           | \$ 1,278,000      |

**2026-2030 Parks Capital Improvement Plan**

| Project Number                   | Project Source | Project Name  | Project Description   | Priority Year 2023-2027 | Priority Year 2028-2032 | Priority Year 2033-2042 | Master Plan Priority | Built by Developer (Y/N) | Bond Eligible >\$2M (Y/N) | Grant Eligible (Y/N) | SDC Funding Eligible (Y/N) | SDC Share % | 2026 Master Plan Cost Est. + Inflation | SDC Eligible Cost    |
|----------------------------------|----------------|---|---|-------------------------|-------------------------|-------------------------|----------------------|--------------------------|---------------------------|----------------------|----------------------------|-------------|--|----------------------|
| <b>Park Improvement Projects</b> |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             |  |                      |
| Trail G                          | PSMP           | Along South Fork Ash Creek, on west side of Mt. Fir Park. (Priority #12)                        | Raised trail and bridge crossing tied into future parking lot improvements at Mt Fir Park. Includes Shared Use Raised Trail - 0.20 miles  |                         | 2031-2035               |                         | Medium               | No                       | No                        | Yes                  | Yes                        | 100%        | \$ 1,121,900                           | \$ 1,121,900         |
| 1.8                              | PSMP           | Grand St Park Field (Priority #10)  | 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.          |                         |                         | 2036-2046               | Low                  | No                       | No                        | Yes                  | Yes                        | 100%        | \$ 1,567,000                           | \$ 1,567,000         |
| Trail D                          | PSMP           | Along Western edge of Wastewater Treatment Plant, from Monmouth St. to Polk St. (Priority #11)  | Includes Shared Use Surface Trail - 0.64 miles and Shared Use Raised Trail - 0.07 miles.  |                         |                         | 2036-2046               | Low                  | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 3,699,800                           | \$ 740,000           |
| Trail C                          | PSMP           | On Wastewater Treatment Plant property, West of Williams St                                     | Includes Shared Use Surface Trail - 0.52 miles.   |                         |                         | 2036-2046               | Low                  | No                       | Yes                       | Yes                  | Yes                        | 20%         | \$ 2,047,500                           | \$ 409,500           |
| 1.9                              | PSMP           | Sunset Meadows Park (Priority #11)  | Add bike racks  |                         |                         | 2036-2046               | Low                  | No                       | No                        | Yes                  | Yes                        | 100%        | \$ 3,400                               | \$ 3,400             |
| Trail H                          | PSMP           | Ash Creek Trail Connection East of Talmadge Rd, between Southern City boundary and Monmouth St. | 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. |                         |                         | 2036-2046               | Low                  | Yes                      | No                        | No                   | No                         | 0%          | \$ 3,682,500                           | \$ -                 |
| Trail I                          | PSMP           | Along South Fork Ash Creek, as part   | Reference Southwest Independence Concept Plan, To be  |                         |                         | 2036-2046               | Low                  | Yes                      | No                        | No                   | No                         | 0%          | \$ 5,776,500                           | \$ -                 |
|                                  |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             | <b>TOTAL High Priority Costs</b>       | <b>\$ 20,386,800</b> |
|                                  |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             | <b>TOTAL Medium Priority Costs</b>     | <b>\$ 19,933,400</b> |
|                                  |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             | <b>TOTAL Low Priority Costs</b>        | <b>\$ 16,776,700</b> |
|                                  |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             | <b>TOTAL Program Costs</b>             | <b>\$ 57,096,900</b> |
|                                  |                |   |   |                         |                         |                         |                      |                          |                           |                      |                            |             | <b>TOTAL SDC Eligible Costs</b>        | <b>\$ 13,762,100</b> |

## Appendix C – Methodology for Calculating Dwelling Occupancy by Housing Type

City of Independence, Oregon  
 Estimation of Population and Employment Growth  
 2026 Parks SDC Update

|  | 2023        | 2024          | 2025      | 2045     | Analysis of Growth |       |
|--|-------------|---------------|-----------|----------|--------------------|-------|
|  | U.S. Census | PSU Certified | Estimated | Forecast | Units              | CAGR* |
| <sup>1</sup> Population                  | 10,088      | 10,209        | 10,577    | 18,636   | 8,059              | 2.87% |
| Single family residential                | 7,497       | 7,587         | 7,861     | 13,850   | 5,989              | 2.87% |
| Multi-family residential                 | 2,513       | 2,622         | 2,717     | 4,786    | 2,070              | 2.87% |
| <sup>2</sup> Total Housing Units         | 3,146       | 3,215         | 3,331     | 5,869    | 2,538              | 2.87% |
| Single family residential                | 2,147       | 2,173         | 2,251     | 3,966    | 1,715              | 2.87% |
| Multi-family residential                 | 999         | 1,042         | 1,080     | 1,903    | 823                | 2.87% |
| Total Number of persons per Housing Unit | 3.18        | 3.18          | 3.18      | 3.18     |                    |       |
| Single family residential                | 3.49        | 3.49          | 3.49      | 3.49     |                    |       |
| Multi-family residential                 | 2.52        | 2.52          | 2.52      | 2.52     |                    |       |
| <sup>3</sup> Employment                  | 5,496       | N/A           | 5,763     | 10,153   | 4,390              | 2.87% |
| Employment to population ratio           | 54.48%      | N/A           | 54.48%    | 54.48%   |                    |       |

*Data Sources and Notes:*

- <sup>1</sup> Current population sources: U.S. Census Bureau, 2023 5-year estimates, Table DP05; 2025 estimate per PSU 2025 certified population June 25, 2025; 2045 population from City of Independence 2025 Parks Master Plan Table 2
- <sup>2</sup> Current Housing units source: U.S. Census Bureau, 2023 5-year estimates, Table DP04, Table B25024, B25033; 2045 projection based on 2023 number of persons per occupied housing unit
- <sup>3</sup> Current employment source: U.S. Census Bureau, 2022 American Community Survey 5-year summary, Table DP03
- \* CAGR - Compound Annual Growth Rate

