



MEMORANDUM

**Task 6.7: Adoption Draft Implementing Amendments (FINAL)**  
 Independence Transportation System Plan Update

DATE July 30, 2021  
 TO Fred Evander, City of Independence  
 Michael Duncan, Oregon Department of Transportation  
 Project Advisory Committee and Technical Advisory Committee members  
 FROM Emma Porricolo and Matt Hastie, Angelo Planning Group (APG)  
 CC Matt Bell, Kittelson & Associates, Inc.

The purpose of this memorandum is to provide final adoption draft amendments to the Independence Comprehensive Plan and Independence Development Code (IDC) to meet the objectives of the Transportation System Plan (TSP) update, as well as the requirements of the Transportation Planning Rule (OAR 660, Division 12). Proposed amendments to the Comprehensive Plan are needed to reference updated policies in the TSP and indicate that the TSP represents the transportation element of the Comprehensive Plan. This memo reflects comments received from City and ODOT staff and members of the project’s Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC), as well as the Independence Planning Commission and City Council.

Proposed amendments to the IDC are broken into two categories: TPR compliance or additional transportation updates. The TPR compliance recommendations were identified as part of an earlier assessment of consistency with the TPR. The additional amendments have been identified through conversations with the consulting team and City staff as an outgrowth of specific TSP recommendations and/or transportation-related code issues noted over time by City staff.

The amendments are summarized in Table 1 below.

*Table 1. Summary of Implementing Amendments*

Recommendation		IDC Code Reference
<b>TRANSPORTATION PLANNING RULE COMPLIANCE</b>		
1.	<b>Transportation Facilities, Services, and Improvements as Permitted Uses</b> <b>Recommendation:</b> Uses authorized in individual zones of the IDC should be updated to include “Transportation Facilities; includes construction, operation, and maintenance of facilities located within right-of-way	17, 30, 40.010, 41.010, 42.010, 50.010, 53.015, 76.030

<b>Recommendation</b>		<b>IDC Code Reference</b>
	controlled by a public agency (e.g., water, sanitary sewer, gas, oil, electric and communication lines, stormwater facilities, and pump stations) consistent with Independence Transportation System Plan,” as uses that are permitted outright, subject to the general development standards of the IDC.	
2.	<b>Consolidated Review for A Single Development Project</b> <b>Recommendation:</b> The IDC Administrative Provisions should be updated to allow all development permits and land use actions processed under the City’s administrative procedures to be consolidated for a single development project.	11.015
3.	<b>On-Site Pedestrian Connections</b> <b>Recommendation:</b> The City should consider strengthening connectivity and circulation standards to encourage on-site pedestrian connections between buildings and to cluster buildings where feasible.	33.030
4.	<b>Multi-family Development Connectivity and Circulation Standards</b> <b>Recommendation:</b> Strengthen pedestrian connectivity and circulation standards that apply to multi-family development.	21.065, 22.065, 23.065
<b>ADDITIONAL TRANSPORTATION UPDATES</b>		
5.	<b>Arterial and Collector Walkability</b> <b>Recommendation:</b> Adopt provisions explicitly allowing alleys for all residential development. Amend fence height provisions and establish a minimum fence setback and potentially reduce the allowable maximum height for rear fences that abut collectors or arterials.	90.90.10, 74.020(A)(1)(a)
6.	<b>Street Cross-Section Standards</b> <b>Recommendation:</b> Remove street cross-section standards from the IDC. Instead reference the appropriate section of the TSP or the City’s Public Works Design Standards for the street cross-section standards.	90.90.010
7.	<b>Access Spacing Standards</b> <b>Recommendation:</b> Remove access management standards from the IDC. Instead, reference the appropriate section of the TSP or the City’s Public Works Design Standards for the access management standards.	90.90.010(V)
8.	<b>Parking Requirements</b> <b>Recommendation:</b> Amend the IDC parking standards to be consistent with the Model Code for Small Cities, resolving the discrepancies noted in Table 2.	73.010
9.	<b>Parking Requirements for Infill Residential Development</b> <b>Recommendation:</b> Exempt conversions from single family detached housing to middle housing (duplexes, triplexes, fourplexes ) from the provisions of IDC Subsection 75.025.	75.025

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## COMPREHENSIVE PLAN AMENDMENTS

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As part of this planning process, Angelo Planning Group (APG) have reviewed existing Comprehensive Plan policies for consistency with the TSP and also have considered different options for how to continue to ensure consistency between the two documents over the long term. In general, we recommend that policies related to transportation be included in just one document to avoid confusion between multiple and potentially different policies in two different documents and to avoid the need to update both documents in the future if policy amendments are needed. We suggest that same approach for Independence and recommend that the Comprehensive Plan be updated to reference the TSP as the Transportation Element of the Comprehensive Plan, with transportation policies found in the TSP. The existing transportation policies in the Comprehensive Plan should be replaced with the following statement:

*The City of Independence Transportation Plan (TSP) serves as the transportation elements of the Comprehensive Plan. All policies related to Transportation are found in Chapter 2 of the TSP.*

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## CODE AMENDMENTS

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### A. TRANSPORTATION PLANNING RULE COMPLIANCE

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Oregon's Transportation Planning Rule (OAR 660, Division 12) (TPR) requires local governments to implement a TSP through local land use regulations. To help the City of Independence meet TPR requirements, APG has conducted an audit of TPR requirements and the Independence Development Code. The results of the TPR audit are described below, along with recommended changes to the Independence Development Code. Where changes are suggested, specific language or other information is provided.

#### 1. Transportation Facilities, Services, and Improvements as Permitted Uses

The IDC does not list the transportation facilities, services, and improvements in -0045(1)(a) as uses that are permitted outright, subject to standards.

**Recommendation:** Uses authorized in individual zones of the IDC should be updated to include "Transportation Facilities. These facilities include construction, operation, and maintenance of facilities located within right-of-way controlled by a public agency (e.g., water, sanitary sewer, gas, oil, electric and communication lines, stormwater facilities, and pump stations) consistent with Independence Transportation System Plan," as uses that are permitted outright, subject to the general development standards of the IDC.

**Proposed Code Amendments:**

**SUBCHAPTER 17: ALLOWED USES IN RESIDENTIAL ZONES**

<b>Allowed Uses</b>	<b>Zone</b>			
	<b>RS</b>	<b>RM</b>	<b>RH</b>	<b>MX</b>
<b>RESIDENTIAL USES</b>				
...				
<b>PUBLIC/QUASI-PUBLIC USE</b>				
<i>Structure <u>or facility</u> necessary for the City or for a public utility to provide service <del>to</del> the neighborhood in which it is <del>located</del> within the City. Such structures shall include, but not be limited to: <u>construction, operation, maintenance or repair of electric service meters, lines, transformers, and poles; natural gas lines; telephone lines and poles; water and sewer lines; streets, pathways and sidewalks; and, including any projects identified in the Transportation System Plan.</u></i>	<i>P</i>	<i>P</i>	<i>P</i>	<i>P</i>

**SUBCHAPTER 30: ALLOWED USES IN COMMERCIAL ZONES**

<b>ALLOWED USES</b>	<b>ZONE</b>	
	<b>MUPC</b>	<b>DRZ</b>
<b>MANUFACTURING/INDUSTRIAL USES</b>		
...		
<b>PUBLIC/QUASI-PUBLIC USE</b>		
<i>Structure <u>or facility</u> necessary for the City or for a public utility to provide service <del>to the neighborhood in which it is located</del> within the City. Such structures shall include, but not be limited to: <u>construction, operation, maintenance or repair of electric service meters, lines, transformers, and poles; natural gas lines; telephone lines and poles; water and sewer lines; streets, pathways and sidewalks; and, including any projects identified in the Transportation System Plan.</u></i>	<i>P</i>	<i>P</i>
...		

**SUBCHAPTER 37: ALLOWED USES IN INDUSTRIAL ZONES**

ALLOWED USES	ZONE		
	IL	IH	IP
GENERAL USES			
...			
<b>PUBLIC IMPROVEMENTS/QUASI-PUBLIC USE</b>			
<i>Streets and sidewalks</i>	<i>P</i>	<i>P</i>	<i>P</i>
<i>Projects identified in the Transportation System Plan</i>	<i>P</i>	<i>P</i>	<i>P</i>
<i>Structure or facility necessary for the City or for a public utility to provide service within the City. Such structures shall include, but not be limited to: construction, operation, maintenance or repair of electric service meters, lines, transformers, and poles; natural gas lines; telephone lines and poles; water and sewer lines; streets, pathways and sidewalks, including any projects identified in the Transportation System Plan.</i>	<i>P</i>	<i>P</i>	<i>P</i>

**SUBCHAPTER 50: PUBLIC SERVICES (PS) ZONE**

50.010 Permitted Uses

Within any PS zone, no structure shall be used, constructed, erected, or altered and no lot shall be used or occupied for any purposes except the following:

....

*E. Municipal or government service structure or use, including, but not limited to construction, operation, maintenance or repair of electric service meters, lines, transformers, and poles; natural gas lines; telephone lines and poles; water and sewer lines; fire stations; streets, pathways and sidewalks, including any projects identified in the Transportation System Plan ~~reservoir, water tower, pump station, bus terminal or station, transformer station or sub-station~~*

....

*P. Projects identified in the Transportation System Plan,*

**SUBCHAPTER 53: AGRICULTURE (AG) ZONE**

53.015 Permitted Uses

Within any Agriculture Zone, no building, structure or land shall be used, and no building or structure shall be hereafter erected, structurally altered, enlarged, or maintained, except for the following uses:

....

*C. Utility facilities necessary for public service, including, but not limited to construction, operation, maintenance or repair of electric service meters, lines, transformers, and poles; natural gas lines; telephone lines and poles; water and sewer lines; streets, pathways and sidewalks, including any projects identified in the Transportation; and except not including commercial facilities for the purpose of generating power for public use by sale.*

....

## **SUBCHAPTER 76: AIRPORT DEVELOPMENT DISTRICT**

### **76.030 Permitted Uses**

*N. Roadways, transportation facilities located within the right-of-way controlled by a public agency, parking areas and storage yards located in such a manner that vehicle lights will not make it difficult for pilots to distinguish between landing lights and vehicle lights, or result in glare, or in any other way impair visibility in the vicinity of the land approach.*

## **2. Consolidated Review for A Single Development Project**

The TPR requires local governments to allow for consolidated review of land use decisions to permit transportation facility projects. In Independence, only multiple quasi-judicial land use action can have consolidated review (per IDC 11.15(E)(7)). However, certain transportation-related projects may fall under other types of land use reviews or actions, such as ministerial review (Type I) or legislative review (Type IV).

**Recommendation:** The IDC Administrative Provisions should be updated to allow all development permits and land use actions processed under the City's administrative procedures to be consolidated for a single development project.

### **Proposed Code Amendments:**

#### *11.015 General Provisions*

*D. Consolidated Review of Applications. When an applicant applies for more than one type of land use action for the same one or more contiguous parcels of land, the proceedings shall be consolidated for review and decision. When proceedings are consolidated, required notices may be consolidated, provided the notice shall identify each application to be decided. When more than one land use action is reviewed in a hearing, separate findings and decisions shall be made on each land use action.*

*E.~~D.~~ Ministerial Actions – Type I. This subsection establishes...*

*F.~~E.~~ Quasi-Judicial Actions. This subsection establishes the procedures to be followed in Type II and Type III land use actions...*

*~~-7. Combination of Review Procedures: Applications for more than one quasi-judicial land use action for the same property may, at the applicant's discretion, be combined and heard or reviewed concurrently. Applications so combined will be heard at the higher level decision authority.~~*

...

[Modify numbering of subsequent subsections and provisions.]

### 3. On-Site Pedestrian Connectivity and Circulation Connections

In OAR 660-012-0045(3)(b), the TPR requires provisions for internal pedestrian circulation requirements for new office parks and commercial development through clustering of buildings, construction of accessways, walkways and similar techniques. Section 33.030(F) and 33.040(I) provide development standards for the Mixed Use Pedestrian-Friendly Commercial (MUPC) and Downtown Riverfront Zone respectively. They require pedestrian connections between the building and the sidewalk, but do not specify standards or guidelines for clustering buildings and making pedestrian connections between other on-site buildings.

For residential development, some building orientation and connectivity requirements promoting pedestrian circulation are found in IDC Section 19.005(E). This section requires the primary pedestrian entrance(s) to connect to the sidewalk via a straight path that is a minimum of 5 feet wide. However, those provisions could be strengthened for residential development, particularly multi-family development and Planned Unit Developments (PUDs).

PUDs require residential development to meet all applicable land use and development standards, which includes the proposed on-site pedestrian circulation standards for multifamily development.

Currently, these types of standards are found within each base zone subchapter where they exist. The following proposed amendments are recommended to be included in Subchapter 73 (Parking) and apply to all developments with more than 10 parking spaces located in most of the City's zones

**Recommendation:** Strengthen pedestrian connectivity and circulation standards that apply to commercial, multi-family and other non-industrial development.

#### Proposed Code Amendments:

##### **SUBCHAPTER 73: PARKING**

##### *73.020 General Requirements for Parking and Loading Areas*

...

*K. Off-street parking areas shall be landscaped in accordance with the requirements found in Subchapter 54 (Buffering, Screening, Landscape and Ash Creek Setback Requirements) and/or the requirements of the underlying zone.*

*L. Internal Pedestrian Connections. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces, the following standards shall apply:*

- a. A continuous pedestrian walkway system shall extend throughout the development site and connect to adjacent sidewalks, if any, and to all future phases of the development, as applicable.*
- b. Walkways shall be reasonably direct between pedestrian destinations and minimize crossings where vehicles operate.*

- c. The pedestrian connections shall be a minimum of six (6) feet wide and distinguished from vehicular areas through changes in elevation or materials.*
- d. The Americans with Disabilities Act (ADA) contains different and stricter standards for some walkways. The ADA applies to the walkway that is the primary building entrance and walkways that connect transit stops and parking areas to building entrances. Where the ADA applies to a walkway, the stricter standards of ADA shall apply.*
- ¶M. Vehicle parking spaces used for curb side pick-up shall be located off street, shall be clearly marked, and shall be in addition to the minimum vehicle parking spaces required for the associated use(s) based on the standards in IDC Section 73.010.*

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## B. ADDITIONAL TRANSPORTATION UPDATES

### 4. Arterial and Collector Walkability

Generally, development standards require vehicular access from the lowest functional class street (e.g., local streets) when a development abuts multiple streets. However, a result of those provisions is that rear yards and fencing facing arterial or collector streets often create an uninviting pedestrian environment on the streets that are intended to connect pedestrians to local destinations (e.g., schools, downtown, parks, etc.). In Independence, examples of this can be seen along Hoffman Rd. (see Figure 1).

Figure 1. Example of Unfavorable Pedestrian Environment along Hoffman Rd.



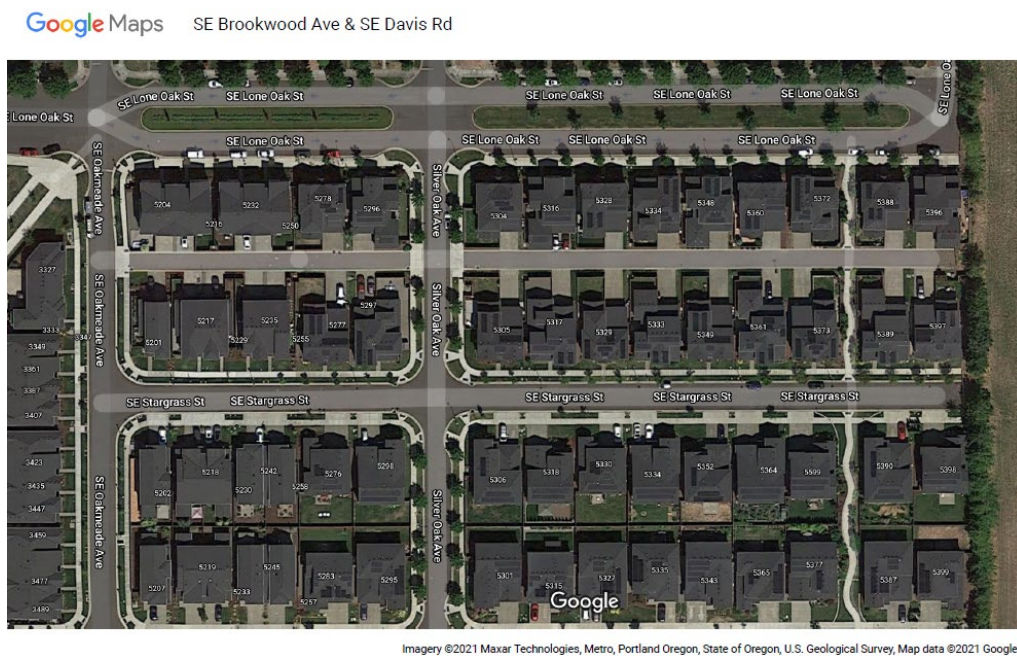
There are various approaches to mitigating this issue, including:

- *Permit double-loaded alleys.* Double loaded alleys – an alley that has accesses on both sides of the corridor (see Figure 2) - is a way to mitigate the issue without conflicting



with access standards. Alleys are permitted in Independence. Where alleys are permitted, there are no provisions that prohibit double-loaded alleys. However, the Residential Design Standards are vague on permitting alleys for all residential development. IDC Subsection 90.90.010(R) subdivision standards require alleys for certain commercial and industrial development. IDC Subsection 19.020(A)(2) permits alleys for duplexes, rowhouses, and townhouses; and for garage access for corner lot development. Both sections fail to address the ability to provide alleys and do not include requirements for alley-accessed development for other types of residential development. To encourage alley development when abutting collectors or arterials, the City should permit alleys more broadly for all residential development.

Figure 2. Example of a Double-loaded Alley in Hillsboro, OR (Source: Google)



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- *Ensure building and entry orientations don't prohibit homes from facing arterials or collectors.* Building entry orientation standards found in IDC Subsection 19.005(E) do not prohibit alley access and have options for where entrances can face the street when an alley is a part of the development.
- *Reduce rear fence setback requirements.* The IDC does not establish rear fence setback standards, except for fences abutting Ash Creek. The City can adopt a minimum fence setback for rear fences to ensure there is some space between the fencing and the sidewalk, providing some additional green space for pedestrian comfort. In the RS, RM, and MX zones, rear fences must not exceed 7 feet in height. However, front yard setbacks are required to be 3.5 feet or less and non-sight-obscuring. The City can adopt specific provisions for rear fences abutting arterial or collector streets. Establishing a lower maximum height requirement will improve walkability and pedestrian safety by encouraging the "eyes on the street" principal. Additionally, a minimum fence setback can create more green space next to the sidewalks, creating a more comfortable pedestrian environment and reducing the potential a tunnel-like environment.

**Recommendation:** Adopt provisions explicitly allowing alleys for all residential development. Amend fence height provisions and establish a minimum fence setback for rear fences that abut collectors or arterials.

## ***SUBCHAPTER 19: RESIDENTIAL DESIGN STANDARDS***

[Note: The following standards are noted for reference and no amendments to them are recommended.] *19.005 Residential Design Standards*

### *F. Vehicular Access and Garages*

#### *1. Vehicular Access*

*a. When a project is proposed on a corner lot along an arterial or collector road, the garage shall be accessed off the lower classified street or an adjacent alley, unless the applicant demonstrates to the satisfaction of the Public Works Director (per the Public Works Design Standards) that the access via the lower classified street or alley is not possible.*

#### *19.020 Special Standards for Certain Uses*

*A. Single-family Attached Townhomes, Rowhouses, and Duplexes. Single-family attached housing (townhome units on individual lots), rowhouse and duplex developments shall comply with the standards in 1-4, below. The standards are intended to control development scale; avoid or minimize impacts associated with traffic, parking, and design compatibility; and ensure management and maintenance of common areas*

...

2. Townhome, rowhouse and duplex subdivisions (4 or more lots) may receive vehicle access from a rear alley. Alley(s) shall be created at the time of subdivision approval. Alleys are not required when existing development patterns or topography make construction of an alley impracticable (See #3 for standards). As necessary, the city shall require dedication of right-of-way or easements and construction of pathways between townhome lots (e.g., between building breaks).

3. Collector and Residential Lot Access to Arterials and Collectors. When a residential development abuts an existing or proposed arterial or collector, the Planning Commission shall require that access to such streets be limited by one of the following means:

- a. The lots of the development back onto the arterial or collector and front onto a parallel local street. Subchapter 90 / Amended by Ordinance No. 1570, 02-12-19.
- b. A series of cul-de-sacs, U-shaped streets, shared driveways, or short loops entered from and designed generally at right angles to the arterial or collector street and where no lots derive direct access to the arterial or collector street.
- c. Lots that would only have access to an arterial or collector shall be restricted to the collector street.

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## **SUBCHAPTER 90: SUBDIVISION REGULATIONS**

### **90.90.010 Streets.**

R. Commercial and Industrial Alleys. Alleys shall be provided in commercial and industrial districts, unless other permanent provisions of access to off street parking and loading facilities are approved by the Planning Commission. The corners of alley intersections shall have a radius of not less than 12 feet.

1. Dedication. The Planning Commission may require ~~adequate and proper~~ alleys that meet the City's design and construction standards to be dedicated to the public by the land divider of such design and in such location as necessary to provide for the access needs of the subdivision or partition in accordance with the purpose of Section 90.10.010 of this chapter.
2. Width. Width of right-of-way and paving design for alleys shall be not less than 20 feet. Slope easements shall be dedicated in accordance with specifications adopted by the City Council.
3. Corner Cut-Offs. Where two alleys intersect, 10 feet corner cut-offs shall be provided.
4. Grades and Curves. Grades shall not exceed 12 percent on alleys, and centerline radii on curves shall be not less than 100 feet.

*5. Other Requirements. All provisions and requirements with respect to streets in this subchapter shall apply to alleys the same in all respects as if the word "street" or "streets" therein appear as the word "alley" or "alleys" respectively.*

*S. Residential Alleys. Alleys may be provided in residential developments with four or more lots.*

*1. Dedication. The Planning Commission may require alleys that meet the City's design and construction standards to be dedicated to the public by the land divider of such design and in such location as necessary to provide for the access needs of the subdivision or partition in accordance with the purpose of Section 90.10.010 of this chapter.*

*2. Width. Width of right-of-way and paving design for alleys shall be not less than the width specified in the Independence Public Works Design Standards. Slope easements shall be dedicated in accordance with specifications adopted by the City Council.*

*3. Vision Clearance. Where two alleys intersect, the intersections shall be designed to meet vision clearance standards found in Section 75.055 of this code.*

*4. Grades and Curves. Grades shall not exceed 12 percent on alleys, and centerline radii on curves shall be not less than 100 feet.*

*5. Other Requirements. All provisions and requirements with respect to streets in this subchapter shall apply to alleys the same in all respects as if the word "street" or "streets" therein appear as the word "alley" or "alleys" respectively.*

*T.S. Street trees are required ...*

[Modify subsequent subsection and provisions numbering accordingly]

#### **SUBCHAPTER 74: ACCESSORY STRUCTURES**

##### *74.020 Specific Standards for Accessory Uses*

##### *A. Fences.*

##### *1. Standards for Zones*

##### *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. Except, when a rear yard fence is abutting a minor collector, major collector, or arterial, the fences shall not exceed five (5) feet in height.*

*ii. Materials. Fences shall be made of wood, brick, vinyl or wrought iron. Chain link fences shall be prohibited.*

*iii. Residential Development Abutting a Collector or Arterial. In the RS, RM, RH, and MX zones, when a residential development with a rear yard abutting a minor collector, major collector, or arterial, the following standards apply:*

- a. Setbacks. The rear yard fence shall be setback a minimum of six (6) feet.*
- b. Height. The rear yard fence shall not exceed five (5) feet in height.*

*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.*

## 5. Street Cross-Section Standards

Currently, street cross-section requirements are described in the Table in IDC Section 90.90.010(D). To ensure the requirements reflect the cross-section standards recommended in the updated TSP and reflect best practices, we recommend the actual street standards be removed from the IDC and instead reference the appropriate TSP standard.

**Recommendation:** Remove street cross-section standards from the IDC. Instead, referenced the appropriate section of the TSP for the street cross-section standards. Alternatively, the standards could be included in the City's Public Works Design Standards and referenced accordingly in the code amendments below.

### Proposed Code Amendments:

#### *Chapter 90.90 DESIGN AND DEVELOPMENT STANDARDS*

#### *90.90.010 Streets.*

*A. General. The location, width, and grade of streets, bikeways and pedestrian facilities shall be considered in their relation to existing and planned streets, bikeways and pedestrian facilities, to topographical conditions, to public convenience and safety, and to the proposed use of the land to be served by the streets. All streets, bikeways and pedestrian facilities shall connect to other said facilities within the development and to existing and planned streets, bikeways, and pedestrian facilities outside the development. Where location is not shown in the Independence Transportation System Plan or other a development plan, the arrangement of streets in a subdivision shall either:*

- 1. Provide for the continuation or appropriate projection of existing and planned streets, bikeways and pedestrian facilities in surrounding areas; or*
- 2. Conform to a plan for the neighborhood approved or adopted by the Planning Commission to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets, bikeways and pedestrian facilities impractical.*

B. Widths of street rights-of-way and paving design for streets shall not be less than those set forth in the ~~table below~~ Independence Public Works Design Standards. The street section shall be designed in accordance with Subsection 90.80.005.D. Streets within the Southwest Independence Concept Plan area shall be designed in accordance with the street cross sections provided in the Southwest Independence Concept Plan. Where applicable, the street cross-sections provided in the Southwest Independence Concept Plan supersede any conflicting standards in this section. Engineering staff may make exceptions to the standards based on individual site conditions.

C. ~~The width of street rights-of-way provided in the table below shall be the minimum widths of rights-of-way for streets existing along and adjacent to any boundary of the subdivision or partition which is the natural or planned continuation of the alignment of the existing or proposed streets, and the applicant shall dedicate additional rights-of-way, as determined by the City in accordance with such table, for any such adjacent street where the existing width of rights-of-way for such street is less than the minimum in said table.~~

D. Street Standards:

Independence Street Design Standards:

	<u>Major Arterial Streets</u>	<u>Minor Arterial Streets</u>	<u>Collector Streets</u>	<u>Local Streets<sup>(1)</sup></u>
<u>Right-of-way width</u>	84 ft <sup>(2)</sup>	66 ft <sup>(2)</sup>	66 ft <sup>(2)</sup>	52 ft
<u>Curb-to-curb width</u>	60 feet	36 feet	36 feet	28 feet
<u>Moving Lanes</u>	2-4	2	2	2
<u>Turn Lanes</u>	See <sup>(3)</sup>	See <sup>(3)</sup>	See <sup>(3)</sup>	See <sup>(3)</sup>
<u>Bike Lanes</u>	2@6	2@6	See <sup>(4)</sup>	Shared
<u>Parking Lanes</u>	See <sup>(5)</sup>	See <sup>(5)</sup>	See <sup>(4)</sup>	2 sides
<u>Sidewalks<sup>(6)</sup></u>	2@6	2@6	2@6	2@6
<u>Parking Strip</u>	2@6	2@6	2@5	2@5

(1) The City may require up to 36 foot wide (60 foot right-of-way) Local Service streets in or along high density residential, industrial or commercially zoned areas, or those expected to exceed 400 ADT.

(2) Additional right-of-way and roadway improvements may be required at major intersections to provide for turn lanes.

(3) At all intersections where separate lanes are need due to volume of turning movement activity.

(4) Collectors with 2,000 ADT the city will study the need to eliminate on-street parking and provide bike lanes.

(5) The City of Independence may allow parking along sections of Major and Minor Arterial Streets, balancing the needs for accessibility to property, public safety, bicycle facilities, and roadway congestion. Parking allowances will be evaluated on an on-going basis as a part of roadway projects.

~~(6) Parking strips are encouraged, but not required, along Local Service streets. If built, parking strips should be 4 feet wide, to accommodate tree plantings.~~

~~D.-E. Slope Easements. Slope easements shall be dedicated in accordance with specifications adopted by the City Council.~~

...

[Modify numbering of subsequent subsections and provisions.]

## 6. Access Spacing Standards

Similar to street spacing standards, access management standards originate in the TSP and can be referenced in the development code in order to permit future modifications without code amendments. Currently, access management standards are found in IDC Section 90.90.010(V).

**Recommendation:** Remove access management standards from the IDC. Instead, reference the appropriate section of the Public Works Standards for the access management standards.

### Proposed Code Amendments:

#### Chapter 90.90 DESIGN AND DEVELOPMENT STANDARDS

##### 90.90.010 Streets.

*V. Access Management. New access to arterials and collectors shall be limited. Shared or consolidated access shall be required for development or land divisions adjacent to these facilities unless demonstrated to be unfeasible. Number of access points and access spacing standards shall be consistent with the standards set forth in the Independence Public Works Design Standards.*

*~~1. Number of Access Points. All proposed development shall have access to a public right-of-way. Spacing requirements for access points and intersections on arterials and collector streets shall be as shown in the following two tables:~~*

*Access Management Spacing Standards for Private and Public Approaches on District Highways(1)(2)(3)(4) (OAR 734-051-0115) (Measurement is in Feet)\**

<i>Posted Speed</i>	<i>Urban**</i>	<i>STA</i>
<i>55</i>	<i>700</i>	
<i>50</i>	<i>550</i>	
<i>40&amp;45</i>	<i>500</i>	
<i>30&amp;35</i>	<i>350</i>	<i>(6)</i>

Less than or equal to 25<sup>(1)</sup> 350<sup>(2)</sup> (6)

*NOTE: The numbers in superscript (1) refer to explanatory notes that follow Table 4. \*Measurement of the approach road spacing is from center to center on the same side of the roadway.*

*\*\*These standards also apply to Commercial Centers. Notes on Tables 4: (1) These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches. (2) These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c). (3) For infill and redevelopment, see OAR 734-051-0135(4). (4) For deviations to the designated access management spacing standards see OAR 734-051-0135. (5) Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed. (6) Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mind block if the current city block spacing is less than 350 feet (110 meters).*

**Access Management Requirements (City Streets)**

<i>Functional Class</i>	<i>Minimum Posted Speed</i>	<i>Minimum Spacing Between Driveways</i>	<i>Spacing Between Intersections</i>
<i>Major Arterial</i>	<i>35—50</i>	<i>250 feet</i>	<i>¼ mile</i>
<i>Minor Arterial</i>	<i>35—50</i>	<i>250 feet</i>	<i>250 feet</i>
<i>Major Collector</i>	<i>25—40</i>	<i>100—150 feet</i>	<i>250 feet</i>
<i>Collector</i>	<i>25—40</i>	<i>100—150 feet</i>	<i>250 feet</i>

*2. The distance between access points shall be measured from the centerline of the proposed driveway or roadway to the centerline of the nearest adjacent roadway or driveway.*



## 7. Parking Requirements

The IDC parking requirements, found in Subchapter 73, were compared to the standards in the Model Code for Small Cities<sup>1</sup> (Model Code). Only a few discrepancies were found; those comparisons are shown in Table 2 below. The most significant difference between IDC and Model Code standards is that the Model Code includes specific parking standards for various types of retail and service-oriented businesses, while Independence provides a standard requirement for all of those types of uses. We do not recommend any changes in the City's approach to standards for those uses. However, we suggest a few targeted adjustments for the other uses noted below.

Table 2. Parking Standard Comparisons.

Use	IDC Standard	Model Code Standard
Hospital	Two (2) spaces per patient bed.	One (1) space per 300 square feet of gross floor area.
Warehousing	One (1) space per 1,000 square feet of gross floor area.	0.5 paces per 1,000 square feet of gross floor area.

**Recommendation:** Amend the IDC parking standards to be consistent with the Model Code, resolving the discrepancies noted in Table 2.

### Proposed Code Amendments:

#### 73.010 Required Number of Parking Spaces

The number of parking spaces required for any building or land use shall be determined from the following table.

##### B. INSTITUTIONS:

3. Hospital - ~~Two (2) spaces per patient bed.~~ One (1) space per 300 square feet.

##### E. INDUSTRIAL

2. Warehousing – ~~One-half (1/2) spaces per 1,000 square feet of gross floor area.~~

## 8. Parking Requirements for Infill Residential Development

Consistent with state law, cities cannot require parking for accessory dwelling units as indicated in the City's existing standards found in IDC Section 74.010(A)(3). For conversions from single-family

<sup>1</sup> The Oregon Model Development Code and User's Guide for Small Cities is widely used across the state of Oregon and was developed by the Transportation and Growth Management Program. For more information see: <https://www.oregon.gov/lcd/TGM/Pages/Model-Code.aspx>.

(detached) dwelling to middle housing (duplex, triplex, and fourplexes), the City requires the development to provide a minimum of one (1) space per unit. This is a reasonable requirement and generally consistent with state guidelines for off-street parking requirements associated with middle housing. However, parking location standards may prohibit siting of conversions on existing lots. To address this issue for these forms of housing, the City could exempt middle housing conversions from those provisions.

**Recommendation:** Exempt conversions from single family detached housing to middle housing (duplexes, triplexes, fourplexes<sup>2</sup>) from the provisions of IDC Subsection 75.025.

**Proposed Code Amendments:**

*75.025 Parking in Required Yards*

*No parking of an automobile, truck, camper, boat, trailer, or other vehicle shall be allowed within 15 feet of any street, except in a driveway. No parking shall be allowed within any required landscaped area or common area. No driveway or required yard adjacent to a street shall be used for the permanent storage of any trailer, camper, or boat.*

*Conversions of single-family dwelling to a duplex or multi-family dwelling, up to four units, is exempt from this provision.*

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<sup>2</sup> Per IDC Definitions in Subchapter 13, duplexes are defined and triplex and fourplexes fall under the definition of multi-family dwellings.