

# Zoning Map (Foldout)

**CITY OF INDEPENDENCE**

**COMPREHENSIVE**

**PLAN**



# City of Independence

240 MONMOUTH STREET, P.O. BOX 7, INDEPENDENCE, OREGON 97351

Telephone: (503) 838-1212 FAX: (503) 838-5548

**MAYOR:**

**John McArdle**

**CITY COUNCIL:**

**Bob Archer**

**Timothy Hinds**

**Jim Kirkendall**

**Carrie Larsen**

**Melaine Pfaff**

**Elaine Stuart**

**CITY MANAGER:**

**Stephani Johnson**

**ADMINISTRATIVE ASSISTANT/  
CITY RECORDER:**

**Ann Buck**

**FINANCE DIRECTOR:**

**Martha Wildfang**

**CHIEF OF POLICE:**

**Vernon Wells**

**CITY ATTORNEY:**

**Richard Rodeman**

**COMMUNITY DEVELOPMENT DIRECTOR:**

**Michael Danko**

**BUILDING OFFICIAL:**

**Darwin Hoyt**

**LIBRARIAN:**

**Robin Puccetti**

**PLANNING COMMISSION:**

**Sharon Fipps**

**Vera Amador**

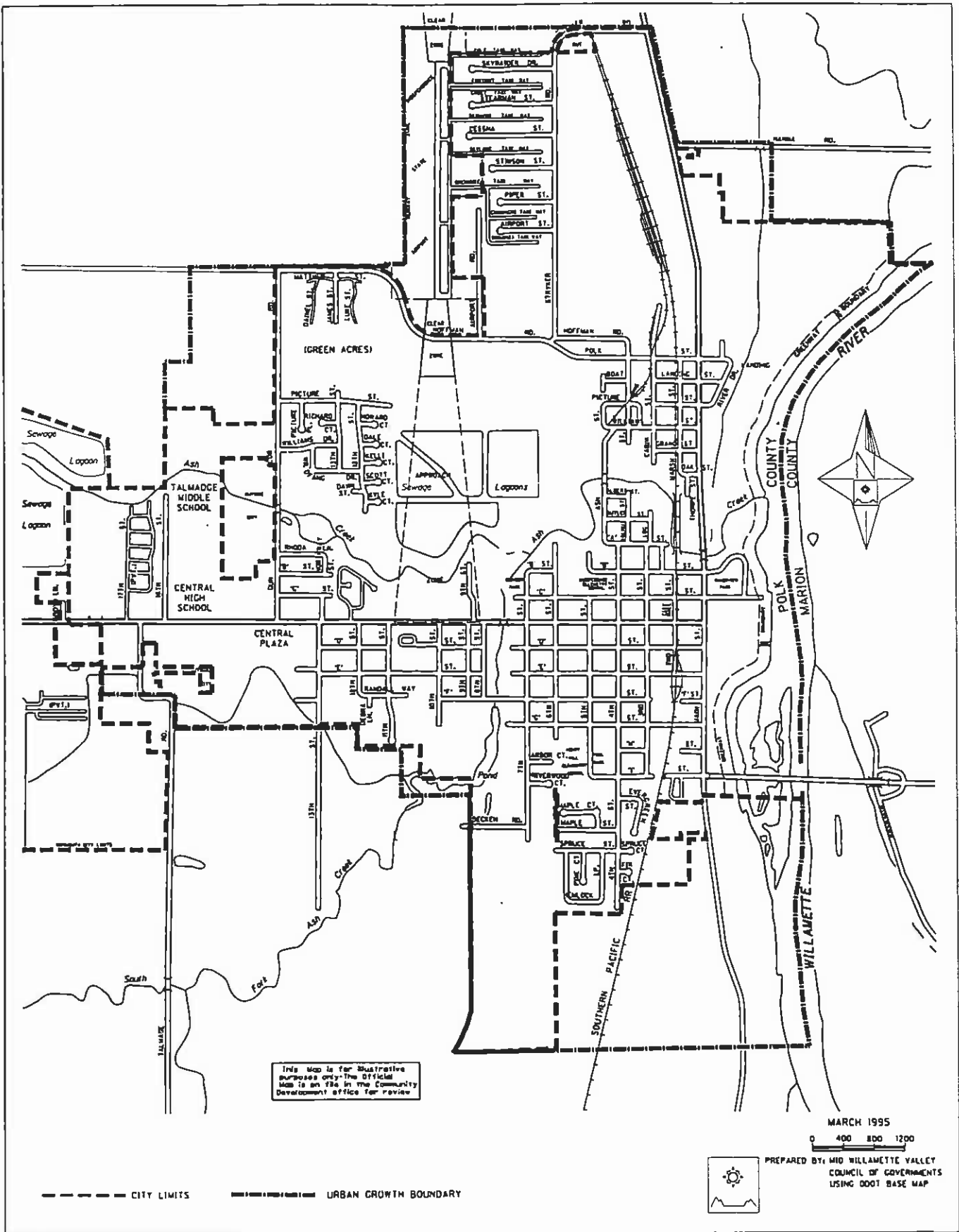
**Lyn McGuire**

**Don Watson**

**Kirk Gebb**

**Corby Chappell**

**Lloyd Coffman**



This Map is for illustrative purposes only. The Official Map is on file in the Community Development office for review.

MARCH 1995

0 400 800 1200

PREPARED BY: MID WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS USING DDOT BASE MAP

--- CITY LIMITS      - - - - - URBAN GROWTH BOUNDARY

INTERGOVERNMENTAL AGREEMENT BETWEEN POLK COUNTY  
AND  
THE CITY OF INDEPENDENCE  
REGARDING THE URBAN GROWTH BOUNDARY  
AND MANAGEMENT OF THE URBANIZABLE AREA

An Agreement made and entered into on FEB 3, 1993, by and between the City of Independence, a municipal corporation hereinafter called "City", and Polk County, a political subdivision of the State of Oregon, hereinafter called "County",

WHEREAS, IT APPEARING to City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Goal No. 14 on Urbanization require that an urban growth boundary be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary and the comprehensive plan shall be a cooperative process between a City and the County or counties that surround it"; and

WHEREAS, pursuant to the above-noted statutory duty and Statewide Goal No. 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have, pursuant to law, initially decided upon a comprehensive plan, urban growth boundary, urbanization policies, and revision procedures for the area surrounding the City of Independence, and desire to link a continuing planning process to capital improvement programs, operating budgets, subdivision and land use regulations within such area; and

WHEREAS, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of vacant land from agriculture and other uses to urban uses within the urban growth boundary in order to conserve and protect environmental, energy, economic and social resources;
2. Assure the protection of agricultural lands outside the urban growth boundary;
3. Promote the retention of lands in agricultural production within the urban growth boundaries until needed for urbanization;
4. To prepare for the orderly provision of public facilities and services to accommodate and serve as a guide for urban development on those lands within the Urban Growth Boundary and outside of the city limits;

5. To contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided; and,
6. To make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area, since urban services are interrelated, coordination is best achieved by a single government unit.

NOW, THEREFORE, the City and County adopt the hereinafter noted urban growth boundary, urbanization policies, and revision policies which shall serve as the basis for decisions pertaining to development and land uses in the area between the city limits of Independence and the applicable urban growth boundary, such area being referred to hereinafter as the urbanizable area. It is the intent of the parties that the boundary and policies as expressed herein shall be consistent with Oregon State law, the Polk County Comprehensive Plan, and the Independence Comprehensive Plan.

1. Future urban development shall be contained within the geographical limits of the urban growth boundary as agreed upon and identified by the City and Polk County as Exhibit "A" to this agreement.
2. The County and the City hereby adopt, by reference, the findings of fact contained within the City's adopted land use plan used to justify the Urban Growth Boundary as shown in Exhibit "A" to this agreement. Should the findings of fact change and necessitate a change in the Urban Growth Boundary, both the City and the County will follow the amendment procedures provided as Exhibit B to this agreement, and adopt the new findings of fact by reference by resolution or ordinance.
3. The Urban Growth Boundary shall be reviewed periodically according to the review schedule in the respective comprehensive plans.
4. The City and County shall encourage the development within existing urban areas before conversion of urbanizable areas to urban uses.
5. The type and form of development within urbanizable areas is to be guided by the municipality's adopted land use and growth management plans, plans which shall have been coordinated with those of Polk County. The City and the County will encourage the development of land within the urbanizable area in accordance with the designated use for such land.

6. Polk County will retain responsibility for land use decisions and actions affecting the urbanizable area until such time as annexation to the City occurs. The urbanizable area has been identified by the City and the County as such and is considered to be available, over a period of time, for urban expansion.
7. County zoning and planning will reflect and support the intent of the City's coordinated and adopted land use plan for the urbanizable area in order to protect that area from random development actions.
8. The City and the County will work to ensure that their respective comprehensive plans and subsequent amendments are consistent with each other.
9. Upon the mutual adoption of the urban growth boundary identified in paragraph 1 above, all land use actions which fall within the urbanizable area thereafter shall be consistent with the City's Comprehensive Plan.
10. Development within the urban growth area shall be subject to Subsection 61.041 Development Standards for Manufactured Homes Located Outside Manufactured Home Parks, of the City Code.
11. Immediately following the adoption of the above-noted mutually agreed upon Urban Growth Boundary, the City and County shall develop and maintain a system of exchange of information and recommendations relating to the urban growth area. Thereafter, information on subdivision applications and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. In cases where the action requires a comprehensive plan amendment or zone change by the City, the County shall allow the City 120 days to comment. In all other land use applications, the County shall allow 45 days for the City to respond before making a final decision. Any such decisions will be in compliance with the City's Comprehensive Plan.
12. The City and County will establish a formal process for review and action on development proposal; public improvement projects; and implementing regulations and programs which pertain to the urbanizable area:
  - a. The City will make recommendations to the County with regard to the following items which are under legal jurisdiction of the County:
    - 1) Zone changes.

- 2) Conditional use permits.
  - 3) Capital improvement programs.
  - 4) Public improvement projects.
  - 5) Recommendations for the designation of health hazard areas.
  - 6) Variances.
  - 7) Subsurface sewage disposal (capability statement).
  - 8) Building permits, when septic tank approval is requested for a residential building, the requirements of 12.C.2 shall be met.
- b. The County will make recommendations to the City with regard to the following items which are under legal jurisdiction of the City:
- 1) Transportation facility improvements or extensions.
  - 2) Public water supply, sanitary sewer or drainage system improvements or extensions.
  - 3) Other public facility or utility improvements or extensions.
  - 4) Capital improvement programs.
  - 5) Requests for annexation.
- c. 1) Planned unit developments, subdivisions and minor or major partitions of lands within the U.G.B. and contiguous with the Independence City limits will not be allowed without prior annexation to the City of Independence.
- 2) Partitioning of non-contiguous lands within the U.G.B. may be permitted when the resultant lots are not less than five acres in net area. No variances to reduce the lot area shall be given. In addition, where non-contiguous lands are proposed for partitioning, "pre-platting" of lots shall be approved by Polk County and the City of Independence and shall meet the following conditions:
- A) Meet the development requirements of the jurisdiction issuing the building permit,
  - B) The "pre-plat" shall be a recorded instrument,
  - C) Street rights-of-way for abutting and internal streets shall be dedicated to the public to the width required by the code requirements of the City of Independence.



D) The centerline for future arterial and collector streets shall be identified; an easement, to the jurisdiction issuing the building permit, precluding buildings within the eventual right-of-way of the future street, plus a twenty foot setback on each side of the right-of-way shall be created along the identified centerline.

E) Easements to the jurisdiction issuing the building permit of not less than 10 feet in width and precluding buildings may be required for the future location of public utilities.

F) All easements shall be a recorded instrument.

G) A non-remonstrance agreement to the City of Independence for water and sewer improvements shall be required.

H) An agreement to annex to the City of Independence shall be signed.

d. Whichever jurisdiction, City or County, has authority for making a decision on one of the above-listed items shall formally request the other jurisdiction to review the proposal and recommend action. If the City and County disagree as to the action which should be taken, or if there is a need for clarification of issues, the County Board of Commissioners and the City Council will meet to discuss a resolution of the matter.

13. The City of Independence and Polk County will refrain from the development, creation, or extension of sewer or water service to those areas lying within the Urban Growth Boundary but outside the incorporated limits of the City of Independence until such time that such areas are first annexed to the City of Independence, except where these services are already being provided or where the City has a legal commitment to provide such services, and only if such services can be provided in the amount or level required by such an action. The City may annex without providing such services, or annex providing partial services when necessary.

14. Division of lands and development of property within the urbanizable area will be in accordance with a Growth Management Program adopted by both parties.

15. Polk County will not create any special districts for the provision of utilities, transportation, recreation or other public facilities or services unless:
  - a. Such districts encompass all of the area within the Urban Growth Boundary, and have been approved by both parties; or
  - b. Such districts:
    1. Are approved by both parties.
    2. Recognize the City as the ultimate provider of urban services.
    3. Are created with adequate safeguards so that they can be phased into the City.
    4. Are to be managed by the County as a county service district.
    5. Are consistent with the Growth Management Program as adopted by both parties.
16. This agreement may be amended at any time by concurrence of both parties after each party has conducted a public hearing.
17. This agreement may be terminated by either party provided that the following procedure is used:
  - a. A public hearing shall be called by the party considering termination. That party shall give the other party notice of hearing at least 40 days prior to the scheduled hearing date. This 40-day period shall be used by both parties to seek resolution of any differences.
  - b. Public notice of the hearing shall be in accordance with applicable state and local statutes and goals.
  - c. An established date for termination of the agreement shall be at least 180 days after the public hearing in order to provide ample time for resolution of differences and reconsideration of the decision.

"EXHIBIT B"

CITY OF INDEPENDENCE

PLAN AMENDMENT PROCEDURES

A. Amendments to the Urban Growth Boundary.

Amendments to the urban growth boundary must be concurred in by the City of Independence and Polk County.

B. Amendments to the Comprehensive Plan other than Amendments to the Urban Growth Boundary.

Amendments to comprehensive plan which apply within the urban growth boundary must be concurred in by the City of Independence and Polk County. Amendments to the comprehensive plan which apply only within the City's incorporated limits may be enacted by the City.

C. Notice.

Notice of all proposed amendments which apply within the urban growth boundary must be given to Polk County.

D. Legislative Amendments.

Amendments to the urban growth boundary or to other parts of the comprehensive plan which are legislative in character shall be adopted in accordance with Oregon law for the enactment of legislative acts.

E. Quasi-judicial Amendments and Rules of Procedure.

Amendments to the urban growth boundary or to other parts of the comprehensive plan which are quasi-judicial in character shall be adopted in accordance with Oregon law for taking quasi-judicial action. The City shall adopt rules of procedure to govern the initiation and processing of amendments to this plan.

F. Review and Revision.

The Independence Comprehensive Plan shall be subject to major review and, where necessary, revision every five years commencing in 1984. Except for quasi-judicial plan changes, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review. The plan and implementation measures will be routinely reviewed at

least every two years with revision being made where necessary.

G. Initiation.

A plan amendment may be initiated by any owner of real property in the City or by any person residing in the City or within the Independence urban growth boundary, or by the City of Independence.

IN WITNESS WHEREOF, the respective parties hereto have caused this Agreement to be signed in their behalf the day and year first above written.

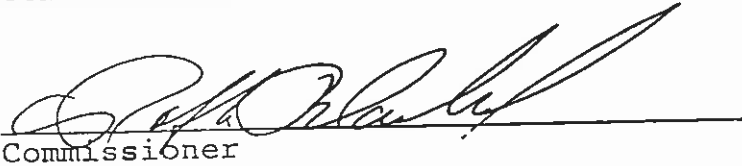
POLK COUNTY BOARD OF COMMISSIONERS



Chairman

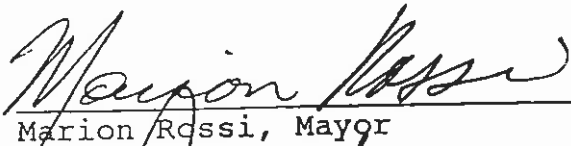


Commissioner

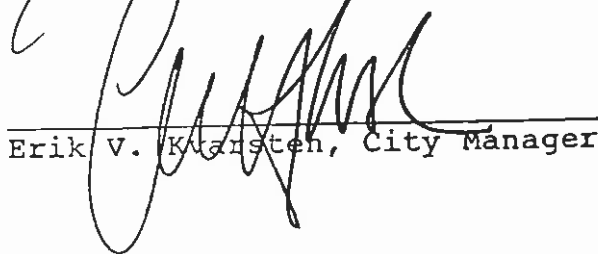


Commissioner

CITY OF INDEPENDENCE



Marion Rossi, Mayor



Erik V. Kvansten, City Manager

## INTRODUCTION

This revision of the Comprehensive Plan is intended to serve as a guide for the growth of Independence until the year 2000. It is meant to be periodically reviewed and revised, and updated when circumstances or conditions warrant.

The plan focuses attention on several key factors--that Independence has historically been an agricultural service center with a relatively slow growth rate. The city has retained its rural, small-town image in the face of a sudden population boom.

The city is faced with a possible population boom like it has not seem since the late 1970's/early 1908's. It is, then, attempting to provide a framework for future growth.

Thanks go to the many citizens who contributed of their energy and time to develop this plan.

The plan is organized to present the plan policies, plan map, and the technical plan background information from which the policies were drawn.

Implementation of goals and policies set forth in this Comprehensive Plan is dependent upon the financial and physical resources of the City of Independence.

## TABLE OF CONTENTS

<u>PLAN POLICIES</u>	<u>PAGE</u>
Natural Hazards and Disasters	i
Natural Resources	ii-iv
Greenway Policies	v
Housing	vi
Transportation	vii
Public Facilities and Services	vii-x
Economy	xi
Recreation	xii
Energy Conservation	xiii
Land Use	xiv
Urbanization	xv
Citizen Involvement	xvi

### COMPREHENSIVE PLAN BACKGROUND INFORMATION

Geography	1
Soils and Soil Hazards	2-16
Natural Resources	17-85
Water Quality	86-89
Flooding	90-93
Willamette Greenway	94-108
Air Quality	109-114

Community Profile	115-121
Economic Characteristics and Trends	122-128
Housing	129-136
Transportation	137-146
Public Utilities	147-149
Police Protection	150
Fire Protection and Ambulance Service	150
Community Health and Social Services	150-152
Library	153
Public Schools	154-155
Solid Waste	156-157
Water	158
Sewage Disposal and Drainage System	158-162
Recreation	163-176
Energy Conservation	177-180
Land Use	181-188
Urbanization	188-191
Citizen Involvement	192
Implementation and Plan Amendments	192-197
Glossary	198
Bibliography	199-203

## LIST OF MAPS

### PLAN MAP

<u>MAP</u>	<u>PAGE</u>
1. Soil Limitations for Dwellings Due to Depth of Seasonal High Water	4 ✓
2. Soil Limitations Due to Drainage Class	6 ✓
3. Soil Limit Due to Bearing Strength	7 ✓
4. Soil Limitations Due to Shrink Swell Potential	8 ✓
5. Soil Suitability	14 ✓
6. Soil Capability Classes	15 ✓
7. Soil Types in Independence	16 ✓
8. Flood Hazard Boundary Map	93 ✓
9. Greenway Inventory Map	106 ✓
10. Greenway Inventory Map	107 ✓
11. Greenway Property Line Map	108 ✓
12. Transportation Plan Map	149 ✓
13. Water System Map	146 ✓
14. Sanitary Sewer System	161 ✓
15. Park System Map	162 ✓
16. Existing Land Use Map	186-187 ✓



## LIST OF TABLES

<u>TABLE</u>	<u>PAGE</u>
1. Soil Limitations for Dwellings	3 ✓
2. Explanation of Soil Limitation Ratings for Dwellings	10 ✓
3. Independence Soils, Limitation Ratings	11 ✓
4. Soils Data	13 ✓
5. Historic Buildings	
<del>6. Pertinent Legislation Summary Table 35</del>	<del>148-149</del>
7. Historical Population Growth	
8. Annual Population Change	
9. Projected Population	
10. Age Distribution	117 ✓
11. Sex and Race Characteristics	118 ✓
12. Income Distribution	119 ✓
13. Poverty Data	120 ✓
14. Educational Achievement	121 ✓
15. Distribution of Labor Force, by Industry	124 ✓
16. Retail Statistics	126 ✓
17. Labor Force Statistics	127A ✓
18. Summary of Results of City Housing Survey	131-132 ✓
19. Partial Listing of Housing Assistance	133 ✓
20. Summary of Housing Condition Survey	136 ✓

22.	Community Health Service	151-152 ✓
23.	School District 13J	155 -
24.	Approximate Value of Recyclables	<del>159</del> 157
25.	Existing Parks and Facilities	166 ✓
26.	Active Recreation Facilities	167 ✓
27.	RPRA Suggested Standards for Parks	173-175 ✓
28.	RPRA Suggested Standards Active Recreation Facilities	176 ✓
29.	Salem Urban Area Residential Consumption of Energy	178 ✓
30.	Building Permits	183 ✓
31.	Existing Land Use	184 ✓
32.	Summary of Land Use Statistics and Projected Needs	185 ✓
33.	City of Independence Plan Amendment Procedures	195
34.	Ambient Air Quality Standards for Oregon	196
35.	Pertinent Legislation Summary	197

## NATURAL HAZARDS AND DISASTERS

**GOAL:** To protect life and property from natural disasters and hazards.

### Policies

1. Independence will not permit development other than open-space park uses within the floodway.
2. Independence may allow development in the floodway fringe provided the development is adequately flood-proofed.
3. Independence shall not allow subdivision development in any area containing soils with a severe rating for the intended use, (according to the ORS-1 soils sheets) without first requiring a soils engineer's report detailing the necessary protective measures to prevent possible soils related damage.
4. Independence shall not allow subdivision development in any area with a poor drainage class (according to the ORS-1 soils sheets) unless a site grading plan is included with the building plans that show run off and grading away from the structure.
5. Independence shall attempt to preserve Coburg and Woodburn soils for dwellings without basements.
6. Independence shall, in areas of high shrink-swell potential, encourage non-intensive uses.
7. Independence shall limit future development to area serviceable by sewer and water lines.
8. Independence shall consider adjustments to the flood hazard boundary when the HUD study become available.

## NATURAL RESOURCES

**GOAL:** To preserve and encourage wise use of available natural resources.

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

### Open Spaces

1. Independence shall develop and implement an amendment to the subdivision ordinance requiring parkland dedication or payment in lieu of dedication.
2. Independence shall encourage a buffer of open space where feasible between Monmouth city limits and shall encourage and coordinate with Monmouth to do the same.
3. Independence shall maintain the Ash Creek and Willamette River floodway as open space.

### Scenic Resources

1. Independence shall encourage preservation of scenic views through building height limitations along the Willamette River.

### Fish and Wildlife

1. Independence shall preserve the riparian vegetation along the Willamette River and Ash Creek.
2. Independence shall seek available funding to study the feasibility of development of the Ash Creek floodplain as a nature center, park and wildlife sanctuary.
3. Independence shall maintain the sewage treatment lagoons as a defacto waterfowl sanctuary by limiting public access.
4. Independence shall consider any proposed development that would have a negative impact on the sewage lagoons, as a waterfowl sanctuary, as a conditional use.
5. Independence shall encourage other agencies and responsible private groups in any effort to improve wildlife habitat along the Willamette River and Ash Creek.

### Waterfront Area

1. Independence shall encourage existing waterfront activities that retain the characteristics of previous uses of the river.
2. Independence shall preserve present riparian vegetation along the Willamette through setback requirements.

### Historic Areas

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

### Water Resources

1. Independence will cooperate with Polk County and governmental agencies to achieve high water quality as defined by State and Federal standards.
2. Independence will support the water-quality management plans and programs of governmental agencies by regulating land uses, encouraging improved treatment of point sources of pollution, and the controlling of non-point sources of pollution.
3. Independence will cooperate with Polk County and the DEQ in applying state laws and standards for evaluating potential septic tank drainfield sites and will discourage development beyond existing city sewage services in order to provide for public safety and high water quality.
4. Independence will encourage development of water management systems to effectively reduce the problems of erosion, sedimentation, flooding, and soil wetness.

5. Independence will cooperate with designated agencies to develop erosion and sediment control standards and specifications for use by Independence in connection with land development plans and the Federal Water Pollution Control Act and Amendments.

#### Air Resources

1. Independence will cooperate with the appropriate governmental agencies to achieve high air quality.
2. Independence will consider meteorological factors such as seasonal prevailing wind direction and velocity when making land use decisions for proposed uses likely to pose a threat to air quality.

#### Noise Quality

1. Independence will cooperate with the Department of Environmental Quality in implementing noise control regulations by regulating land uses.

## GREENWAY POLICIES

**GOAL:** To protect, conserve, enhance, and maintain the scenic, historical, agricultural, economic and recreational quality of land along the Willamette River.

### Policies

1. Independence will cooperate with governmental agencies and special districts to protect all Willamette Greenway lands and resources.
2. Independence encourages agricultural uses within the Willamette River Greenway.
3. Independence considers existing aggregate operations as conforming Greenway uses.
4. Independence considers publicly owned land in the Greenway to have recreational value and will encourage its use as such.
5. Independence recognizes the confluence of Ash Creek as an archaeologically significant area, as wildlife habitat, as a potential park expansion area, as a scenic area, as a flood prone area and protect it with Greenway implementation tools.
6. Independence recognizes the importance of vegetation to the resource quality along the river and will encourage the preservation of it within the Greenway.
7. Independence will develop a Greenway implementation tool that includes the following:
  - a. Compatibility review boundaries.
  - b. Review mechanism.
  - c. Hearings procedure.
  - d. Notification of hearing procedures.
  - e. Mechanism for imposing conditions to carry out the purpose and intent of the Greenway statutes.

## HOUSING

**GOAL:** To insure everyone the opportunity to live in safe and healthy housing and to provide a choice of housing types and densities.

### Policies

1. Independence shall encourage the provision of adequate numbers of housing at various price ranges and types.
2. Independence shall provide for the growing population of manufactured homes by designating appropriate areas for the location of manufactured home parks.
3. Independence shall encourage the up-grading of housing stock by private individuals.
4. Independence shall maintain a share of the regional low-income housing quota.
5. Independence shall required that high trip-generating multi-family units shall have nearby access to arterial or collector streets.
6. Independence shall encourage use of energy saving technology and methods in future development.
7. Independence shall ensure that residential development in the vicinity of Ash Creek and the Willamette River does not adversely impact riparian areas and water quality.



## TRANSPORTATION

**GOAL:** To provide and encourage a safe, convenient and economic transportation system.

### Policies

1. Independence shall develop a coordinated street network which facilitates the mobility and accessibility of community residents.
2. Independence shall consider access to public transit in making deliberations on residential development patterns.
3. Independence shall promote the development and maintenance of alternative transportation modes, such as bikeways, pedestrian ways, and public transit.
4. Independence shall encourage transportation modes which are energy efficient and enhance the air, noise, and visual environment of the community.
5. Independence shall promote a regional mass transportation system in its planning efforts.
6. Independence shall promote and give high priority to pedestrian ways in the downtown area.
7. Independence shall encourage additional use and development of air and rail facilities in the city.
8. Independence shall cooperate with the State of Oregon Aeronautics Division in the implementation of the goals of the Independence State Airport Master Plan, 1985-2005.
9. Independence will cooperate with the Oregon Department of Transportation in the implementation of the ODOT Six-Year Highway Improvement Program.

## **PUBLIC FACILITIES AND SERVICES POLICIES**

### General

1. It shall be the policy of the City of Independence to investigate the feasibility of cooperation and coordination with other government and quasi-governmental agencies in planning and providing public facilities and services. Wherever feasible, cooperative projects should be promoted to insure the most economic and efficient provision of services to the citizens of the City of Independence.
2. The sizing and location of sewer, water and storm drainage lines is to reflect the requirements of desired land use arrangements and densities of the service area.
3. The installation, repair or resizing of municipal service lines should be done prior to, or concurrent with, street improvements.

### Water Service

The provision of water service can be used effectively to guide and promote timely development in Independence. Therefore, it is the policy of Independence that:

1. The City of Independence will implement the water facilities plan adopted in 1997.
2. Extension of water service shall be preceded by an evaluation on the overall benefits to the community; and
3. Extension of water service shall be contained to areas within the corporate limits of the city; and
4. Preference shall be given to development proposals adjacent to existing water mains.
5. All land use developments are required to install distribution lines that will provide at least, minimum water pressure and flow for the proposed land use and future land uses.
6. Waterlines and fire hydrants serving a subdivision or new development and connecting it to city mains shall be installed at developers' expense. The installation shall take into account provisions for extension beyond the subdivision or development to adequately grid the city system.
7. The City shall encourage water conservation and the development of a water conservation education program.
8. The City shall actively participate in efforts to development regional or shared water system facilities.

### Sewage Disposal System

The extension of sewer services in Independence is essential to the City's future development since most of the soil is unsuitable for septic tank drain fields. Therefore, it is the policy of Independence that:

1. The City of Independence will implement the sewer water facilities plan update adopted in 1994.
2. Extension of sewer services shall be preceded by a careful evaluation of the costs and benefits of the community.

3. Extension of sewer service shall be limited to areas within the corporate limits of the city, unless a recognized public health emergency necessitates otherwise.
4. Preference shall be given to development proposals adjacent to existing sewage mains.
5. The City will further investigate alternatives for sewer system improvements needed to accommodate planned future population growth. A Capital Improvements Program will be prepared to guide and schedule needed improvements.
6. New subdivisions and areas of development shall pay for the cost of sanitary sewers installed to serve the subdivision and to connect the subdivision to existing mains.
7. The sizing and location of wastewater lines shall reflect meet requirements of the desired land use arrangements and densities of the service area.

#### Storm Drainage

1. The City shall develop a stormwater master plan for the Independence urban area
2. All storm drainage is to be channeled into an effective storm drainage system.
3. All new developments shall install engineered and City-approved storm drainage facilities along with other improvements .
4. Drainage facilities shall be provided in subdivisions and developments and shall connect to drainage ways and storm sewers outside the subdivision at developers' expense. The design shall consider the capacity and grade necessary to maintain unrestricted flow from areas draining through the subdivision.
5. Storm drainage improvements through already improved lands will be accomplished as the need arises using resources of bond issues or other funds depending upon the scope and expense of the project.

#### Schools

Recognizing the need for identifying additional school sites is important to the planning process. It is critical to reserve adequate acreage in a suitable location in order to have the site available when needed. Therefore, the following policies have been formulated as a guide to the future location of schools:

1. The City of Independence recognizes the need and the ability of the Central School District to plan all elements of the services they provide. However, the City shall encourage and promote cooperative planning between the city and the district regarding any development or program having a direct bearing on school location or city services.
2. The location of future school sites should be planned to provide locations apart from existing schools and as near the center or residential neighborhoods as possible. Locations should be accessible from collector or arterial streets, however, should be set back far enough to protect the teaching environment from noise and pollution and the student population from dangerous pedestrian-vehicular traffic conflicts.

3. Future school sites should be sufficiently large to provide school facilities that may be expanded as the need arises. Encouragement should be given to multi-uses of school property such as open space and neighborhood parks.
4. Wherever possible, schools should be planned to serve multiple community purposes. In addition to normal school operations, schools can be used for other activities such as meetings of various types of community and civic groups and as a place to hold various community functions such as public meetings, charitable events, theater presentations, etc.

#### Solid Waste

The amount of solid waste generated in Independence warrants management. To achieve the proper disposal of solid wastes and keep environmental hazards to a minimum, it is the policy of the City of Independence to:

1. The City shall conserve natural resources and reduce the solid waste requiring disposal by supporting and encouraging recycling of solid waste.
2. The City shall support the regional solid waste program administered by Polk County.

#### Police, Fire Protection and Ambulance Service

Police, fire protection and ambulance services are crucial factors for the safety and well being of the citizens of Independence. Therefore, it is the policy of Independence that:

1. Public Safety services shall be maintained at a satisfactory level to protect the citizens of Independence; and
2. Mutual aid agreements and other types of cooperative public safety agreement shall be continued at their present level and expanded in the future where feasible; and
3. New developments shall be carefully evaluated to determine the effects the development may have on public safety services. Should the development have more than a minimal effect on public safety services, the development shall not be approved.

#### Library Services

Library services play an important role in the well being of a community by affording all citizens success to reading materials and other library related services. Therefore, it is the policy of Independence that:

1. The City will encourage use of the library and its facilities; and
2. The City will continue to support the Chemeketa Cooperative Regional Library Service in its efforts to improve library service in the region.

## ECONOMY

**GOAL:** To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.

### Policies

1. The City of Independence shall encourage a wide variety of commercial activities in convenient and desirable locations to serve city residents.
2. The City of Independence shall retain the downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
3. The City of Independence shall key any overall downtown redevelopment plan to emphasize the waterfront and existing historic structures.
4. The City of Independence shall encourage new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
5. The City of Independence shall discourage strip development along roads and highways and shall promote the clustering of commercial uses.
6. The City of Independence shall encourage non-polluting labor-intensive industries to locate within the City.
7. The City of Independence shall encourage the industrial park concept in soliciting new industry for the area.
8. The City of Independence will encourage the development of economic activities which will provide jobs able to utilize the skills of the local labor force.
9. The City of Independence will support development of local job training and other career assistance programs for residents seeking employment.
10. The City of Independence will encourage economic development planning and programming activities that serve to stimulate private sector development.
11. The City of Independence shall cooperate with relevant federal, state, regional, and local government agencies in economic development planning for the area.
12. The City of Independence shall develop standards in the Zoning Ordinance to encourage or require, with development or redevelopment, the consolidation of vehicle accesses on arterial streets, where appropriate and practical.
13. The City of Independence shall designate appropriate and sufficient land in a variety of different parcel sizes and locations to fulfill the community's industrial needs.

14. The City of Independence shall coordinate planning activities with Polk County in order that lands suitable for industrial use, but not needed within the planning period, are zoned in a manner which retains these lands for future industrial use.
15. Industrial and commercial development adjacent to rail lines shall be designed and constructed in a way that does not preclude the future use of the rail facility.

## RECREATION

**GOAL:** To provide adequate recreation opportunities for the citizens of Independence and visitors from surrounding areas.

### Policies

1. Independence shall seek available funding or assistance to evaluate the condition, usage, and adequacy of the present park system.
2. Independence shall assist in maintaining programs of leisure time activities for senior citizens and youths.
3. Independence shall encourage acquisition of land to the north of Riverview Park (formerly Polk Marine Park) when funding becomes available.
4. Independence shall encourage usage of public parks and other recreational facilities.

## ENERGY CONSERVATION

**GOAL:** To conserve energy.

### Policies

1. Independence shall encourage development and utilization of methods to conserve energy by all area residents.
2. Independence shall conserve energy within city administration.
3. Independence shall encourage energy efficient transportation alternatives to the private auto.
4. Independence shall make available to the public, information on energy conservation measures.
5. Independence shall investigate the energy conservation measures presented in the Yamhill County "Relationships of Energy to Land Use" (Yamhill County, 1977), and adopt relevant parts of use in Independence.



## LAND USE

**GOAL:** To encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.

### **Policies**

1. Independence shall update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances.
2. Independence shall establish and utilize low, medium and high density residential land use designations.
3. Independence shall establish and utilize a commercial land use designation.
4. Independence shall establish and utilize an industrial land use designation.
5. Independence shall insure that new industrial uses will be compatible with surrounding uses.
6. Independence shall, by use of land use designations and proper zoning techniques establish the downtown central business district as the primary commercial area within the City and encourage its continuation as such.
7. Independence shall zone annexed land consistent with the Comprehensive Plan designation.

## URBANIZATION

**GOAL:** To provide for an orderly and efficient transition from rural to urban land.

### Policies

1. Independence shall not extend urban services beyond city boundaries.
2. Independence shall provide public notice of any proposed annexation or land use action and shall provide to the public an assessment of potential impacts to public facilities and services.
3. Independence shall review the urban growth boundary at least every 5 years to determine its adequacy given changing circumstances and population.
4. Independence shall coordinate with Polk County and the City of Monmouth on growth management issues.
5. Independence shall coordinate with Polk County when considering any annexation and shall utilize the policies contained within the intergovernmental agreement between city and county regarding the management of the urbanizable area prior to any annexation or other development action.

## CITIZEN INVOLVEMENT

**GOAL:** To provide opportunities for citizen involvement and to encourage participation by area residents.

### Policies

1. Independence shall develop and maintain a Citizen Involvement Program.
2. Independence shall use news media, mailings, meetings, and other locally available means to coordinate planning information to citizens and governmental agencies.
3. Independence shall notify the public by use of signs or posters of any land use action occurring within the city urban growth boundary.
4. The Independence Committee for Citizen Involvement will periodically evaluate the Citizen Involvement Program and report on the status of the program to the Planning Commission, City Council and the State Citizen Involvement Advisory Committees.

**COMPREHENSIVE PLAN**

**BACKGROUND INFORMATION**

## GEOGRAPHY

### Climate

Independence has a modified marine climate of relatively wet winters and clear dry summers with moderate temperatures in both seasons. Temperature gradients for the Independence area show an average variation between January and July of from approximately 32 degrees to 82 degrees on the Fahrenheit scale. Prevailing winds are from the /south and Southwest at velocities averaging between 16 and 31 miles per hours. The area receives in the neighborhood of 45 inches of precipitation annually with generally less than 10 inches of snow.

### Physical Setting

The town of Independence is located in a broad synclinal trough (valley), called the Willamette Valley, formed some 30-60 million years ago through a downward folding of the subsurface layered rock formation. Geologically, it is part of a long narrow lowland--the Puget/Willamette trough--extending from Eugene to Puget Sound. The surface material over much of the valley is a sandy to clayey "Willamette" silt that settled from water ponded in a great, but short lived glacial lake. The fine-grained deposit is permeable and transmits water quite readily to the underlying alluvium.

The alluvial deposits underlying the Independence area were derived largely from the surrounding mountains and reflect the diversity of their parent material. These deposits consist of layers of clay, silt, sand, and gravel generally well satisfied. As a direct result of these fluvial processes, the alluvium contains commercially mined sand an gravel deposits.

### Gravel Deposits

The Willamette River bar and channel gravels offer a readily and economically available supply of the aggregate for the surrounding areas. Within the river bed and banks and over limited areas of its flood plain, the aggregate supply is annually replenished during the winter, high-water months.

Much of the gravel deposited in the Independence area is brought there from the Cascades via the Santiam River. The sand and gravel are carried by the river, during the winter months, down the narrow channel of the Santiam at a relatively high velocity. As the channel widens at the confluence with the Willamette, the aggregates begin settling out of suspension, thereby causing buildup of sand and gravel deposits which are consistently being moved downstream by the current of the river.

## SOILS AND SOIL HAZARDS

### Limitations for Dwellings

Soil characteristics are as important, relatively, to urbanizing areas as they are to rural areas. In the rural areas, for instance, expensive soils studies have been done to determine their productivity. By identifying limitations in soils, farmers can compensate for them with chemical additives to increase production or change management practices to conserve and extend productivity. Urbanizing areas have different problems. Where cities are not as concerned with agricultural productions, per se, they are concerned with development problems and the identification of special hazard areas.

Areas with high water tables, poor drainage, where soils have a low bearing strength and/or high shrink-swell potential are factors which may preclude some types of development. Further, these factors are essential information for the city and the developer to consider, whether planning a homesite or a subdivision. An explanation of the above items and their rating categories is on page 3. Two other factors, steep slopes and shallow soils (i.e., soils with bedrock near the surface), are not limiting factors in the Independence area.

Soils hazards were rated either slight, moderate or severe, as to the particular soil in question and its limitations to use. These ratings reflect problems in management for use and maintenance of single-family dwellings and small businesses.

### Depth to Seasonal High Water Table

The seasonal high water table is the highest level to which the ground water rises during the year. Below this depth the soil is completely wetted. Any foundations set at or below this depth would sit in water at times, and be subject to the eroding forces of the water.

Areas with high seasonal water tables can be developed if proper drainage techniques are used and are successful in draining away the water. The same problems resulting from soils with drainage problems occur in soils with high seasonal water tables and are discussed in the section on drainage class.

Dwellings with basements require water tables lower than dwellings without them. Basements are dug much deeper into the soil than are foundations. The map (page 4) displays the soil ratings for dwellings without basements. Three soils would have their ratings lowered if a dwelling with abasement is to be built: Coburg (108A) and Woodburn (105A and 105D) drop from moderate to severe; Willamette (100A) becomes moderate instead of slight.

TABLE 1

SOIL INTERPRETATION RATINGS, FROM SOIL CONSERVATION SERVICE

SOIL LIMITATIONS FOR DWELLINGS

<u>Mapping Unit</u>	<u>Slight</u>	<u>Moderate</u>	<u>Severe</u>
15A			Waldo
20A			Camas
25A			Newberg
26A			Newberg
30A			Cloquato
35A			Chehalis
40A			McBee
45A			Wapato
56A			Cove
57A			Cove, thick surface
100A		Willamette	
105A		Woodburn	
105D		Woodburn	
107A			Malabon, overflow
108A		Coburg	
109A		Malabon	
110A			Amity
115A			Holcomb
120A			Concord
125A			Dayton

**SOURCE:** Soil Survey Interpretations for Land Use Planning and Community Development for Independence Area, Oregon.  
Daryl Otjen and Nick Pearson

Soil Suitability  
for Dwellings without  
basements (foldout)



## Drainage Class

The soils drainage class is important for several reasons: the wetness of the soil can affect the foundation of the house by causing rot and corrosion, and also can adversely affect private driveways. A wet soil is hard to excavate because it is plastic. As the moisture content of a clayey sil is increased from a dry state, the material changes to a semi-solid state, and if the water content is further increased it changes to a liquid state. Soils in a semi-solid (or liquid) state respond to gravity and other forces, and can move. This can put pressure on the foundation of a dwelling, in extreme cases may cause collapse of the dwelling foundation. A wet soil may also cause the foundation to crack because it is settling unevenly.

## Bearing Strength

The ability of a given soil to support weight is termed the bearing strength of a soil. Strength of a soil is related to this liquid limit, the grain-size distribution, and the shrink-swell capacity of the clay content. Soils with a large proportion of the particles in the clay size (smaller than .002 mm) have low strength. The more larger particles a soil has, the higher is its bearing strength (Otjen & Pearson, 1975).

Large particles (for instance, the size of gravel) have less water in the interstices and thus do not slip against one another very much. They have more friction holding them together. A good example of the high strength of a gravel soil would be a railroad bed--it has to hold up a considerable amount of weight without compacting or moving laterally.

Low strength soils may contain enough clay relative to the amount of sand and silt present in a given soil to cause the soil to move when wet. Compaction of soils under loads can also be a problem with low strength soils. This could cause a dwelling to settle unevenly and if severe enough, could cause extensive damage. Thus, low bearing strength soils are generally unsuitable for dwellings unless these hazardous factors are overcome.

The map on page 6 displays the location of low, moderate and high strength soils. The ratings for these soils are slightly different than those for the other soil features--a high strength soil would have a slight rating, a moderate strength soil is rated moderate, while a low strength soil is rated severe.

## Shrink-Swell Potential

Shrink-swell potential is the relative change in volume to be expected of soil material with changes in moisture content. The extent of shrinking and swelling is influenced by the kind and amount of clay in the soil.

Soil Suitability...

Limitations due to  
drainage class

(foldout)

Soil Suitability...

Limitations due to  
bearing strength

(foldout)

Soil Suitability...  
Limitations due to  
Shrink-swell Potential  
(fold out)

Soils with a high shrink-swell potential can cause much damage to dwelling or building foundations and driveways. The swelling of these soils can crack and displace foundations and pavement.

## RATINGS

**Slight.** Slight soil limitation is the rating given soils that have properties favorable for the rated use. This degree of limitation is minor and can be overcome easily. Good performance and low maintenance can be expected.

**Moderate.** Moderate soil limitation is the rating given soils that have properties moderately favorable for the rated use. This degree of limitation can be overcome or modified by special planning, design, or maintenance. During some part of the year the performance of the structure or other planned use is somewhat less desirable than for soils rated slight. Some soils rate moderate require treatment such as artificial drainage, runoff control to reduce erosion, extended sewage absorption fields, extra excavation, or some modification of certain features through manipulation of the soil. For these soils, modification is needed for those construction plans generally used for soils of slight limitation. Modification may include special foundations, extra reinforcements, sump pumps and the like.

**Severe.** Severe soil limitation is the rating given soils that have one or more properties unfavorable for the rated use, such as steep slopes, bedrock near the surface, flooding hazard, high shrink-swell potential, a seasonal high water table, or low bearing strength. This degree of limitation generally requires major soil reclamation, special design or intensive maintenance. Some of these soils, however, can be improved by reducing or removing the soil feature that limits use, but in many situations, it is difficult and costly to alter the soil or to design a structure to compensate for a severe degree of limitation (from Otjen & Pearson, 1975).

## SOIL SUITABILITY FOR DWELLINGS

Five soil factors listed on page 10, Table 2, combine to provide the suitability map and table on the following page.

Four soils are rated as moderate--Willamette (100), Woodburn (105), Coburg (108), Malabon (109). Both Willamette and Woodburn are limited by their low bearing strength. Malabon, because of its poor drainage. Coburg rated moderate for all soil factors. The rest of the soils rate severe, mostly due to a combination of several factors. The biggest problem is with soil wetness. Of the seven soils not normally subject to flooding, five are wet. Eight soils are subject to periodic flooding.

These soils (excluding, of course, the floodplain) could be safely developed only if some time and expense are put into them, to alter their hazardous characteristics. A soil listed as having severe limitations for dwellings means just that--there are serious problems involved

TABLE 2

EXPLANATION OF SOIL LIMITATION RATINGS FOR DWELLINGS

Item Affecting Use	Degree of Soil Limitation		
	Slight	Moderate	Severe
Soil Drainage Class	<u>With Basements:</u> Excessively drained, somewhat excessively drained, well drained <u>Without Basements:</u> Excessively drained, somewhat excessively drained, well drained, moderately well drained	<u>With Basements:</u> Moderately well drained  <u>Without Basements:</u> Somewhat poorly drained	<u>With Basements:</u> Somewhat poorly drained, poorly drained, very poorly drained  <u>Without Basements:</u> Poorly drained, very poorly drained
Seasonal water table (Seasonal means for 1 month or more)	<u>With Basements:</u> Below a depth of 60 in. (152.4 cm) <u>Without Basements:</u> Below a depth of 30 in. (76.2 cm)	<u>With Basements:</u> Below a dept of 30 in. (76.2 cm) <u>Without Basements:</u> Below a depth of 20 in. (50.8 cm)	<u>With Basements:</u> Above a depth of 30 in. (76.2 cm) <u>Without Basements:</u> Above a depth of 20 in. (50.8 cm)
Flooding	None	None	Rare, occasional or frequent
Shrink-swell potential	Low	Moderate	High

**TABLE 3  
INDEPENDENCE SOILS, LIMITATION RATINGS**

SOIL TYPE	WATER TABLE		DRAINAGE CLASS	BEARING STRENGTH	SHRINK-SWELL	FLOODING
	<u>With Basement</u>	<u>Without Basement</u>				
Amity 110A	Severe	Moderate	Moderate	Moderate	Moderate	Parts
Camas 20A	Slight	Slight	Slight	Slight	Slight	Yes
Chehalis 35A	Slight	Slight	Slight	Moderate	Moderate	Yes
Cloquato 30A	Slight	Slight	Slight	Slight	Slight	Yes
Coburg 108A	Severe	Moderate	Moderate	Moderate	Moderate	
Concord 120A	Severe	Severe	Severe	Slight	Severe	
Cove 56A, 59A	Severe	Severe	Severe	Moderate	Severe	Yes
Dayton 125A	Severe	Severe	Severe	Severe	Moderate	
Holcomb 115A	Severe	Severe	Severe	Severe	Severe	
Malabon 107, 109	Slight	Slight	Severe	Moderate	Moderate	Yes
Newburg 25A, 26A	Slight	Slight	Slight	Slight	Slight	Yes
Waldo 15A	Severe	Severe	Severe	Severe	Severe	
Wapato 45A	Severe	Severe	Severe	Slight	Moderate	
Willamette 100A	Moderate	Slight	Slight	Severe	Moderate	
Woodburn 105A & D	Severe	Moderate	Moderate	Severe	Slight	Parts

SOURCE: Taken from ORS-1 sheets.

with building in or on that soil. Each particular site must be evaluated before proceeding with development. Some of the sites may not be developable at all, some may require costly management techniques, while others may need only relatively inexpensive drainage techniques.

Since most of the soils in the Independence area have some hazards for development, those areas closest to the existing sewer and water lines should be developed first. The are in the north between Stinson Street and Hoffman Road could be built with fewer problems than, for instance, the area south of town, along the railroad tracks and below Hemlock Loop.

### Soil Capability Classes

The soils in Independence are all of Class IV or better (seem map). This is a result of frequent flooding and the resulting deposition of materials.

Although the soils are all well within Class 1 through 4, they are considered as urbanizable. Historically, the City has recognized agricultural uses of these soils as very important to the City. This is expected to continue into the future. Independence has, throughout this plan revision, attempted to keep growth away from potential hazardous soils and from prime farmland.

A complete listing of soils can be found in the table on the next page and on the soils map.



TABLE 4  
SOILS DATA - INDEPENDENCE, OREGON

Map Symbol	Soil Unit Name & Texture	Slope (%)	Cap. Group	Soil Depth From Surf (in)	AASHO	Shrink-Swell	Flood Freq.	High Water Table			Hydro Group	SCS Soils Rating	Restrictive Features for Building Develop	
								Kind	Depth	Month				
15A	WALDO Silty Clay Loom	0-3	IW	0-10 10-60	A-6 A-7	Mod. High	Occas	Perched	0-0.5'	Nov-May	D	Severe	Wet, low strength, floods	
20A	CAMAS Gravel Sandy Loom	0-3	IW	0-7 7-40	A-1.2 A-1	Low Low	Freq		0'		A	Severe	Floods	
25A	NEWBERG Fine Sandy Loom		VW	0-19 19-60	A-2.4 A-2	Low Low	Freq	Apparent	0'	Nov-May	B	Severe	Floods	
26A	NEWBURG Loom		IW	0-19 19-60	A-2.4 A-2	Low Low	Freq	Apparent	0'	Nov-May	B	Severe	Floods	
30A	CLOQUATO Silty Loom	0-3	IW	0-60	A-4.5	Low	Occas		0'		B	Severe	Floods	
35A	CHEHALIS Silty Clay Loom	0-3	IW	0-60	A-6	Mod	Occas	Apparent	0'	Nov-May	B	Slight to Mod	Low Strength	
40A	McBEE Silty Clay Loom		IW	0-66	A-6	Mod	Freq	Apparent	2-3'	Nov-May	B	Severe	Floods	
45A	WAPTO Silty Clay Loom	0-2	IW	0-32 32-60	A-6 A-7	Mod Mod	Freq	Apparent	0-1'	Dec-Apr	C/D	Severe	Floods, Wet	
56A	COVE Silty Clay Loom	0-2	IW	0-8 8-60	A-6 A-7	Mod High		Perched	0-1'	Dec-Apr	D	Severe	Wet, Floods, Low Strength, Shrink-Swell	
57A	COVE Silty Clay Loom, Thick Surface	0-2	IW	ESSENTIALLY SAME AS 56A										
	MIXED ALLUVIAL LAND		VW											
100A	WILLAMETTE Silty Loom	0-3	I	0-24 24-53	A-4 A-7	Low Mod		Apparent	2.5-5'	Nov-May	B	Slight to Mod	Low Strength	
105A	WOODBURN Silty Loom	0-3	IW	0-32 32-69	A-4 A-6	Low to Mod Low	None	Perched	2-3'	Dec-Apr	C	Mod to Severe	Wet, Low Strength	
105B	WOODBURN Silty Loom	3-12	IIE	ESSENTIALLY SAME AS 105A									Mod to Severe	Low Strength, Slope
105D	WOODBURN Silty Loom	12-20	IIE	ESSENTIALLY SAME AS 105A									Mod to Severe	Slope
107A	MALABON Silty Clay Loom, Overflow	0-3	IW	0-12 12-43	A-6 A-7.6	Mod Mod	None					Mod	Shrink-Swell Low Strength	
108A	COBERG Silty Clay Loom	0-3	IW	0-18 18-53	A-6 A-7.7	Mod Mod		Apparent	1.5-2.5'	Nov-May	C			
109A	MALABON Silty Clay Loom	0-3	IIS	ESSENTIALLY SAME AS 107A									Mod to Severe	Wet, Low Strength
110A	AMITY Silty Clay Loom	0-3	IW	0-24 22-35	A-1 A-7.6	Mod Mod		Apparent	0.5-1.5'	Nov-May	C	Severe	Wet, Low Strength	
115A	HOLCOMB Silty Loom	0-3	IW	0-24 24-60	A-4 A-7	Mod High		Perched	1-1.5'	Nov-May	D	Severe	Wet, Low Strength	
120A	CONCORD Silty Loom	0-2	IW	0-15 15-22	A-4 A-7	Low High	None	Apparent	0-0.5'	Nov-May	D	Severe	High Shrink-Swell, slow Permeability, Poorly Drained	
125A	DAYTON Silty Loom	0-2	IW	0-17 17-42	A-6 or 4 A-7	Low High		Apparent	0-0.5'	Nov-May	D	Severe	Wet, Shrink-Swell, Slow Permeability, Ponding	

SOURCE: U.S.D.A. - Soils Conservation Service - OR-Soils-1 Sheets  
(Dallas, Oregon ASCS Office)

Soil Suitability...  
Combined Ratings of  
Soil Limitations  
(foldout)

# Agricultural Soils

(foldout)

Soils Map  
(foldout)

## NATURAL RESOURCES

### Introduction

Within Independence, the open space, the scenic views present, the fish and wildlife habitats, aggregate deposits, waterfront area and ground water resources are important natural resources found locally. This section of the plan is intended to address these resources as a part of LCDC Goal 5. Independence does not have any wilderness areas or other issues discussed in Goal 5. The aggregate deposits and ground water resources are discussed elsewhere in this plan.

### Open Space

The functions of open space are as follows: for recreation; conservation; and guidance of the location and timing of urban development. These lands are also needed to preserve the community identity found in Independence.

Within Independence are three types of open space:

1. The agricultural land surrounding the City;
2. The floodplain area along Ash Creek; and
3. The parks within the City (refer to maps 14 and 15).

The most important and abundant type of open space for the city is the open space surrounding the city. Independence is a compact city, fairly intensely developed with only small amounts of open spaces left within the city. Thus, the fields surrounding the city should be developed carefully in order to conserve the basic character of the city.

The agricultural land to the north and south is important both as open space and as an industry contributing to the economy of the city. As the city begins to expand into the area within the Urban Growth Boundary, careful consideration should be given to the location of open space and park areas.

The other main area of open space is along Ash Creek. Since this is floodplain<sup>1</sup> and in some places unsuitable for development, parts of this area should remain as open space, and developed for low intensity recreation and maintained for wildlife (see fish and wildlife

---

<sup>1</sup> See Glossary for Definition

section of this plan). Those parts of the floodplain able to be developed for housing should be done so as to conserve as much as possible the open space there.

### Scenic Resources

Since Independence is relatively flat, most of the scenic views are limited to view of the Willamette River or the hills in Marion county across the river. Views of the river are fairly limited at present and are expected to remain the same or even decrease with increasing development. Development along the Willamette River that is within the Greenway Overlay Zone will undergo a design plan review to aid in riverfront/scenic development. Careful use of the riverfront will result in a viable attractive downtown that has preserved it's scenic heritage.

The Zoning Ordinance carries a height restriction of 35 feet (10.67m). While this does not assure total preservation of scenic views, it does at least attempt to protect views of the as yet undeveloped hills to the east of Marion County. A mix of open spaces, buildings and industry along the Willamette can provide scenic variety, economic benefits and serve as a historic source of community focus.

### Fish and Wildlife Habitats

There are three sensitive areas within the city: The riparian<sup>2</sup> vegetation along the Willamette; the riparian vegetation along Ash Creek; and the sewage treatment lagoons. The riparian vegetation along the Willamette is discussed in the Greenway element.

The riparian vegetation along Ash Creek is both extremely important to wildlife and fish, and very sensitive to human interference. Much of the wildlife in Independence is found in the riparian zone in the Ash Creek area. The riparian vegetation provides both cover and food to birds, reptiles and mammals.

The riparian vegetation along Ash Creek benefits the community in several ways: It functions as a buffer between flood waters and houses; it reduces erosion along the creek and improves water quality within the Creek (and thus in the Willamette); it provides a cooling effect through provision of shade; variety of scenery is enhanced; and the vegetation provides a contrast to the rigid forms presented by asphalt and buildings. One of the most important benefits the floodplain and riparian vegetation can provide is an outdoor nature learning center for children. If properly "developed", this area could provide many opportunities for the children to study nature. The City of Independence should study this and seek funding to acquire easements next to the Creek, if possible. A short trail, nest boxes and habitat improvement would provide considerable returns to the city at a minimal cost.

---

<sup>2</sup> See Glossary for Definition

The sewage lagoons provide a fall and winter home for waterfowl. The area is already a defacto waterfowl sanctuary and should remain as such. The Oregon Department of Fish and Wildlife regularly censuses the lagoons as part of their waterfowl count. Any development adjacent to the lagoons that would have a negative impact on the waterfowl utilizing the lagoons should be considered as a conditional use.

### Waterfront Area

Since Independence is fortunate enough to have a river at its side, as much use should be made of it as possible. The city is historically tied to the river, and should strive to develop the waterfront area as much as possible to retain that tie. The city may wish to encourage water-tied activities along the river. A trail, restaurant and small marina would add to the city's economic well being, provide recreation and encourage wide use of the river. Riparian vegetation should be preserved and encouraged to re-establish where destroyed. This will add beauty, prevent erosion and help aid in flood control.

### Historic Areas

The early history of Independence is described in detail in a book by that title by S. Newton. Only brief details can be given here.

Independence was founded by Elvin A. Thorpe in June of 1845, on a portion of his donation land claim lying north of Ash Creek. The flood of 1861 eliminated many buildings and devastated the entire community. After the flood receded, Henry Hill was asked to plat a new town on higher ground which lies south of Ash Creek. Many of the houses and buildings in Independence were constructed in the newly platted land after 1860. "Jesse I. Claggett opened a warehouse on Water Street in the late 1860's. Mr. Claggett was a career warehouseman and was credited for establishing Independence as a shipping center during the 1880's. His home still stands on the corner of 2nd and B Streets (Newton, 71, pg. 16)." The Independence City Bank (now Key Bank) was built in January, 1889, and has been preserved so that it looks as it did when originally built.

Independence was known as the "Hop Center of the World" from 1900 to 1940. It was the biggest industry in the town during that time. The city has always served as an agriculture service center. In the past, it also functioned as a major produce shipping center, but this function declined as the railroad came into the valley.

Independence has quite a number of historic buildings and houses. The whole downtown area, between Ash Creek and Monmouth Avenue, is considered to have historic significance. There are quite a few homes dating from the 1890's. Good examples of carpenter Gothic, Queen Ann, "Salt Box", Italianate and the Bungalow style can be found in the city.

TO: DEPARTMENT OF LAND CONSERVATION & DEVELOPMENT  
1175 Court Street N.E.  
Salem, Oregon 97310-0590

Action: (Check all that apply)

Comprehensive Plan Amendment       Land Use Regulation Amendment       New Land Use Regulation

DATE: 3 December 1986  
FROM: City of Independence, Polk County, Oregon (City or County)  
LOCAL FILE NUMBER: PA-86-1

DATE SET FOR FINAL HEARING ON ADOPTION: 27 January 1987  
(Note: Notice must be received in Salem at least 45 days prior to the final hearing. This date must be provided when filed at DLCD because provisions for comments are tied to the date of final hearing).

TIME AND PLACE FOR HEARING: 7:45 p.m., City Hall Council Chambers  
Independence, Oregon

(1) SUMMARY AND PURPOSE OF PROPOSED ACTION:

Amend Comprehensive Plan to update policies relating to Historic Preservation and to include inventory of historic landmarks.

- a. Size of Affected Area: approximately 2 square miles
- b. Location of Affected Area: City of Independence

(2) List Statewide Goals which may apply to the proposal: Goal 5

(3) List any state or federal agencies, local government or local special service districts which may be interested in or impacted by the proposal:

State Historic Preservation Office

Direct questions and comments to: Kathleen M. Poole (Phone) 838-1212  
Address: 240 Monmouth Street, P.O. Box 7, Independence, OR 97351

\*NOTE: ATTACH 3 COPIES OF THE PROPOSAL TO THIS FORM\*



CITY OF INDEPENDENCE  
COUNTY OF POLK, STATE OF OREGON

An Ordinance to Amend  
the City of Independence  
Comprehensive Plan

Ordinance No. 1161

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The City of Independence, Oregon, Comprehensive Plan, entitled "City of Independence Comprehensive Plan", dated October 1979, and adopted by City of Independence Ordinance No. 1032, as amended by Ordinance No. 1044 dated 28 May 1980, is amended to include the entire text and appendices of that certain document entitled "Amendments to the Independence Comprehensive Plan, January 1987, attached hereto as Exhibit "A" and by this reference incorporated herein.

Read for the first time this 27 day of January, 1987.

Read for the second time this \_\_\_ day of \_\_\_\_\_, 1987.

Passed by the Council and approved by the Mayor this \_\_\_ day of \_\_\_\_\_, 1987.

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
City Recorder

Amendments to the  
Independence Comprehensive Plan  
January 1987

)  
Exhibit "A"

GOAL 5: Open Spaces, Scenic and Historic Areas, Natural Resources

POLICIES

Replace the Historic Areas policy section (see Natural Resources Section) with the following:

1. Independence shall continue to investigate the significance of historic sites and buildings within the city.
2. Independence shall continue to encourage the protection and designation of historic sites as important community cultural resources through the application of the Independence Historic Preservation Ordinance, No. 1143, passed 13 May, 1986, a copy of which is attached hereto, marked Exhibit "B" and by this reference incorporated herein.
3. Independence shall review any application for demolition or exterior alteration of designated landmarks for conformance with the historic preservation policies of the city.
4. Independence recognizes the historic value of the existing structures in the downtown core area, and shall encourage new development to be architecturally compatible with these structures.
5. A Historic Resource Inventory, completed in 1984-1985, designated a number of homes and businesses as landmarks. A copy of the inventory is attached hereto, marked Exhibit "C" and by this reference incorporated herein.
6. The Independence Historic Preservation Commission determined that the location, quality and quantity of the inventoried resources warranted designation of the inventoried sites as historic landmarks as defined by the historic preservation ordinance. It is the policy of the city that the initial designation is not exclusive and that there will be further landmark designations, plus designation of a historic district(s).
7. Resource sites not included in the plan inventory: The following sites, initially designated by the Historic Preservation Commission as historic landmarks, have since been determined through a process of citizen involvement not to be significant or important enough to warrant inclusion on the plan inventory. A copy of the appeal standards is attached hereto, marked Exhibit "D" and by this reference incorporated herein.

688 S. Main Street  
~~555 Monmouth Street~~  
614 S. Main Street  
360 S. 3rd Street

~~321 Gun Club Road~~  
184 S. Main Street  
770 S. "D" Street

BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE

POLK COUNTY, OREGON

An Ordinance Amending Ordinance )  
No. 1143 Pertaining to the )  
Independence Historic )  
Preservation Commission; Adding )  
Procedures for Designation )  
as a Historic Landmark. )

ORDINANCE NO. 1159

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. Ordinance No. 1143, Section 6 is amended by adding Subsection "e)" as follows:

e) Where the Commission initiates proceedings to designate property as a landmark, notice of the intent to designate shall be sent to the affected property owner and occupant. A public hearing regarding the proposed designation shall be set for the next regular Commission meeting at which time written or oral testimony shall be heard from the property owner and other interested persons. After the public hearing the Commission may designate the property as a landmark, refuse to designate the property as a landmark, or continue the matter for 30 days for additional consideration. If the hearing is continued, all persons appearing at the hearing, either in person or by writing, shall be notified in writing of the rescheduled hearing date.

Within ten (10) days from any final hearing, the decision of the Commission shall be reduced to writing and shall state the reasons for the decision. Notice of the decision shall be sent to the peroperty owner and all persons appearing at the hearing(s), informing them of the decision and of their appeal rights as set forth in Section 11 of this ordinance.

1987. Read for the first time this \_\_\_\_\_ day of \_\_\_\_\_,

1987. Read for the second time this \_\_\_\_\_ day of \_\_\_\_\_,

Passed by the City Council and signed by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_, 1987.

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
City Recorder

IN THE CITY OF INDEPENDENCE, COUNTY OF POLK

STATE OF OREGON

An Ordinance Creating the )  
Independence Historic )  
Preservation Commission, )  
Prescribing the Duties and )  
Powers Thereof, Providing )  
for Review, Appeals and )  
Penalties. )

Ordinance No. 1143

WHEREAS, the City Council of the City of Independence deems it necessary, in order to promote the general welfare and to preserve the distinctive and historic character of the City of Independence, to:

- a) Safeguard the historic district(s), landmarks, buildings and sites representing significant elements of Independence history,
- b) Enhance the visual character of the City,
- c) Foster public appreciation of and civic pride in the beauty of the City and the accomplishments of the past,
- d) Strengthen the local economy by protecting and enhancing the City's attractiveness to residents, tourists and visitors,
- e) Stabilize and improve property values within the City,
- f) Promote private and public use of historic and other cultural resources for education, prosperity and the general welfare of the people,
- g) Carry out the provisions of Land Conservation and Development Commission Goal 5,

THE CITY OF INDEPENDENCE ORDAINS AS FOLLOWS:

Section 1. This ordinance shall be known and may be cited as the Historic Preservation Ordinance of the City of Independence, Oregon.

Section 2. A Historic Preservation Ordinance is hereby established and adopted by the City Council of the City of Independence, Oregon.

Section 3. Definitions. For the purposes of carrying out the intent and purposes of this ordinance, words, phrases and terms, as used herein, shall be deemed to have meaning ascribed to them in this section:

- a) "Alteration" shall mean the addition to, removal of or from, or physical modification of any exterior

part or portion of a landmark, identified building or object in a Historic District.

- b) "Archeological Significance" shall mean a site that has potential to yield information significant in pre-history or history. The site may be found in districts as well as individual sites.
- c) "Architectural Significance" shall mean that the building or district (1) portrays the environment of a group of people in an era of history characterized by a distinctive architectural style; (2) embodies those distinguishing characteristics of an architectural type/specimen; (3) is the work of an architect or master builder whose individual work has influenced the development of the City; (4) contains elements of architectural design, detail, material or craftsmanship which represent a significant innovation.
- d) "Certificate of Appropriateness" shall mean written authority granted by the city for exterior alteration.
- e) "City" shall mean Independence, Oregon.
- f) "Commission" shall mean the Independence Historic Preservation Commission.
- g) "Demolish" shall mean to raze, destroy, dismantle, deface, or in any other manner cause partial or total ruin of a designated landmark or designated building in a Historic District.
- h) "Exterior" shall mean any portion of the outside of a landmark, building or designated building in a Historic District, or any addition thereto.
- i) "Historic District" shall mean a geographic area no less than two acres including all land and streets with a high concentration of historical, architectural, archeological or cultural landmarks which has been designated by the Independence City Council. Exact boundaries shall be established by ordinance and mapped.
- j) "Historic Resource(s)" shall mean an individual building, site, object or structure of architectural, historic, cultural or archeological significance.
- k) "Historic Significance" shall mean that the building or district (1) has character, interest or value, as part of the development, heritage or cultural characteristics of the City, State or Nation; (2) is the site of a historic event with an effect upon society; (3) is identified with a person or group of persons who had some influence on society; or (4) exemplifies the cultural, political, economic, social or historic heritage of the community.

- l) "Interested Person" shall mean any owner or agent for the owner of real property for which an application for designation of Historic District, landmark status, certificate of appropriateness, demolition or new dwelling permit is being made, any landowner within 250' of property for which any of the above listed application(s) is being made or a member of a recognized historic-interest group.
- m) "Landmark" shall mean buildings, structures, objects, signs or sites of historic, architectural, archeological, or cultural significance located outside a historic district and as shall be designated by the Independence City Council. All designated landmarks shall have a written description.
- n) "SHPO" shall mean the State Historic Preservation Office.

Section 4. Independence Historic Preservation Commission. a) An Independence Historic Preservation Commission, hereafter referred to as the Commission, consisting of seven (7) unpaid residents of the city shall be appointed by the Mayor and subject to confirmation by a majority of the City Council.

- b) The members of the Commission shall be composed of:
  - 1) One member from the city council.
  - 2) One member of the Historic Preservation Advisory Committee or museum board
  - 3) One citizen residing in the "historic area" of the city.
  - 4) One citizen with experience in renovation of a historic building
  - 5) Two citizens from the community at large with an interest in historic preservation.
  - 6) One citizen from the Independence business community with an interest in historic preservation
- c) Two of the initial members shall be appointed for one (1) year each, three initial members shall be appointed for one (1) term of two (2) years each, and two (2) initial members shall be appointed for one (1) term of three (3) years each. All initial appointed members may be reappointed. All succeeding terms shall be for a period of three (3) years.
- d) A chair, vice-chair and secretary shall be elected from the commission membership and shall serve for a period of one (1) year subject to reelection.
- e) Four (4) members shall constitute a quorum and shall be entitled to conduct official business and act for the entire commission.

- f) In the event of a vacancy, the Mayor, with the approval of the city council, shall make an interim appointment to fill the unexpired term of such member. Where such member is required to have special qualifications, such vacancy shall be filled with a person having such qualifications. Any member of the commission missing four consecutive meetings shall be automatically replaced.
- g) Any member who has a bias, financial interest or conflict of interest in any matter being considered by the commission shall disqualify him or herself from voting on such matter.
- h) The commission shall keep minutes and records of all meetings and procedures including voting records, attendance, resolutions, findings, determinations and decisions. All such material shall be public record unless prohibited by state law.

Section 5. Powers and Duties. a) The Commission shall have the following powers and duties:

- 1) Establish criteria and conduct or cause to be conducted an ongoing survey and inventory of historic resources.
  - 2) Maintain and facilitate research for inclusion in a local inventory of historic resources, including the historic district(s), landmark sites and landmarks within the city.
  - 3) Adopt, with the assistance of the SHPO, prescriptive standards to be used by the commission in reviewing applications for permit to construct, change, alter, modify, remodel, remove or significantly affect any historic resource within a historic area or any landmark.
  - 4) Participate in, promote, and conduct public information, education and interpretive programs pertaining to restoration of cultural resources and design of new buildings or structures within a historic district.
  - 5) Perform any other functions that may be designated by the city council.
- b) The commission shall have the power to make recommendations to the city council concerning designations of historic districts, relevant ordinances and resolutions, preservation-related items upon referral from the city council and conflicts of land use as they relate to the historic resources of the community.
  - c) The following matters must be submitted to the historic commission for its approval or decision:



- 1) Landmark designations;
- 2) Applications for certificates of appropriateness for exterior alterations to designated historically significant buildings;
- 3) Demolition of designated historically significant buildings;

Section 6. Designation of Historic Districts or Landmarks.

The city council, or any interested person may initiate the proceedings for designation of a historic district or landmark by submitting a written application to the commission. The commission may also initiate consideration of a district or landmark upon its own motion. Applications for designation shall be made available by the City Recorder.

- b) Districts and Landmarks. A district or landmark may be designated for preservation if it meets the definition set forth in Section 3 above. Standards used to determine historical, cultural, architectural or archeological significance shall include standards which have been established by the SHPO, adopted in writing by the commission and approved by the city council.
- c) Upon receipt of a proper application for designation of a landmark, the request will be considered by the commission at its next regular meeting. Within 30 days from receipt of the application, the commission shall approve or disapprove the designation, shall reduce its decision to writing and shall state the reasons for its decision. Notice of the decision shall be sent to all property owners within 250' of the proposed landmark within 15 days from the date of the decision, informing the owners of the decision and of their appeal rights as set forth in Section 11 of this ordinance.
- d) Upon receipt of a proper application for designation of a historic district, the request will be considered by the commission at its next regular meeting. The commission shall make written recommendation of such designation to the city council. Upon receipt of the recommendation, the city manager will establish a date for a public hearing before the city council to consider the request. The property owners within the proposed district will be notified of the hearing by first-class mail at least 10 days prior to the hearing. Upon receipt of the commission's recommendation, and after the public hearing, the city council may:
  - 1) Refuse to designate the proposed district;
  - 2) Designate the proposed district by a duly enacted ordinance: or

- 3) Remand the matter to the commission for additional consideration of a specific matter or matters.
- 4) The city council may limit itself to the proposed district or may modify the proposed district and, as so modified, approve it. Enlargement, reduction, or modification of the proposed district shall require additional notice and public hearing. Approval or disapproval of the designation by the city council shall be in writing and shall state the reasons for its decision.

Section 7. Exterior Alteration. a) None of the following acts shall be permitted within a historic district or upon a landmark unless an application for a certificate of appropriateness has been approved by the commission. Further, no building or other permit shall be granted for any such purpose until such certificate has been issued.

- 1) Material change in the exterior appearance of existing historically designated buildings or structures.
  - 2) Material change in existing exterior walls and fences;
  - 3) Removal of previously inventoried historically designated live trees.
- b) Application for a certificate of appropriateness shall be made to the commission and shall be made available by the city recorder. The city planner shall approve certificates of appropriateness if there is to be no material change in appearance of the existing building. If the city planner determines that there will be a material change in the appearance of the building, the planner shall refer the matter to the commission for its decision.
- c) The standards to be used by the commission in reaching its decision regarding the certificate of appropriateness shall include standards which have been established by the State Historic Preservation Office, adopted in writing by the commission and approved by the city council.
- d) The commission shall complete its review and make a decision within thirty days of the date of the receipt of the application form by the commission. The commission may grant or deny the application or may make recommendations to the applicant in regards to the proposal. The commission decision shall be in writing and shall state the reasons for its decision. The decision shall be mailed to the applicant with notice of appeal in accordance with section 11 of this ordinance.
- e) Failure of the commission to reach a decision within thirty days shall result in automatic approval of the application unless the commission notifies the applicant, in writing,

at least seven days prior to the end of the 30-day period, that an additional 30 days is required to reach a decision. Failure of the commission to act within sixty days shall result in automatic approval of the application, unless lapse of the 60-day period is caused by the failure or refusal of the applicant to provide requested information to the commission.

Section 8. New Construction. If an application is made for a permit to build a new building within a historic district, the building inspector shall transmit to the city planner a copy of the request. The planner shall establish a date for a meeting with the owner of the proposed building, a member of the commission and the planner in order to review the plan to determine basic design compatibility with dwellings in the surrounding area.

Section 9. Demolition. a) If an application is made for a building permit to demolish all or part of a designated historic building or any building more than 50 years old, the building inspector shall transmit to the commission a copy of the request.

- b) In determining the appropriateness of the demolition as proposed in the application for a building permit, the commission shall consider factors as set forth by the State Historic Preservation Office, adopted in writing by the commission and approved by the city council.
- c) The commission may approve or deny the demolition request. If the request is granted and no appeal is filed within the time frames set forth in Section 11, the building inspector shall issue the permit after determining that the permit is in compliance with all other codes and ordinances of the city.
- d) Should the commission reject the application to demolish, issuance of the permit shall be suspended for a period of up to 180 days so that alternative disposition of the property may be considered.
- e) Prior to any final issuance of a permit for the demolition of a historic building, the commission shall first determine that the applicant has met the following conditions:
  - 1) The applicant has not rejected any bona fide offer for sale or removal of the building.
  - 2) The applicant has advertised the building for sale at public auction, such advertisement to run in a newspaper of general circulation in Polk County for at least once a week for four consecutive weeks.
- f) During such period of suspension, no permit shall be issued for such demolition nor shall any person demolish the building or structure. If all programs or projects to save

the building from demolition are demonstrated to the commission to be unsuccessful and the applicant has not withdrawn the application for demolition, the commission shall authorize the building inspector to issue such permit if the application otherwise complies with the codes and ordinances of the city.

Section 10. Maintenance and Repair of Architectural Features.

Nothing in this ordinance shall be construed to prevent the ordinary maintenance or repair of any exterior architectural features which do not involve a change in design, material or the outward appearance thereof, nor to prevent the construction, reconstruction, alteration or demolition of such feature which the city's building inspector shall certify is required by the public safety.

Section 11. Appeals. Any interested person who is aggrieved by a determination of the commission may, within fifteen (15) days from its final decision, file with the city recorder a notice of appeal. The filing of such notice shall have the effect of suspending any challenged certificate of appropriateness pending final determination by the city council. Upon the filing of the notice of appeal, the recorder shall set such appeal for hearing before the city council at its next regular meeting and shall give notice of the time and place of the hearing by publishing said notice in a newspaper of general circulation in Independence, Oregon, not less than five days prior to such hearing.

Section 12. Application to Public Projects. All projects sponsored by the City of Independence or other government agencies are subject to the same review as private projects.

Section 13. Violations. Any violation of any provision of this ordinance shall result in a stop-work order and a fine, the sum of which shall be set by resolution of the city council.

Read for the first time this 22nd day of April, 1986.

Read for the second time this 13th day of May, 1986.

Passed by the City Council and signed by the Mayor this 13th day of May, 1986.

Marion Bessie  
Mayor

ATTEST:

Anna Cooper  
City Recorder

**City of Independence**  
**Historic Resource Inventory**  
**1984-85**

By: Jane Altier Morrison and  
Julie Pinger

CITY OF INDEPENDENCE  
HISTORIC RESOURCE INVENTORY  
1984-1985

) This project was funded by the City of Independence and by a matching grant from the National Park Service, U.S. Department of the Interior, in cooperation with the Oregon State Historic Preservation Office.

## ACKNOWLEDGEMENTS

Special thanks to members of the Mayor's Ad Hoc Committee on Historic Preservation - Marion Rossi, Mayor; Betty Lou Newberg, Chairperson; Mona Barker, Clint Boylan, Millie Kelley, Bill Nix, Jean Stryker, Jan Stryker, Dan Weaver, Dorothy Zeyen - and the many other citizens of Independence whose love of history and this town on the river helped made this Inventory possible.

## TABLE OF CONTENTS

Introduction . . . . .	ii
Overview . . . . .	1
Background . . . . .	1
Native Americans . . . . .	4
Frontier Period . . . . .	4
Post-Frontier Period . . . . .	8
Early Modern Period . . . . .	12
Methodology . . . . .	16
Evaluation . . . . .	18
Findings . . . . .	25
Recommendations . . . . .	28
Appendices . . . . .	32
A -- Procedures for Certified Local Govt. . . . .	32
B -- "Promoting Local Resources" . . . . .	36
C -- Bibliography . . . . .	38
Index to Site Record Forms (includes ranks) . . . . .	40



## INTRODUCTION

This report presents the findings of a survey and inventory of historic resources in the City of Independence, Oregon. It was prepared by the consultant team of Pinger/Altier in 1984-85.

The purpose of the Inventory is to provide a data base for the on-going management of the City's cultural resources.\* It will also facilitate compliance with federal and state legislation, including:

- . National Historic Preservation Act of 1966 (NHPA)
- . Land Conservation and Development Commission (LCDC) Goal 5

The Inventory is a major step toward ensuring the preservation of cultural resources for the benefit of present and future generations of Independence citizens. When integrated with additional planning information, the data will be useful in guiding the development of the community, including: identification of local landmarks, creation of National Historic Districts and/or Conservation Districts, as well as creation of a preservation plan to guide future preservation activities. This information will be incorporated into the Statewide Inventory of Historic Properties as required under the NHPA of 1966 and serve as a basis for updating the Goal 5 element of the City's Comprehensive Land Use Plan. The Inventory is on file with the City of Independence, State Historic Preservation Office and the Oregon Historical Society.

---

\* Archaeological resources are not included in this Inventory.

This project represents the first systematic review of cultural resources in the City. It consisted of two major phases. The initial windshield survey\* was conducted by the Portland architectural firm of Allen, McMath and Hawkins in August 1980 under Caroline Plemons, Polk County Planner. At this time, approximately 115 properties were identified and mapped.

The second phase of the project consisted of documenting architectural descriptions and historical information for each of the identified properties on the revised Statewide Inventory Forms (1984). For methodology used to research and document resources, see Section III. The consultant team of Pinger/Altier was selected to conduct this phase, which began October 1, 1984 and was completed November 30, 1984. At the end of this phase, the contract was amended to allow further research, as well as preparation of an historical narrative to act as a framework for evaluation and on-going identification of cultural resources. Research began February 5, 1985; the final document was completed June 30, 1985.

In addition, in March 1985, the Mayor appointed an Ad Hoc Committee on Historic Preservation, composed of seven volunteers from the community. The Committee, assisted by numerous other citizen volunteers, provided valuable assistance by researching properties included in the Walking Tour brochure produced for Independence Historic Preservation Week, May 11-18, 1985, as proclaimed by the City Council. The brochure was funded by a grant from the State Historic Preservation Office with a 50 percent match coming from local businesses. Much of this information was incorporated into the final Inventory.

This report consists of five sections and appendices. A general overview of the City's history provides a framework for the examination and evaluation of the resources. The second section describes the methodology used to conduct the

---

\*A visual reconnaissance or survey, usually done by car or on foot, to identify architecturally interesting buildings.

survey and inventory. This is followed by a description of criteria used to evaluate resources and the methods and procedures for doing so. Section four consists of a synthesis of the findings and section five is general recommendations for management of the resources. It is followed by the individual site record forms, which are organized alphabetically and numerically by street address. An index is included at the beginning of this section.

## OVERVIEW

The people and events which have shaped the history of Independence weave a colorful story and reflect, at the local level, historic themes of national and regional significance. Many factors have come together to give the community its own unique character, however, two major themes run continually through the fabric of the city's history. These are transportation, the movement of people and goods, and the environment: rich soil, mild climate, and gentle topography. These two factors had a significant influence on settlement and subsequent development patterns.

### Background

The City of Independence, population 4,125, is the third largest urban area in Polk County. It is located twelve miles southwest of Salem on the west bank of the Willamette River. The Willamette is a mature river, draining an approximately 11,000 square mile area called the Willamette Valley. The valley is bounded on the north by the Columbia River, to the east by the Cascade Range, and to the south and west by the Calopooya Mountains and Coast Range, respectively.

Polk County, located in the heart of the valley, is a land of gently rolling hills, although it is generally flat in the Independence area. Historically, the area's major industries have been agriculture and wood products.

The surface material over much of the county, including Independence, is a sandy to clayey "Willamette" silt, generally rich in composition, ideally suited for a variety of agricultural pursuits. Land near the river supports truck crops, orchards, and specialty crops such as hops and mint. On higher ground farmers grow grass seed, the Valley's most important cash crop, and cereal grains. In Independence, alluvial

deposits consist of well-stratified layers of clay, silt, sand and gravel which is commercially mined to the present (Comprehensive Plan 1979: 1).

The foothills of the Coast Range contain vast stands of timber, primarily Douglas Fir. At one time, the wood products industry supported over 400 jobs in Independence; however, in recent years it has become increasingly depressed. The major employers in Independence today are Boise Cascade, Mountain Fir Lumber Company, Valley Concrete and Gravel, Ediger Church Furniture, and Pacific Marquis Company.

The climate is mild with relatively wet winters -- the area receives approximately 45 inches of precipitation annually -- and clear dry summers. Prevailing winds are from the south and southwest.

Independence is a compact city, intensely developed with few remaining open spaces. This creates an interesting juxtaposition with the wide open fields of agricultural land directly north and south of the city limits. Historically, the city has been divided into two areas: Thorp's Town of Independence, platted in 1846 on a portion of E.A. Thorp's Donation Land Claim (DLC) located directly north of Ash Creek; and, Hill's Town of Independence, just south of Ash Creek, platted in 1867.

Thorp's Town is laid out in blocks, fractional blocks, lots, streets and alleys. Blocks are generally 245 feet by 220 feet, and contain eight lots; alleys run through the center from north to south. Ash Creek forms the southern boundary of the plat. At one time, a small wooden footbridge spanned the creek at the foot of Log Cabin, connecting the two plats.

Henry Hill platted the "New Town" of Independence on 40 acres in the north half of his Donation Land Claim (DLC). This was done at citizens' request following the great flood of 1861 which devastated much of Thorp's Town. The plat is bounded on the east by the river and to the north by Ash Creek. It is laid out in the same pattern as Thorp's Town. The full blocks generally contain eight to ten 66 foot by 150 foot lots and many are subdivided into smaller parcels. The smaller fractional blocks are located along the river on the east side of Main Street between "C" and Monmouth.

Although both plats originate at the banks of the Willamette, the bend in the river caused Hill's plat to be misaligned with Thorp's. The result is curiously mismatched streets where the two plats come together.

In the last 30 years, dense residential development has occurred outside the areas platted by Thorp and Hill. These newly developed areas do, however, conform to the pattern established earlier.

Major transportation facilities include streets and highways, railroads, airport, and a pedestrian/bikeway system. State Highway 51 runs from north to south through the city's historic commercial core. Heavily trafficked, it provides via State Highway 22 and 99W, the primary link to the freeway/interstate system. At the center of town it turns west to link Independence with the neighboring city of Monmouth two miles away. This stretch is commonly called the Monmouth-Independence Highway.

At one time, as many as three railroads served the Independence area; today there are two: Southern Pacific provides freight service, north to south, for the large industries in the vicinity, and Willamette Valley Railroad Company runs the former Valley and Siletz line. Independence is also served

by the Independence State Airport owned by the Oregon State Aeronautics Division, and an unimproved bike route exists along the south side of Monmouth Street.

### Native Americans

The Willamette River has served as a transportation system for over 3,000 years. Native Americans were first to take advantage of its hundreds of miles of relatively unobstructed passage through the fertile Willamette Valley, setting up seasonal encampments along the river and its tributaries. The native peoples which inhabited the Independence area were semi-nomadic hunters and gatherers. They were attracted to the area by the abundant food supply which included a variety of edible plant materials such as Camus and Wapato root as well as nuts, fruits and berries. The river supplied fish aplenty; deer and other game were bountiful.

Unlike many places in the West, the first settlers who arrived in the area which would become Independence were received by a docile native population. This was due, in large part, to their devastation by disease introduced by European explorers in the late 18th and early 19th century.

### Frontier Period: 1846-1861

Prior to 1841, the only known people in Polk County, besides Native Americans, were transient traders and explorers. There is no evidence of any sustained trading or exploratory activity in the Independence area.

The total Euro-American population of the Willamette Valley in 1841 is estimated to have been about 400. Most of it was concentrated in Mill Creek Bottom and French Prairie -- both in Marion County (Black 1942: 40). The population increased dramatically, however, over the next nine years. The Territorial Census of 1849 counted 9,083 people, 1,174 of which were in Polk County (1849 Territorial Census).

During these years, hundreds of people undertook the grueling journey across the Oregon Trail -- lured to the Willamette Valley by reports of its fertile soils and mild climate. Prior to 1850 settlers could claim only squatters rights, but passage of the Donation Land Act in that year entitled a man to 320 acres of free land, 640 acres if he were married. The law thus encouraged both settlement and marriage and legitimized the claims of earlier settlers.

The first man to take advantage of this law in the area which would become Independence was Elvin A. Thorp. Thorp had been a member of the first group of wagon trains to arrive in the area. The party was made up of several families from Council Bluffs, Iowa, led by Elvin's father, John. They left Missouri in May 1844 following the Platte River to Fort Laramie and continuing on the Oregon Trail to The Dalles (DAR 1927:39). At this point, they loaded on to boats which took them around the "Cascades". They arrived in the Independence area in June 1845.

That same month, Thorp staked a claim just north of Ash Creek and in the southeast corner of the claim platted a small townsite. Today this area is referred to as either "Old Town" or "Thorp's Town" of Independence. It was bordered on the south by Ash Creek and to the east by a steep escarpment which was also the boundary of C.P. Cook's Land Claim. In order for his town to have river access, Thorp received an easement from Cook to extend the streets across his property and down to the river. This was vital to the community's welfare, for until the coming of the railroads, the river was the major form of transportation.

Mrs. Thomas Burbank, wife of an early pioneer who settled several miles southwest of the townsite, is credited with suggesting the name of the Missouri town of Independence for



the new settlement. Not only was it the starting point for many emigrants who came across the Oregon Trail, but also one source reports it as Thorp's hometown. Thorp consented to the name on the condition that the Burbanks move to the new town and build a store -- some reports indicate a residence -- on two lots he would give to them (Hubbard n.d., n.p.). Both Thorp and later, Henry Hill, who platted the "New Town" of Independence, encouraged settlement in this way.

- The town grew slowly during the first several years. The earliest known structure was a log house built by Thorp near the intersection of Grand and Marsh Streets (Newton 1971: 4). This type of structure was commonly built during the early settlement period. Timber was readily available and it provided a quick construction method.

By 1847, finished lumber was available from a sawmill in Silverton to residents of the town who were willing to haul it 30 miles. Two such individuals were Thomas Burbank and J.E. Davidson, who are believed to have built the first store in Independence -- the exact location is unknown -- with milled lumber from Silverton (Hubbard n.d., n.p.). Another early building, constructed c. 1846, was Bill Tetherow's saloon. Sid Newton, a local historian, believes it was located at the intersection of Log Cabin and Boat Landing Streets. It was also reportedly used as the first church and schoolhouse (Newton 1971:4).

In the years between 1846 and 1861, two events occurred which would have a significant impact on the town's development. The first was the discovery of gold in California in 1848. Due to its relative proximity to California, the Pacific Northwest became the natural supplier of goods to the hoards of people who descended on the mines. The Willamette Valley supplied an abundance of flour, lumber, wool and fruit. The small townsite of Independence, advantageously located on the

river, became the major shipping point for produce from the surrounding area. Many farmers used rafts to get their produce to the docks in Independence floating the Luckiamute and Willamette Rivers to transfer to waiting steamboats.

Although many residents left for the gold fields, many stayed behind to profit from the increased demand for goods. The town grew rapidly in the decade that followed: Israel Hedges opened a blacksmith shop; Robert and Luther Ground's livery stable was established; a brick kiln and yard was built on the site which would become the Valley and Siletz depot; and a small sawmill was constructed at the intersection of Water and Grand Streets ("The Westside" 1890). Warehouses and boat docks were built along the river at the foot of Boat Landing Street extending south to Ash Creek and commercial buildings went up along Grand Street (Pomeroy, n.d.:2).

During the 1850's, numerous institutions were established: a circulating library was organized and a one-room log cabin became the town's first schoolhouse. In 1852, a Post Office was established in the general store. The proprietor, Leonard Williams, was the first postmaster (McArthur 1982:385). Mail was carried, for a number of years, by the steamboat "Canemah", built and operated by Absalom F. Hedges with service from Oregon City to Eugene and points in between. Ferry service across the Willamette River was also initiated during this period.

Growth continued at a steady pace until 1861. In December of that year, a combination of heavy rain, warm temperatures, and melting snow led to a devastating flood. The entire commercial core was swept away as well as docks and warehouses along the river. In the years that followed, the town would rebuild itself, but in new directions.

There are no inventoried properties dating to this early period of settlement. The lack of above-ground evidence is due to the

approximately 700 residents and in 1890 there were approximately 1,000 residents (Business Directories 1880:269, 1890:267). With increasing numbers of people came an increased need for information and news. In 1876, the town's first newspaper, "The Weekly Telegram", was established. It was followed by the "Riverside" in 1879, which was superseded by the "Westside" in 1883.

In 1885, an innovative ferry system across the Willamette was instituted. It was to draw considerable attention to the town and be copied throughout the world; the ferry was held in position by a cable set at the top of two 100-foot poles, 966 feet, seven inches apart. The ferry operated well into the 20th century (Pomeroy n.d.:2).

The coming of the railroad significantly changed life for people throughout the West. It allowed the exchange of people, products and ideas at a faster rate than ever before. It also encouraged Americans to become consumers of mass-produced goods which was to have a significant impact on the built environment.

In Independence, the first train came down the tracks in December 1886, seven years after the City Council passed an ordinance to give Oregon-Western Railroad Company right-of-way down the middle of 2nd Street. Soon there was daily passenger and freight service to Portland and points south. Many small stations along the line developed into towns, and many towns that were not on the line began stage service to meet the trains. From Independence, there were soon regular stages to Dallas, Salem, and even to Arlie and Kings Valley. Prior to construction of the Independence-Monmouth Railroad in 1890, there was also a regular stage to Monmouth.

The Independence-Monmouth Railroad was one of the shortest independent lines in the world. The two and one-half mile run made one stop at the small community of Talmadge, midway between the two cities. The line was supported by the racetrack

there, which was well-known throughout the West and attracted some of the "finest horseflesh in the country" (Pomeroy n.d.:3). On race days, the engine was busy all day hauling spectators who had come on excursions from Corvallis and as far away as Portland.

Many of the institutions, attitudes and amenities which mark the town's character to the present were created during this period: a mayor-council form of government was established; electricity and telephone lines were installed; two banks were established; water works completed; fire department organized; and most of the major commercial buildings standing today as well as numerous residential structures were constructed during this time.

The 69 inventoried properties dating from the Post-Frontier Period span three decades -- 1870's through the 1890's. Approximately 55 percent date from the 1890's, 38 percent from the 1880's, while only one of the structures can be directly traced to the 1870's:\* this is the Methodist Church constructed in 1874 (Polk County Deed Records: 1874). Three residences, 487 3rd Street, 887 Monmouth Street, and 368 E Street, were probably built during the 1870's and the Henry Hill House at 614 S. Main Street reportedly dates to 1869 (Hill family papers, n.d., n.p.); however, there is no concrete evidence to substantiate these claims.

The majority of early residences inventoried here are primarily "vernacular" in concept. They are typically one and one-half to two stories, gable-roofed, either L- or T-shaped, with wide shiplap siding. Several are known to be of box construction, and square nails were found on many.

Another residential style dating from this period is the Rural Gothic Revival, of which there are six in the Inventory. Two

---

\*These figures reflect only those structures identified in the 1980 windshield survey.

excellent examples are the Dr. John E. Davidson House at 887 Monmouth Street, c. 1875, and another residence also owned by Davidson, 487 3rd Street, c. 1875. This style is typified by a L- or T-shape plan, vertically scaled fenestration - frequently Gothic-arched, steeply pitched gable roof, and vertical massing. (The house at 487 3rd Street is particularly noteworthy for the extreme pitch of its roof, giving it the name "Split a Raindrop" House.) Porches were usually located at gable ends or where the L or T came together.

Beginning in the 1880's, railroad transportation began to make available standard building materials including mass-produced decorative elements. Mail-order houses and pattern books also became readily accessible, resulting in increased standardization of styles and more elaborate detailing.

Styles common to this period which reflect the improved transportation system are the Queen Anne, Eastlake and Stick styles. Generally, these were a somewhat smaller scale and less ornate version of the style found in larger urban areas. A good example of this is 40 S. 4th Street. Basically "vernacular" in form and mass, this small residence has Queen Anne style decorative elements such as flash glass, brackets, turned posts and balusters, and bay windows.

The development of the commercial core area followed the same pattern as most Willamette Valley towns. The earliest buildings were generally small wooden structures, one to two stories, with gabled roof, sometimes with falsefront and prominent cornice. Often a wooden porch, canvas awnings and/or plank sidewalk extended across the front, providing protection from the elements. Early photographs indicate Main Street was at one time densely packed with structures of this type (OHS Photograph Collection) from B Street south to Monmouth. None of these remain, however, primarily due to economic growth and fire.

Many of the major commercial buildings existing today were constructed in the 1880's and 1890's. They consist primarily of unreinforced masonry buildings. The brick for several of these came from a local brickyard owned by J.R. Cooper ("The Westside", 1895). With the exception of four examples described below, decorative detail was often limited to the cornices and fenestration. The Cooper Block (206 S. Main), built in 1895, is an excellent example of a Queen Anne commercial corner building, combining many elements of the style, including an octagonal tower, fanciful round-arched windows, and projecting roofed bays.

The commercial area also has three good examples of the Italianate style: Citizen's Bank (302 S. Main); Sloper's Hall (268 S. Main); and the Old Fraternal Hall (184 S. Main). Characteristic elements include: vertically-scaled massing; frequently asymmetrical shape (sometimes with tower as in the Citizen's Bank building); tall windows, often round or segmental arched; and prominent bracketed cornices.

#### Early Modern Period: 1900-1930

The early modern period from 1900 to the 1930's brought significant advances in city development, although the population remained relatively stable. The early years of the century saw a leap in population from approximately 1,200 in 1902 to 1,800 in 1905 (Business Directories, 1902, 1905). It remained at the 1905 level, with minor fluctuations, until 1931 when the Great Depression drove many residents away in search of jobs.

A new development in the field of agriculture during the late 19th century was to have quite an impact on the character of the city. In the rich alluvial soil which bordered the river and its tributaries, the seeds of an important new industry were sown which would give Independence the distinction of

being the "Hop Capitol of the World": between 1900 and 1940, the growing, cultivating and harvesting of hops was the town's largest industry and greatly enriched the city's coffers.

Each year, beginning in July, thousands of pickers descended on the city, coming by boat, wagon and train for the hops harvest. They bedded down in tents in the hop yards, slept on straw, and cooked on sheet iron camp stoves. Each September, the town celebrated with a "Hop Festival". At the height of the hop era, in the 1920's and 1930's, there were close to 4,600 acres in the surrounding area planted to hops. One yard was located on the site of the present Riverview Park: the large natural amphitheatre was at that time called the "Hop Bowl".<sup>(Craven interview 1985)</sup> Hop prices tumbled in the 1940's due to competition from foreign markets and new production methods for beer. By 1950 there was virtually nothing left of the once thriving industry. Many of the existing buildings constructed during this period are testimony to the prosperity of the time.

Rapid advances in technology also contributed to the changing character of the city. Until the coming of the automobile, railroads and prior to that river traffic, provided the primary means of transportation. With the increased popularity of the automobile, however, and the resulting "Good Roads Movement", paved streets began to appear throughout town (six streets, including Main Street, were paved in 1912) and to extend far beyond the city limits. A major casualty of this development was the Independence-Monmouth Railroad, which was discontinued in 1917. Construction of Highway 51 greatly stimulated the development of auto-oriented commercial strips, unrelated to the older commercial core of the city. Today this strip is the focus of commercial activity in the city and reflects the powerful influence of the automobile on the environment.

Another development during this period was construction of the Valley and Siletz Railroad. In August 1910, a forest fire burned a large area where the town of Valsetz is located today. In order to salvage the burned timber, the Cobbs and Mitchell Lumber Company constructed the Valley and Siletz line. Operation began in 1918, at one time carrying passengers as well as freight - primarily timber and hops. Today the line is owned and operated by Willamette Valley Railroad. The depot was located on Monmouth Street and is no longer standing.

Both the older residential areas and the historic commercial core of Independence are composed primarily of late 19th century buildings intermixed with structures built during the first three decades of the 20th century. A wide variety of stylistic types are represented in the Early Modern period, from a continuation of the romantic Victorian building tradition to a return to classicism as illustrated by the Public Library (1929). The emergence of the ubiquitous Bungalow style also took place during this time.

Of the 64 inventoried properties from this period, 21 percent are in the Bungalow style. This style was popularized throughout the nation by trade magazines, especially "The Craftsman", published by Gustav Stickley from 1901 to 1916 (Clark 1984:145). Stickley, influenced by the English Arts and Crafts movement, advocated fine craftsmanship, structural honesty, and the use of natural materials. The Bungalow ethic also promoted clean living and good health. Many companies offered pre-cut houses which could be delivered by rail and constructed on arrival. Many variations of the style were built in Independence, ranging from the gaping grin of the Cockle House (814 S. Main Street) to the modest proportions and detailing of the Craven House (32 S. Third Street). Of particular note is the prominent Eldridge Residence (675 Monmouth Street).



Constructed in 1914 for K.C. Eldridge, owner of the Independence Creamery, this residence and its setting form a harmonious whole, consistent with Craftsman principles. Characteristic elements of the style are seen in the low-pitched roof with wide overhanging eaves, exposed rafters and decorative brackets.

The Vernacular style also continued to be built well into the 20th century. There are 14 examples in the Inventory which date from this period.

Another residential style built in the early years of the 20th century is the American Basic.\* These are large rectangular, two-storied, hip-roofed porches, generally with horizontal siding - either shiplap or bevel - with porches extending across the front of the lower story. The Stryker House (684 Fifth Street) is an example of the type.

A variety of revival styles were also built during this time. Of particular note is the Cooper-Walker House (224 Third Street). This large Colonial Revival style house was built in 1909 for J.S. Cooper, a prominent businessman.

The American Renaissance style is represented in the Independence Elementary School. Built in 1925, this handsome structure is an important focal point for the surrounding residential neighborhood and would serve as an excellent nucleus for the proposed Neighborhood Historic District (see Findings).

---

\* Also known as American Foursquare, Classic Box, and Transitional Box.

## METHODOLOGY

This Inventory consists of buildings that possess historic and/or architectural significance as measured against specific criteria (see Evaluation section). The project consisted of two major phases. The initial windshield survey was conducted by the Portland architectural firm of Allen, McMath and Hawkins in August 1980. At that time, 115 buildings were identified and mapped. Following the survey, City of Independence attorney/planner M.R. Russell photographed the resources with the help of community volunteers. The photographs were then attached to the Statewide Inventory Forms.

The second phase of the project consisted of documenting architectural descriptions and historical information on the revised Statewide Inventory Form (1984). The consultant team of Pinger/Altier was selected to conduct this phase, which began October 1, 1984 and was completed November 30, 1984. At the end of this phase, the contract was amended to allow further research on those properties which appeared to have potential for yielding additional information on the growth and the development of the City, as well as preparation of an historical overview to act as a framework for evaluation and on-going identification of historic resources. Twenty-one additional properties were added to the Inventory during this time, based on documentary information brought forth by citizens. Research began February 5, 1985; the final document was completed June 30, 1985.

Phase two of the project was accomplished in three steps:

1. A review of the Statewide Inventory of Historic Sites and Buildings (1976) and all other existing data on cultural resources in the City (including buildings identified in the 1980 survey) was conducted to determine

resources which may have already been surveyed and inventoried, and to what extent. Contacts with community leaders, organizations, and the media were made as well as compilation of a list of individuals knowledgeable about local history and architecture. Repositories for archival and documentary source materials -- county offices, local library, museums, and so forth -- were identified and visited to determine information potential and a preliminary literature search was conducted. Each property owner of a surveyed resource was sent an introductory letter explaining the nature of the project; requesting permission to document the resource, as well as any information they might have pertaining to the building.

2. Basic research for each identified resource was conducted. Primary and secondary source materials were consulted, including county clerk and title company records, newspapers, maps, manuscripts and photographs. People knowledgeable about local history were interviewed. Photographs were taken, maps prepared, and physical inspection and written description of each resource completed.
3. Buildings were evaluated and ranked individually by criteria approved by the State Historic Preservation Office. Final report and site record forms were prepared, as well as vicinity maps and site plans for each resource.

## EVALUATION

Evaluation of resources was based on the system used in San Francisco by Charles Hall Page and Associates, Inc., for the Foundation for San Francisco's Architectural Heritage (Splendid Survivors, 1979). This system was also used in the Josephine County Historical Resource Inventory, conducted by Kay Atwood (1983-1984), as well as the Portland Historic Resource Inventory, coordinated by Virginia Guest Ferriday (1981-1984).

Criteria for evaluation were based on those established by the National Park Service for inclusion in the National Register of Historic Places and the weighted factor rating system used by the Advisory Committee on Historic Preservation for the State of Oregon in determining eligibility of National Register nominations. The criteria fall into three broad categories: architectural significance; environmental significance; and historical significance. Each of these is broken into several other criteria which are considered separately.

The criteria within the three large categories were rated using a four-level scale: Excellent (E); Very Good (VG); Good (G); or Fair/Poor (F.P.). A progression of numerical values was assigned to each of the above ratings for each separate criteria. While the rating of Excellent, Very Good, Good, Fair and Poor were used for each criteria, the numerical values differ. Historical significance had forty (40) possible points, Environmental significance had twenty-one (21) possible points, and Architectural significance, thirty-five (35) possible points.

Based on total cumulative points, each resource was placed in one of the following categories:

Primary Significance - Individually the most important properties in the city, distinguished by outstanding qualities of architecture, historical association, and relationships to the environment. Highest priority for local landmark designation; potentially eligible for the National Register.

Secondary Significance - Properties which are not of outstanding distinctiveness or rarity, but nonetheless are of individual importance based on architectural, historical, and environmental criteria. Secondary priority for landmark designation; potentially eligible for the National Register.

Minor (or contributing) Significance - Buildings which provide the setting for more important buildings and which add richness and character to the neighborhood; properties associated with people or events of secondary importance or which illustrate particular stages in the development of the city. These properties may be eligible for the National Register as part of a district.\*

A Primary or Secondary ranking does not mean that a property has been either designated as a local landmark or listed on the National Register. Designation as a local landmark must await further action by property owners and the City.

Listing on the National Register must be recommended by the State Advisory Committee on Historic Preservation, and approved by the U.S. Department of the Interior. Inventory ranks are not guarantees of designation or listing.

\*Individual rankings for each resource are on file with the City of Independence.

For some properties, additional historical and/or architectural information might have elevated their significance and resulted in higher ranks. Those for which there is insufficient data could be elevated to a higher rank pending further research. Criteria for evaluation are listed on the following pages.

EVALUATION CRITERIA

ARCHITECTURE

- A. Style: Significance as an example of a particular architectural style, building type, or convention.
- E - Especially fine or extremely early example if many survive; excellent example if few survive.
  - VG - Excellent or early example if many survive; good example if few survive.
  - G - Good example if many survive.
  - F/P - Of little particular interest.
- B. Design/Artistic Quality: Significance because of quality of composition, detailing and craftsmanship.
- E - Excellent
  - VG - Very Good
  - G - Good
  - F/P - Fair or Poor
- C. Materials/Construction: Significance as an example of a particular material or method of construction.
- E - Especially fine or extremely early example if many survive; excellent example if few survive.
  - VG - Excellent or early example if many survive; good example if few survive.
  - G - Good example if many survive.
  - F/P - Of little particular interest.
- D. Integrity: Significance because it retains its original design features, materials and character.
- E - No apparent changes.
  - VG - Minor changes which do not destroy the overall character.
  - G - Major changes but character recoverable through rehabilitation.
  - F/P - Substantially altered (may include extreme deterioration).
- E. Rarity: Significance as the only remaining, or one of the few remaining, properties of a particular style, building type, design, material or method of construction.
- E - One of a kind.
  - VG - One of a few remaining.
  - G - One of several.
  - F/P - One of many.

## ENVIRONMENT

- A. Landmark: Significance as a visual landmark.
- E - May be taken as a symbol for the community or region as a whole.
  - VG - Conspicuous and/or well-known in the context of the Community or the County.
  - G - Conspicuous and/or well-known in the context of the neighborhood.
  - F/P - Not conspicuous or well-known.
- B. Setting: Significance because the current land-use surrounding the property contributes to the integrity of the pertinent historic period.
- E - Excellent
  - VG - Very Good
  - G - Good
  - F/P - Fair to Poor
- C. Continuity: Significance because the property contributes to the continuity or character of the street, neighborhood or community.
- E - Establishes the character of an area.
  - VG - Important in establishing or maintaining the character of an area.
  - G - Compatible to the character of the area.
  - F/P - Incompatible with the character of the area.



## HISTORY

- A. Person: Associated with the life or activities of a person, group, organization, or institution that has made a significant contribution to the Community, State, or nation.
- E - Particularly strong association with the life of a person, group, organization, or institution.
  - VG - Strong association with the life of a person, group, organization, or institution.
  - G - Some association with the life of a person, group, organization, or institution.
  - F/P - No notable association with the life of a person, group, organization, or institution of significant contribution.
- B. Event: Associated with an event that has made a significant contribution to the Community, State or nation.
- E - Particularly strong association with an event that has made a significant contribution to the Community, State or nation.
  - VG - Strong association with an event that has made a significant contribution to the Community, State or nation.
  - G - Some association with an event that has made a significant contribution to the Community, State or nation.
  - F/P - No notable association with an event that has made a significant contribution to the Community, State or nation.
- C. Patterns: Associated with, and illustrative of, broad patterns of cultural, social, political, economic, or industrial history in the Community, State or nation.
- E - Particularly strong association with broad patterns of cultural, social, political, economic, or industrial history in the Community, State or nation.
  - VG - Strong association with broad patterns of cultural, social, political, economic, or industrial history in the Community, State or nation.
  - G - Some association with broad patterns of cultural, social, political, economic, or industrial history in the Community, State or nation.
  - F/P - No notable association with broad patterns of cultural, social, political, economic, or industrial history in the Community, State or nation.

D. Information: Resource has yielded, or may be likely to yield, information, important in prehistory or history.

- E - Yielded, or may be likely to yield, information that is particularly important in prehistory or history.
- VG - Yielded, or may be likely to yield, information that is important in prehistory or history.
- G - Yielded, or may be likely to yield, some information important in prehistory or history.
- F/P - Is unlikely to yield any important information regarding prehistory or history.

## FINDINGS

1. Citizens of Independence are enthusiastic about the future of historic preservation activities in their city. Volunteers provided invaluable assistance and information, and the local newspaper and Chamber of Commerce were integrally involved in the project from the beginning. The Sun-Enterprise published a "Mystery House" series which consisted of a photograph of a residence about which little was known and an article requesting historical information by readers. The response was excellent and a great deal of data was collected from citizens. The Chamber of Commerce assisted by distributing information about the project and numerous residents participated in National Historic Preservation Week -- conducting research and coordinating the walking tour and other related activities.
2. The City of Independence is notable for the design, scale, and architectural uniformity of its commercial core as well as residential neighborhoods. Although many structures have been altered over the years most have retained a sufficient amount of physical integrity to contribute to the overall charm and sense of place within specific areas of the City. Because of the dense concentration of historic buildings in several areas of the City there is potential for designating a National Historic District. Please see the map on page 27 for suggested district boundaries.
3. In addition to potential for creation of a National Historic District the City also has a number of properties which are individually eligible for local landmark status and/or listing on the National Register of Historic Places. Results of the final evaluation are as follows:\*

Primary - 7

---

\*For evaluation methods and criteria see page 18.

Secondary - 24

Compatible - 104

Individual rankings for each resource are listed in the Index on page 40. Ranks are not guarantees of local landmark designation or listing in the National Register and are subject to change pending further research.

Map 65  
(fold out)

## RECOMMENDATIONS

1. The City of Independence Historic Resource Inventory is an evolving document. It will require regular updating and review. Resources that were not included in this phase of the project may be included at a future time, and others should be removed if they no longer meet eligibility requirements.
2. The Inventory should be incorporated into strategic plans and programs, specifically in the areas of tourism, community development, marketing and promotions (see Appendix B). The Main Street Program would be an excellent vehicle for implementing these objectives in the historic commercial core area.
3. There is a great deal of enthusiasm in the community for creation of National Historic Districts, neighborhood conservation districts, and local landmark designations. Each of these is a potentially valuable resource that could enhance and benefit the City of Independence. The City can realize these goals by preparing a formal preservation plan to serve as a guide for future preservation activities.

Such a plan would include creation of an ordinance which sets forth the rationale and purpose of regulation for local landmarks and designated historic districts. It should also include a concise set of objectives for conservation of historic resources and the means to achieve these objectives by both public and private actions. To assist in implementing the ordinance, the City should appoint a citizens' board on historic preservation.\* Minimally, the ordinance should include the following elements:

---

\*The Mayor's Ad Hoc Committee on Historic Preservation, established in March 1985, could be continued in an advisory capacity to the City Council on this issue, as well as development of a Preservation Resource Center and other related matters.

- A. Criteria for Designation
  - 1) Local historic landmarks (includes sites, objects, and structures)
  - 2) Local historic/conservation districts
- B. Guidelines
  - 1) Remodeling and demolition of designated historic landmarks
  - 2) New construction which impacts designated historic properties
- C. Regulatory Body
  - 1) Membership
  - 2) Duties and powers
  - 3) Procedures and guidelines

In addition, the plan should include the following items which could also be addressed in an ordinance.

- A. Education/Citizen Involvement - For on-going preservation efforts and continuing education, the City should:
  - 1) Establish a Preservation Resource Center. Such a center should include research materials such as a biographical file and oral history collection as well as informational materials on Federal, State and local preservation programs.
  - 2) Conduct workshops for property owners and other interested individuals on rehabilitation and restoration including financial aspects.
  - 3) Establish interpretive center.
- B. Financial Assistance - Programs for financial assistance to property owners could include the following:
  - 1) Revolving loans
  - 2) Interest write-downs
  - 3) Easement donations
  - 4) Material rebates

4. In compliance with LCDC, the City should proceed with the Goal 5 process for historic resources.
  - A. Identify conflicting uses as allowed in the broad zoning district designation by the City.
  - B. Determine economic, social, environmental, and energy consequences of conflicting uses on each resource.
  - C. Develop program to resolve conflicts.
  - D. Encourage citizen participation involvement throughout the process in accordance with Goals 1 and 2.
5. Apply for Certified Local Government (CLG) status.  
(See Appendix A)
6. Examine local building codes for conflict with preservation objectives.
7. Encourage private groups -- particularly local service clubs -- to take an active role in preservation activities.
8. There are numerous sites, objects, structures, and buildings throughout the City which were not included in the Inventory because they were not identified in the initial windshield survey. Because the Inventory is an on-going document, a list of resources which should be surveyed and inventoried in the next update follows:
  - A. Site of Thorp's first log structure
  - B. Site of first store
  - C. Site of first brickyard, sawmill, and gristmill
  - D. Site of Valley & Siletz Depot



- E. Site of wooden footbridge over Ash Creek
- F. Site of early ferry landing
- G. Warehouses at 2nd and D Streets

## Oregon Preservation Resource Center

PROPOSED PROCEDURES FOR THE CERTIFICATION OF LOCAL GOVERNMENTS TO RECEIVE HISTORIC PRESERVATION FUND PASS THROUGH MONIES.

What is a Certified Local Government ?

A certified local government (CLG) is defined under the National Historic Preservation Act (NHPA) as amended in 1980 as any local government which meets the following five basic criteria:

1. Enforces appropriate state or local legislation for the designation and protection of historic properties.
2. Has established an adequate and qualified historic preservation review commission by state or local legislation.
3. Maintain a system for survey and inventory of historic properties.
4. Provides for adequate public participation in the local historic preservation program, including the process of recommending properties to the National Register.
5. Satisfactorily performs the responsibilities delegated to it under this Act.

\* A CERTIFIED LOCAL GOVERNMENT IS NOT THE SAME AS CERTIFYING A LOCAL ORDINANCE OR DISTRICT FOR USE WITH THE FEDERAL TAX CREDIT.\*

What are the Benefits for Becoming a Certified Local Government ?

A CLG must first be certified by the State Historic Preservation Office (SHPO) before it can realize any benefits from this program. Once certified, a CLG can :

1. Become eligible to apply for a portion of the State's annual Historic Preservation Fund (HPF) grant from the National Park Service. The State is required to 'pass through' a minimum of 10% of its annual HPF grant to Certified Local Governments.

2. The CLG will be included in the process to to nominate properties to the National Register of Historic Places that are generated within the boundaries of the jurisdiction of the CLG.

Who will draft the regulations for this process ?

The federal government published the final regulations for certifying CLGs on April 13, 1984 in the Federal Register, 36 CFR Part 61. The SHPO will develop State regulations sometime later.

1. The State shall submit a final proposal for State regulations to the Secretary of the Interior within 180 days of the publication of the the final federal regulations.
2. The State shall consult with local historical commissions in developing the State regulations.
3. The State shall establish a 30 day public comment period.
4. As soon as the State's certification process is approved by the Secretary, the State may begin certifying CLGs.

Grants to CLGs.

1. Eligible expenditures are for preparing comprehensive statewide historic surveys and plans, and for preserving and protecting properties listed on the National Register.
2. The State transfer a minimum of 10% of its HPF moneies to CLGs.
3. Not all eligible CLGs will receive funding during each funding round.
4. Transferred CLG money may not be used as a match for any other Federal grant programs.
5. Recipient shall:
  - a. Maintain an adequate financial tracking system.
  - b. Adhere to all requirements of the HPF Grants Management Manual.
  - c. Adhere to any and all requirements mandated by Congress regarding the use of these funds.

What are the grant guidelines for awarding CLG money ?

1. The amount awarded must produce a specific impact regardless of the number of applicants.
2. Money must be distributed to a maximum number of CLGs and produce a specific impact.
3. The State must make a reasonable distribution of funds between rural and urban areas.

4. The State shall make available, upon request, the rationale for the selection of rewards.
5. The State shall notify all eligible governments of funding opportunities.

What must a local government interested in becoming a CLG do to obtain State certification ?

1. Adopt an ordinance which :
  - a. creates a municipal review commission
  - b. The Commission shall be authorized to:
    1. conduct surveys
    2. adopt criteria for evaluation of historic and cultural properties
    3. recommend properties to the local government for historic designation
    4. review demolition permits
    5. review renovations, alterations, rehabilitations, etc.
2. Local ordinance shall establish minimum criteria for the professional qualifications for Commission members.
  - a. Minimum qualifications will be established at a later date
  - b. Minimum Commission responsibilities:
    1. Review National Register nominations and report to SHPO
    2. Review alteration plans based on Secretary of the Interior Standards.
    3. Certify compatible structures for special assessment
    4. Review Tax Act projects and report findings to SHPO
3. Maintain a survey system compatible with SHPO system
  - a. Maintain staff liaison with Commission
  - b. Staff must meet minimum professional qualifications
  - c. Staff duties are to:
    1. Adopt a SHPO approved plan for survey & inventory.
    2. Submit data sheets with map locations for incorporation into Statewide inventory
    3. Maintain copy of all inventory data sheets
    4. Maintain negatives of all photographs for inventory sheets
    5. Assist SHPO in reviewing properties as provided by Section 106 of NHPA, 1966
    6. Assist Commission in review of all applications to state and federal tax benefit programs
    7. Complete National Register nominations
4. Provide for adequate public participation in local preservation programs.
  - a. Two week notice required for all Commission meetings
  - b. Notify owners of National Register properties when a property is scheduled for review by Commission
  - c. Allow property owners legal comment
  - d. Allow property owners to offer legal comments on tax

benefit projects

5. Complete biennial report to SHPO including:
  - a. Submit accounting procedures
  - b. Report all changes in staff and Commission membership to SHPO and supply qualifications
  - c. Provide statistical analysis of work completed during reporting period:
    1. Number of National Register nominations completed
    2. Number of National Register nominations reviewed and approved at the local level
    3. Number of properties added to local inventory
    4. Number of acres or square miles inventoried
    5. Number of opinions rendered on certifiability of tax benefit work
    6. Number of opinions rendered on National Register properties pertaining to Section 106 Review

Roughly \$40,000.00 will be available as direct pass through to Certified Local Governments on an annual basis. All CLGs will compete for a portion of these funds.

This money can be used to maintain or expand the activities of the local Landmark Commission. All local Landmark Commissions are encouraged to contact the State Historic Preservation Office at 525 Trade Street, S.E., Salem, Oregon 97310. Phone # (503) 378-5002

This handout was prepared by the Oregon Preservation Resource Center. 26 N.W. 2nd Ave., Portland, Oregon 97209

4/18/84

APPENDIX B

"PROMOTING LOCAL RESOURCES" - MARKET PLANNING STRATEGIES FOR TOURISM AND ECONOMIC DEVELOPMENT

Tourism and economic development have become the buzz words of the middle 1980's. Many people who work with city, state, or regional development are looking at tourism as a factor for economic growth. Oregon is beginning to recognize the value of the tourist dollar and is developing assistance programs for local communities.

As an effect of this awareness, cities now are scrambling to come up with ideas, themes, and activities that highlight their town as an attractive and interesting place to visit. This effort, by its very nature, is forcing cities to look within the community for resources to promote to those people on the outside, namely the tourist.

I. Before a community develops its historic and cultural resource base it must consider several very important factors that are determinates of overall success.

The first is competition. Each community competes for the tourists' attention and the tourists' dollar. With the economic climate as it is today, tourists are more discriminating with their time and money. They are looking more and more at destination points rather than aimlessly setting out to travel a particular state. This is an important point because if your city is the destination point you will receive more of the tourist dollar than ever before.

A subset of competition is attitude. The attitude of all people who will represent the city must be a positive and helpful one, whether the person is a merchant or service representative. A tourist can be turned-off quickly if they are on the receiving end of someone who gives the appearance of not caring whether the tourist exists or not. A bad attitude will sabotage any hope of success. If a city chooses to compete with other cities as a destination point for travelers it must have a positive attitude and it must have something to offer the tourist.

Having something to offer the tourist is important and the choices deserve careful consideration. Did you know that, in Oregon, 53% of all tourists come to a destination point to see or participate in something historical? It is the historical and cultural resources of a community that are the drawing cards for tourism. It makes sense when you think in terms of some of the most travelled-to cities in the United States. The cities themselves are known most for their historical landmarks. These communities are successful in part because they have taken their resources and presented them to the public. And, it wasn't done in a haphazard manner; it was designed, developed and promoted in a comprehensive manner. They had a plan.

Possibly the most important factor determining the success of cultural resource development is the degree of comprehensiveness of the plan. If your development considerations are not part of a comprehensive plan -- if the city does not follow a "total picture" approach, it runs the risk of attracting very few tourists into its community. This plan must be policy based. Policies for action bring results. Recommendations, while helpful, have no teeth and are passive. For a community to retain its character, its historic resources must be protected.

II. To produce a market analysis of cultural/historic resources, you, as a city have to ask yourself several questions.

These are very important questions; the answers provide the framework for a comprehensive marketing plan for the cultural and historic resources of the city. As you begin to answer these questions, you will see the many directions you could choose to take. There is no one right answer - implementation of any plan should reflect what is most appropriate and most cost effective. The plan must be an active one with goals and objectives strategically laid out. A marketing plan will work only if it is used.

#### WHAT

To know what you will market you must first complete an inventory of your cultural and historical resources. This extensive survey is crucial and will be used again and again to define your approaches. It is worth the time to categorize this list in several different ways. The categories should include: by historic time sequence; by significant people; by significant event; by use - agricultural, industrial, residential, commercial, recreational; and other applicable segmentations.

#### WHY

The question of why may at first sound silly, but the answers given will help define the direction your plan will take. You may be surprised by the answers you receive. Most likely the primary answer will be to promote economic development; but there are other possible answers such as: to protect the resources you have, and to instill a sense of heritage in future generations. These too are valid and in many ways will help produce community spirit and cooperation for you Plan.

#### WHO

Who your target audience will be will depend upon your resources. These people are more than just tourists; they are particular types of tourists. This is one question you must give particular attention to. If you miss this one, the whole project will be deeply affected and your chances of success will diminish. This also is where the need to be comprehensive comes most into play when marketing your resources.

#### HOW

Now that you know WHAT your resources are, WHY you want to develop them, and WHO your target audience is, you are ready to decide HOW you want to package and sell your product. You may not have considered a Comprehensive Plan for Cultural and Historical Development as a packaged product before, but in effect that is what it is.

One way to look at this development plan is in the form of a puzzle. A puzzle is made up of many pieces that fit together to form one product. The historic and cultural resources and political and social attitudes of the community make up these pieces. If some of these pieces are missing or are in disrepair, then the city must take action to restore them. Only after you've completed this part of the work will you have an end product. Certainly, you should promote those pieces you already have in place, but at the same time it is necessary to give attention to the gaps in the total picture.

APPENDIX C  
BIBLIOGRAPHY

- Beckham, Steve  
1976 Polk County: Statewide Inventory of Historic Sites and Buildings.
- Black, Lloyd  
1957 Middle Willamette Valley Population Growth. Portland: Oregon Historical Quarterly.
- Central High School Band  
1973 Our History of Education. Dallas: The Itemizer - Observer.
- City of Independence  
1979 Comprehensive Plan.
- Clark, Rosalind  
1984 Architecture Oregon Style. Portland: Professional Book Center, Inc.
- Culp, Edwin  
1957 The Valley and Siletz Railroad. San Mateo: Francis Guido Pub.
- Daughters of the American Revolution  
1927 Pioneer Sketches. Dallas: Polk County Observer.
- Ferriday, Virginia and Thomas Vaughan  
1974 Space, Style, and Structure. Portland: Oregon Historical Society.
- Holman, Richard  
1910 History of the Counties of Oregon. Portland: Oregon Historical Quarterly.
- MacArthur, Lewis  
1965 Oregon Geographic Names, 3rd edition. Portland: Binford and Mort.
- Newton, Sidney  
1971 Early History of Independence, Oregon. Independence: Eureka Publishing Co.
- Polk County Centennial Committee  
1947 Polk County Centennial Souvenir Booklet and Program. Dallas: Polk County Itemizer-Observer.
- Polk County, Oregon  
Deed Records 1870-1930. Dallas: County Courthouse.
- Polk, R.L. and Co.  
Oregon and Washington Gazetteer and Business Directory: 1867, 1878, 1880, 1886, 1888, 1889, 1891, 1903, 1905, 1907, 1909, 1913, 1917, 1919, 1923, 1925, 1931.



Pomeroy, Tom Jr.

n.d. A History of Independence, Oregon. City of Independence  
Public Library Collection.

The Preston Map Co.

1856 Map of Polk County.

Territorial Census

1849

U.S. Bureau of the Census.

9th, 10th, 11th and 12th Censuses.

Newspapers

Independence Westside 1890-1895.

Salem Capital Journal 1948, 1958.

Personal Interviews

Craven, Dean

1985

Newberg, Betty Lou

1985

INDEX

<u>Address</u>	<u>Ranking</u>
350 A Street	S
150-158 C Street	C
155 C Street	C
164 C Street	C
165-185 C Street	C
170 C Street	C
174 C Street	C
255 C Street	C
263-269 C Street	C*
264 C Street	C
284 C Street	C*
287 C Street	C
363 C Street	C
413 C Street	C*
465 C Street	C
485 C Street	C
558 C Street	C*
593 C Street	C*
729 C Street	C
389 D Street	C
413 D Street	S
467 D Street	C
569 D Street	C
587 D Street	C
770 D Street	S
368 E Street	C*
475 E Street	S
921 E Street	C
562 G Street	C

Plan Update

July '03

(TAB)

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

An Ordinance Amending the Independence )  
Zoning Code and Subdivision and )  
Partition Ordinance and Creating the )  
Independence Development Code )

Council Bill #2003-06  
Legislative Amendment 03-01

**ORDINANCE NO. 1421**

WHEREAS, the Independence is currently engaged in periodic review of the Comprehensive Plan and implementing ordinances; and

WHEREAS, after proper legal notice, the Independence Planning Commission conducted a public hearing concerning proposed amendments to the Independence Zoning Code and Subdivision and Partition Ordinance, at which time interested parties and the general public had an opportunity to be heard; and

WHEREAS, the Independence City Council has reviewed all matters presented and has reviewed the record and recommendations of the Planning Commission, NOW THEREFORE,

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The attached Exhibit " A " is hereby adopted as the Independence Development Code.

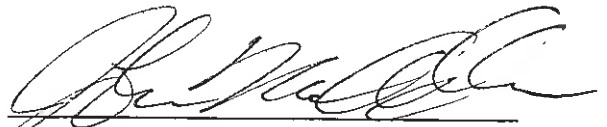
READ for the first time: June 10, 2003

READ for the second time: June 10, 2003

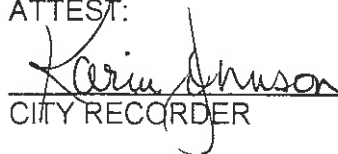
APPROVED and SIGNED  
by the Mayor: June 10, 2003

EFFECTIVE Date: July 10, 2003

**COPY**

  
MAYOR

ATTEST:

  
CITY RECORDER

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

An Ordinance Amending the Independence )  
Comprehensive Plan )

Council Bill # 2003-07  
Legislative Amendment 03-02

**ORDINANCE NO. 1422**

WHEREAS, the City of Independence is currently engaged in periodic review of the Comprehensive Plan and implementing ordinances; and

WHEREAS, after proper legal notice, the Independence Planning Commission conducted a public hearing concerning proposed amendments to the Comprehensive Plan and the general public had an opportunity to be heard; and

WHEREAS, the Independence City Council has reviewed all matters presented and has reviewed the record and recommendations of the Planning Commission, NOW THEREFORE,

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section I. The attached Exhibit " A " and Exhibit "B" are hereby adopted as an amendment to the Independence Comprehensive Plan. These amendments replace the Public Facilities section of the Independence Comprehensive Plan in its entirety.

READ for the first time: June 10, 2003

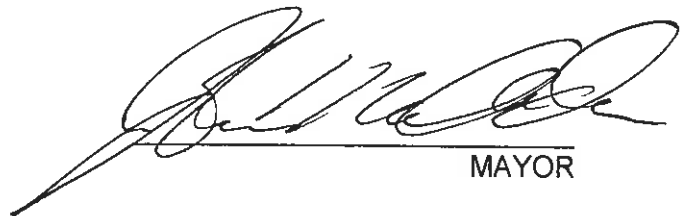
READ for the second time: June 10, 2003

APPROVED and SIGNED  
by the Mayor: June 10, 2003

EFFECTIVE Date: July 10, 2003

ATTEST:

  
\_\_\_\_\_  
CITY RECORDER

  
\_\_\_\_\_  
MAYOR

COPY

# Exhibit A

(TAB)

# EXHIBIT 'A'

## PUBLIC FACILITIES AND SERVICES POLICIES

### General

1. It shall be the policy of the City of Independence to investigate the feasibility of cooperation and coordination with other government and quasi-governmental agencies in planning and providing public facilities and services. Wherever feasible, cooperative projects should be promoted to insure the most economic and efficient provision of services to the citizens of the City of Independence.
2. The sizing and location of sewer, water and storm drainage lines is to reflect the requirements of desired land use arrangements and densities of the service area.
3. The installation, repair or resizing of municipal service lines should be done prior to, or concurrent with, street improvements.

### Water Service

The provision of water service can be used effectively to guide and promote timely development in Independence. Therefore, it is the policy of Independence that:

1. The City of Independence will implement the water facilities plan adopted in 1997.
2. Extension of water service shall be preceded by an evaluation on the overall benefits to the community; and
3. Extension of water service shall be contained to areas within the corporate limits of the city; and
4. Preference shall be given to development proposals adjacent to existing water mains.
5. All land use developments are required to install distribution lines that will provide at least, minimum water pressure and flow for the proposed land use and future land uses.
6. Waterlines and fire hydrants serving a subdivision or new development and connecting it to city mains shall be installed at developers' expense. The installation shall take into account provisions for extension beyond the subdivision or development to adequately grid the city system.
7. The City shall encourage water conservation and the development of a water conservation education program.
8. The City shall actively participate in efforts to development regional or shared water system facilities.

## Sewage Disposal System

The extension of sewer services in Independence is essential to the City's future development since most of the soil is unsuitable for septic tank drain fields. Therefore, it is the policy of Independence that:

1. The City of Independence will implement the sewer water facilities plan update adopted in 1994.
2. Extension of sewer services shall be preceded by a careful evaluation of the costs and benefits of the community.
3. Extension of sewer service shall be limited to areas within the corporate limits of the city, unless a recognized public health emergency necessitates otherwise.
4. Preference shall be given to development proposals adjacent to existing sewage mains.
5. The City will further investigate alternatives for sewer system improvements needed to accommodate planned future population growth. A Capital Improvements Program will be prepared to guide and schedule needed improvements.
6. New subdivisions and areas of development shall pay for the cost of sanitary sewers installed to serve the subdivision and to connect the subdivision to existing mains.
7. The sizing and location of wastewater lines shall reflect meet requirements of the desired land use arrangements and densities of the service area.

## Storm Drainage

1. The City shall develop a stormwater master plan for the Independence urban area
2. All storm drainage is to be channeled into an effective storm drainage system.
3. All new developments shall install engineered and City-approved storm drainage facilities along with other improvements .
4. Drainage facilities shall be provided in subdivisions and developments and shall connect to drainage ways and storm sewers outside the subdivision at developers' expense. The design shall consider the capacity and grade necessary to maintain unrestricted flow from areas draining through the subdivision.
5. Storm drainage improvements through already improved lands will be accomplished as the need arises using resources of bond issues or other funds depending upon the scope and expense of the project.



## Schools

Recognizing the need for identifying additional school sites is important to the planning process. It is critical to reserve adequate acreage in a suitable location in order to have the site available when needed. Therefore, the following policies have been formulated as a guide to the future location of schools:

1. The City of Independence recognizes the need and the ability of the Central School District to plan all elements of the services they provide. However, the City shall encourage and promote cooperative planning between the city and the district regarding any development or program having a direct bearing on school location or city services.
2. The location of future school sites should be planned to provide locations apart from existing schools and as near the center or residential neighborhoods as possible. Locations should be accessible from collector or arterial streets, however, should be set back far enough to protect the teaching environment from noise and pollution and the student population from dangerous pedestrian-vehicular traffic conflicts.
3. Future school sites should be sufficiently large to provide school facilities that may be expanded as the need arises. Encouragement should be given to multi-uses of school property such as open space and neighborhood parks.
4. Wherever possible, schools should be planned to serve multiple community purposes. In addition to normal school operations, schools can be used for other activities such as meetings of various types of community and civic groups and as a place to hold various community functions such as public meetings, charitable events, theater presentations, etc.

## Solid Waste

The amount of solid waste generated in Independence warrants management. To achieve the proper disposal of solid wastes and keep environmental hazards to a minimum, it is the policy of the City of Independence to:

1. The City shall conserve natural resources and reduce the solid waste requiring disposal by supporting and encouraging recycling of solid waste.
2. The City shall support the regional solid waste program administered by Polk County.

## Police, Fire Protection and Ambulance Service

Police, fire protection and ambulance services are crucial factors for the safety and well being of the citizens of Independence. Therefore, it is the policy of Independence that:

1. Public Safety services shall be maintained at a satisfactory level to protect the citizens of Independence; and

2. Mutual aid agreements and other types of cooperative public safety agreement shall be continued at their present level and expanded in the future where feasible; and
3. New developments shall be carefully evaluated to determine the effects the development may have on public safety services. Should the development have more than a minimal effect on public safety services, the development shall not be approved.

### Library Services

Library services play an important role in the well being of a community by affording all citizens success to reading materials and other library related services. Therefore, it is the policy of Independence that:

1. The City will encourage use of the library and its facilities; and
2. The City will continue to support the Chemeketa Cooperative Regional Library Service in its efforts to improve library service in the region.

Exhibit B  
(TAB)

## Exhibit "B"

### PUBLIC FACILITIES & SERVICES

#### INTRODUCTION

Public facilities and services are of great importance to the general welfare of a community. Various levels of government or private institutions either own or operate these facilities for the benefit of the community. Some of the services provided are necessities of life, such as sewer, storm sewer and water, whereas others substantially enhance the quality of life, such as schools, park and recreation facilities. Considering the continued population growth, rising living standards, increased leisure time and educational expectations, the City anticipates an increased demand for various types of public services within the planning period. Advance and systematic planning of these public facilities is essential to assuring that the City meets future demands.

#### A. WATER SYSTEM

##### 1. System Planning

The 1997 City of Independence Water Master Plan guides the governing body in the development of the water system. This plan continues to be the design plan for Independence. The plan consists of several phases to the year 2017. Copies of the plan are available for review through City Hall or for purchase based upon the cost of reproduction.

The 2003 update to the Public Facilities Element, Water System, includes excerpts and summary information from the Water System Master Plan, prepared by Stettler Company, adopted by the City in 1997, and information collected by staff members from the City's Community Development Department.

##### 2. Existing System

#### GROUNDWATER

The City currently has access to eight individual groundwater wells. Six of these wells; five at the South Well Field and one at the Polk Street location are currently in use. Old Wells #4 and #5 located behind the Main Street Reservoir are not used due to water quality concerns. All of the wells that supply water to the City are constructed in younger or older alluvium formations. **Table 1** outlines information about the wells within the South Well Field. **Table 2** provides information regarding the Polk Street well.

**Public Facilities Element - Table 1  
South Well Field**

Well Number	Year Drilled	Diameter	Depth	SWL <sup>1</sup>	Perforations	Seal Depth	Seal Material	1997 Avg. Prod.
1	1951	12"	71.5'	45'	30'-68'	Unk	Unk	150 GPM
2	1951	12"	78'	45'	Unk	Unk	Unk	180 GPM
3	1953	12"	84'	45'	30'-74'	Unk	Unk	180 GPM
4	1992	8"	80'	50'	55'-73' 74'-77'	0'-26'	Cement	160 GPM
5	1992	8"	80'	49'	55'-74'	0'-26'	Cement	170 GPM
<b>Total Current Well Field Flow</b>								<b>840 GPM</b>

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

**Public Facilities Element - Table 2  
Polk Street Well**

Well Number	Year Drilled	Diameter	Depth	SWL <sup>1</sup>	Perforations	Seal Depth	Seal Material	1997 Avg. Prod.
Original Well	1957	16"	50'	18'	20'-45'	None	None	NA
Modified Well #6	1990	12"	51'	19'	22'-45'	0'-20'	Cement-bentonite	500 GPM

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

#### WATER RIGHTS

The total permitted flow for the City is currently 2,355 Gallons Per Minute (GPM) or 3.39 Million Gallons Per Day (MGD). The current production is equivalent to water production capacity for a population of 10,598 (3,312 residential units) maximum (24 Hrs/Day) or the recommended limit (20 Hrs/Day of pumping) of a population of 8,830 (2,760 residential units) at current rates of leakage and loss.

#### SURFACE WATER

All of the wells are drilled into a relatively shallow alluvial aquifer but are generally free from coliform bacteria, with the exception of the Polk Street Well. The Polk Street Well has a confirmed presence of coliform bacteria and is equipped with equipment and a contact pipeline to alleviate this problem.

All of the wellheads are terminated at least 12 inches above finished grade and are adequately sealed. The Polk Street Well is located within the Willamette River 100-year flood plain, but is elevated above this level at the pump house floor with the well casing termination 18 inches above the floor level. Each well is equipped with an individual flow meter and water level indicator (air line). All wells are individually enclosed within a locked pump house to preclude unauthorized access.

The South Field Wells are equipped with individual carbon adsorption systems, not currently in use, to remove pentachlorophenol that has been detected in low levels in one of the wells. The design flow for each of these individual filter systems is 150 GPM and that value will be used when computing future well yields from this well field. Groundwater quality at the South Field is generally acceptable with reasonable levels of iron and manganese.

Chlorination for these wells is performed at the Main Street Pump Station. The Polk Street Well, however, has higher levels of iron, manganese, and calcium hardness and prolonged operation of this well has led to water quality complaints, mostly in the northern area of the city. None of the wells appear to be influenced by surface water due to different water chemistry and temperatures observed versus the nearby Willamette River. Based on this information, the Oregon Health Division has classified all existing wells as groundwater influenced exclusively and not under any significant influence of surface water. The City has adopted a Wellhead Protection Program, which is felt to be vital in protecting the City’s water sources. Due to the nature of the shallow aquifers the City uses, the City should prepare an emergency plan that would deal with any chemical spills on nearby roads or well contamination.

**WATER DISTRIBUTION SYSTEM**

The City’s distribution system consists of older OD (outside diameter) dipped and wrapped steel (ODDW), asbestos-cement (AC), cast iron (CI), and Polyvinyl Chloride (PVC) pipe. All pipe installed within the past 15-20 years has been PVC pipe exclusively. **Table 3** shows the approximate distribution of pipe size within the city.

**Public Facilities Element - Table 3  
Water Distribution System**

Pipe Diameter	Total Length	Type
10-inch	5,665 feet	PVC
8-inch	61,068 feet	PVC, AC, ODDW
6-inch	52,036 feet	PVC, AC, ODDW, CI
4-inch	16,857 feet	PVC, AC, ODDW
2-inch	5,505 feet	PVC, Galv. Steel
<b>Total Length</b>	<b>141,131 feet</b>	<b>(26.7 miles)</b>

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

The system has adequate isolation valves and fire hydrants throughout the distribution system. In 1994, the City embarked on an ambitious pipeline replacement project that resulted in the replacement of approximately 14,000 lineal feet of 6 inch, 8 inch, and 10 inch pipe. Most of the replacement pipe was constructed from older steel with considerable deterioration and water leakage. The project resulted in a significant decrease in water loss. Services are exclusively copper from the main to service meter. Most of the distribution system is looped, where possible, to improve delivery and lessen water quality impacts.

## BOOSTER PUMP STATIONS

The City operates three individual booster pump stations:

Main Street Pump Station: This station is the original pump station, built in 1948, used for the water system. The current pumps in use are 30 and 50 horsepower vertical turbine pumps. Both pumps receive atmospheric stored water from the adjacent 300,000-gallon steel reservoir, which is supplied from the South Well Field. These pumps were installed in 1988 to replace older centrifugal pumps that were inefficient and subject to flooding.

Monmouth Street Pump Station: This pump station, installed in 1976, contains two split-case centrifugal pumps. Water supply is provided from an adjacent 750,000-gallon reservoir, which is back-fed for refilling from the distribution system.

North Reservoir/Pump Station: This pump station, built in 1992, was constructed to address residential and possible industrial growth in the northern area of the City. Suction supply is provided from an adjacent 750,000-gallon reservoir that is filled directly from the Polk Street Well.

## STORAGE FACILITIES

There are three ground-level reservoirs and one elevated reservoir in service within the City.

Main Street Reservoir: This reservoir, built in 1948, is a welded type, coated steel reservoir with a full capacity of 330,000 gallons. The reservoir is partially buried and is in need of recoating particularly at the base. The reservoir supplies water to the Main Street Pump Station and is supplied only from the South Well Field. The approximate dimensions of this reservoir are 28 feet in diameter and 18 feet high.

Monmouth Street Reservoir: This reservoir was built and placed into service in 1976. It is a coated welded-steel reservoir with a capacity of 750,000 gallons. The reservoir's dimensions are 57 feet in diameter and 40 feet high. The reservoir is generally in good condition with a minimal amount of loss of coating. This reservoir is back-fed from the distribution system for refill and supplies water to two booster pumps at the adjacent pump station. This reservoir is located behind the existing PP&L substation off Monmouth Street.

North Reservoir: This reservoir, built and placed into service in 1992, is a bolted-steel, glass coated, reservoir. The nominal capacity of this reservoir is 750,000 gallons with nominal dimensions of 62 feet in diameter x 33 feet high. This reservoir is in good repair and can be back-fed from the distribution system for filling as well as direct receiving supply from the Polk Street well.

Elevated 50,000 Gal. Reservoir This storage reservoir is the only elevated vessel in service for the City. Built in 1951, the reservoir has a nominal capacity of 50,000 gallons and a high-water service head of 110 feet (48 psig). Since the water system pressure generally operates higher than the reservoir elevation, the reservoir does not provide active storage for the system. Upon power failure or excessively high demand, however, the reservoir will provide water as system pressure falls to 47-48 psig. Water is periodically turned over and replaced through an automatic

valve to avoid stagnation. This reservoir was recently inspected and found to have significant coating damage and corrosion. Due to this reason and lack of serviceability, eventual abandonment and removal of this facility is contemplated.

## GROUNDWATER

The current water rights permitted capacity under valid permits (2,355 GM) is adequate to supply all projected water demands through 2017, however, the existing source capacity (1,440 GPM) does not fulfill this requirement. Before 1992, the wells in the South Well Field were operated continuously to maintain water in the Main Street reservoir. In 1992, an automatic control system was installed that allowed the wells to shut-off upon reaching high level in the Main Street reservoir.

The South Well Field also produces the highest quality of water of all existing sources, with moderate to low levels of iron, manganese, and hardness. Unfortunately, the discovery, in 1994, of a regulated organic (pentachlorophenol) at two wells in this field raises a concern of continued high rate pumping from this well field.

Old Wells #4 and #5 located behind the Main Street Pump Station each have unacceptable levels of iron and iron bacteria as well as past detections of regulated and unregulated organic contaminants and will be slated to be fully abandoned.<sup>11</sup> The only other current ground water source available to the city is the Polk Street well. This shallow well has good yield (over 1,000 GPM), but also contains elevated levels of iron.

Adjacent to the Polk Street well site are two existing 16-inch wells under City ownership, however, the City does not currently own the property in which these wells are located. These wells, referred to as the River Drive Wells, do not produce the high volume of the Polk Street well, but these wells also do not have the high iron level of the Polk Street well.

Recent discoveries of available wells adjacent to the South Well Field (Clinton Well) and a test well drilled for the City of Monmouth provide a potential for additional yield from the southern area of Independence. The Clinton Well, which is located to the immediate east of the South Well Field was recently tested at 90 GPM. This site is felt to be large enough to support the existing well as well as one additional well to provide up to 150 GPM additional South Well capacity. The City may eventually purchase this parcel (and existing well) for the development of additional source capacity. The test well drilled for the City of Monmouth is located approximately one-half mile south of the South Well Field on Oregon State Parks property adjacent to Corvallis Road. This well, drilled in 1978, yielded 135 GPM when drilled, but was not felt to be adequate for continued development by the City of Monmouth. It is believed that a second well could be drilled at this site to produce a projected total of 250 GPM.

The City intends to develop these two well fields for addition to the South Well Field supply. This is due to the higher water quality known to exist from the southern wells and the prior existence of wells on these sites. Work at the Polk Street Well site will entail installation of iron

---

<sup>1</sup> In 1991, traceable levels of 1,1 Dichloroethane, 1,1,1 Trichloroethane, and Methylene Chloride were detected in Old Well #4. Neither of these wells have been used since this incident occurred.



removal filters followed in future years by the eventual drilling of a new well at the site of one of the River Drive Wells (150 GPM projected flow) and abandonment of the existing two wells to avoid contamination to the new well.

Table 4 shows the City's planned groundwater source development schedule.

**Public Facilities Element - Table 4  
Groundwater Source Development Schedule**

Well Field Area	1997	2000	2005	2010	2017
Existing South Well Field	750 GPM	750 GPM	750 GPM	750 GPM	750 GPM
Clinton Wells (2 ultimate)	0 GPM	0 GPM	150 GPM	150 GPM	150 GPM
Corvallis Road Wells (2 ultimate)	0 GPM	250 GPM	250 GPM	250 GPM	250 GPM
<b>Total South Field Capacity</b>	<b>750 GPM</b>	<b>1,000 GPM</b>	<b>1,150 GPM</b>	<b>1,150 GPM</b>	<b>1,150 GPM</b>
Polk Street Well	600 GPM <sup>1</sup>	600 GPM <sup>1</sup>	600 GPM <sup>1</sup>	600 GPM	900 GPM
River Drive Well	150 GPM	150 GPM	150 GPM	150 GPM	150 GPM
<b>Total Polk Street Capacity</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>1,050 GPM</b>
<b>Total Source Capacity</b>	<b>1,500 GPM</b>	<b>1,750 GPM</b>	<b>1,900 GPM</b>	<b>1,900 GPM</b>	<b>2,200 GPM</b>
<b>Total Required Source Capacity</b>	<b>1,360 GPM</b>	<b>1,660 GPM</b>	<b>1,825 GPM</b>	<b>1,815 GPM<sup>2</sup></b>	<b>2,100 GPM<sup>3</sup></b>
<b>Net Reserve Capacity</b>	<b>140 GPM</b>	<b>90 GPM</b>	<b>75 GPM</b>	<b>85 GPM</b>	<b>100 GPM</b>

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Existing well pump is capable of these flows without replacement

<sup>2</sup> Values are reflective of 12% system leakage and loss and 20 hour per day well pump operation.

#### WELLHEAD PROTECTION PROGRAM

The City of Independence, in conjunction with the City of Monmouth, has adopted a Joint Wellhead Protection Program. This is believed to be a very important venture and the City is encouraged to proceed to completion of this project. Many of the proposed monitoring and regulatory components of the 1996 SDWA are tied to implementation of a Wellhead Protection Program.

A properly prepared Wellhead Protection Program includes many elements such as; delineation of the aquifer recharge zone, control and protection agreements with local sources of possible contaminants, and specific wellhead protection criteria.

#### AESTHETIC CONCERNS

The City derives water from two separate and distinct aquifers of differing aesthetic quality. The South Well Field has a moderate pH and low to moderate levels of iron, manganese, and hardness while the Polk Street Well has high levels of iron and manganese and moderate-to-high hardness. Aesthetic complaints from customers are infrequent during operation of the South Wells and therefore treatment for this source is not contemplated while prolonged operation of the Polk Street Well usually results in localized complaints of "reddish" or "brown" water. The

Water Master Plan proposes to correct this situation through a multi-step process over several years.

**WATER STORAGE**

Water storage is provided to equalize supply and demand for daily flow variations, maximum day, and peak hour requirements, to provide emergency reserve supply during pipeline breaks, mechanical failures, and power outages, and to provide fire protection.

**Table 5** shows the estimated average day, maximum day, and peak hour water demands for the period through 2017.

**Public Facilities Element - Table 5  
Water Demand  
1997-2017**

Year	Population	Average Day (GPD) <sup>1</sup>	Maximum Day (GPD) <sup>1</sup>	Peak Hour (GPD) <sup>1</sup>
1997	5,100	637,500	1,632,000	2,448,000 (1,700 GPM)
2005	6,850	856,200	2,192,000	3,290,400 (2,285 GPM)
2017	8,700	1,087,500	2,784,000	4,320,000 (3,000 GPM)

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> For water storage planning purposes, values reflect current non-revenue and unaccounted for water losses of 20 percent.

**Public Facilities Element - Table 6  
Water Storage Requirements  
1997 - 2017**

Storage	1997 (GPD)	2000 (GPD)	2005 (GPD)	2010 (GPD)	2017 (GPD)
Operational Storage (25% of Max. Day)	408,000	496,000	550,000	605,000	700,000
Fire Reserve Storage <sup>1</sup>	720,000	720,000	720,000	720,000	720,000
Reserve Emergency Storage (2 days x average day)	1,275,000	1,551,000	1,712,500	1,890,500	2,175,000
Total Required Storage	2,403,000	2,767,000	2,982,500	3,215,500	3,595,000
Less Available Storage	<1,880,000>	<2,630,000>	<3,750,000>	<3,750,000>	<3,750,000>
Total (Deficit), Surplus (+):	(523,000)	(137,000)	+767,500	+534,500	+155,000 Cal

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Fire Storage Requirement: 3,000 GPM x 60 mins/hrx4 hrs duration = 720,000 gals.

**Table 7** shows the planned schedule for improvements to the city’s water storage capacity.

**Public Facilities Element - Table 7  
Planned Water Storage Addition Schedule  
1997 - 2017**

Facility	1997 (GPD)	2000 (GPD)	2005 (GPD)	2010 (GPD)	2017 (GPD)
Main St. Pump Station	330,000	330,000	Abandoned	Abandoned	Abandoned
North Res. Pump Station	750,000	1,500,000	1,500,000	1,500,000	1,500,000
Monmouth Street	750,000	750,000	750,000	750,000	750,000
South Well Field	--	--	1,500,000	1,500,000	1,500,000
Elevated Reservoir	50,000	50,000	Abandoned	Abandoned	Abandoned
<b>Total</b>	<b>1,880,000</b>	<b>2,630,000</b>	<b>3,750,000</b>	<b>3,750,000</b>	<b>3,750,000</b>

Source: City of Independence Water System Master Plan, 1997

As proposed in the Water Master Plan, a second 750,000-gallon reservoir was constructed at the existing North Reservoir/Pump Station site. By 2005, a new reservoir (1.5 MG) is planned for construction at the South Well Field. This reservoir will replace the existing Main Street and elevated reservoir during this period. Both of these reservoirs as well as the Main Street pump station is slated for abandonment during this period. A new pump station will be constructed at the South Well Field to replace the Main Street Pump Station.

#### Hydraulic Analysis Summary

The existing distribution system is adequate in capacity, size, and reinforcement to handle all current (1997) average day, maximum day, and peak hour demands. To satisfy maximum fire flow demands, improvements in pumping capacity are necessary at the Monmouth Street pump station. The addition of the 2,000-3,000 GPM engine-driven booster pump at this site will satisfy this requirement.

The 2017 average day, maximum day, and peak hour demands can be met by the water system after completion of the proposed improvements describes in the Master Plan. A new 12-inch main to replace an undersized 8-inch supply main on Monmouth Street is required to deliver the desired 3,500 GPM to Central High School at an acceptable residual pressure. Without these specific improvements, only 2,000 GPM will be available to this site under maximum day demands.

Adequate and automatically controlled booster pumps are needed to deliver the needed fire flows. Since the City has no appreciable gravity storage available, it is imperative that all booster pumps be designed, installed and maintained for automatic starting and operation. This requirement must be independent of telemetry control and should be backed up by local pressure activation, if necessary, to ensure proper operation.

#### Capital Improvement Program

The Water Master Plan established four planned phases for future system improvements. These are:

- Phase I: 1997 - 2000
- Phase II: 2000 - 2005
- Phase III: 2005 - 2010
- Phase IV: 2010 - 2017

Since the adoption of the Water Master Plan in 1997, the City has completed a number of the system improvements. The improvements coincide with the proposed schedule contained in the Master Plan. All Phase I improvements have been completed and the City is currently working toward completion of the Phase II improvements. Improvements completed since adoption of the Master Plan include:

- Installing iron removal equipment at North reservoir to remove iron and manganese from Polk Street/River Drive wells.
- Adding the River Drive Well, which has considerably lower levels of iron than Polk Street, and operates with the Polk Street Well to provide dilution.
- Adding of new Corvallis road wells to South Well Field supply
- Installing iron removal equipment at North reservoir to remove iron and manganese from Polk Street/River Drive Wells.
- Upgrading the River Drive well site.
- Purchasing the new Corvallis Road well site, installation of a first well on the site, connection to the South Well Field, with a new 6-inch water main and ten service connections.
- Establishing a second well at the Corvallis Road site.

The city is currently in the process of completing a new 1,500,000-gallon steel reservoir at South Well Field and constructing a new 2,500 GPM pump station.

Table 8 shows the remaining improvements, with costs estimates, to be completed as part of Phase II.

**Public Facilities Element - Table 8  
Phase II Water System Improvements  
2003 - 2005**

Priority #	Projected Year	Description	Estimated Cost
1.	2003-2005	A. New 10" intertie pipeline from South Field booster pump station west to 45 <sup>th</sup> St.	\$66,000.00
2.	2005	A. Abandon Main Street reservoir/pump site	\$60,000.00
		B. Abandon Elevated reservoir	\$60,000.00
<b>Total</b>			\$186,000.00
		(+) 10% Contingency	\$18,600.00
		(+) 10% Engineering and Legal	\$18,600.00
		<b>TOTAL PHASE II</b>	<b>\$223,200.00</b>

Source: City of Independence Water System Master Plan, 1997 with cost estimates adjusted by MWVCOG, 2003.

The Phase III improvements (2005 – 2010) include an aggressive pipeline replacement program. The proposed replacement is intended to lower lost water to 12 percent of total production by 2010. In addition, much of this work will reinforce existing undersized piping and increase the distribution system capability to the northern area. Also included is increasing of the Polk Street well pump and increase of capacity in the existing iron removal filtration for this well. **Table 9** shows the improvements, with costs estimates, to be completed as part of Phase III.

**Public Facilities Element - Table 9  
Phase III Water System Improvements  
2005 - 2010**

Priority #	Projected Year	Description	Estimated Cost
1.	2005	Increase Polk Street Well pump to 900 GPM capacity <b>TOTAL PRIORITY 1.</b>	\$18,000.00
2	2005-2005	Increase 600 GPM iron removal/filtration equipment capacity at North reservoir to 900 GPM <b>TOTAL PRIORITY 2.</b>	\$28,000.00
3	2006-2007	Main Street Pipeline Replacement. Install 1,700'-10" D.I. from 10" PVC at Main Street reservoir north to Ash Creek bridge. <b>TOTAL PRIORITY 3.</b>	\$174,600.00
4	2006-2007	Monmouth Street Pipeline Replacement. Replace 1,200'-4" C.I. with 8" from Main Street west to 4 <sup>th</sup> Street. <b>TOTAL PRIORITY 4.</b>	\$106,000.00
5	2007-2008	Main Street North Reinforcement. Replace 1,240'-4" C.I. with 8" from Albert Street North to Picture Street. <b>TOTAL PRIORITY 5.</b>	\$92,600.00
6.	2008-2010	Various waterline replacement of primarily O.D. steel pipe with PVC pipe	
		A. Polk Street: 320'-6", Walnut to Log Cabin, 300' – North from Polk St.	\$44,510.00
		B. Marsh St.: 1200'-8", Boar Landing South to Oak Street	83,600.00
		C. Log Cabin: 300'-8", Boat Landing South to Picture St.	22,210.00
		D. Butler Street: 620'-6" Ash to Walnut	37,400.00
		<b>TOTAL PRIORITY 6</b>	\$165,510.00
		<b>SUBTOTAL PHASE III</b>	\$584,710.00
		(+) 10% contingency	58,500.00
		(+) 10% Engineering and Legal	58,500.00
		<b>TOTAL PHASE III</b>	\$701,710.00

Source: City of Independence Water System Master Plan, 1997.

The Phase IV improvements (2010-2017) include the remainder of proposed pipeline work in the City intended to replace all remaining steel pipe and provide grid reinforcement. **Table 10** shows the improvements, with costs estimates, to be completed as part of Phase IV.

**Public Facilities Element - Table 10**  
**Phase IV Water System Improvements**  
**2010 - 2017**

Priority #	Projected Year	Description	Estimated Cost
1.	2010-2015	A. 10 <sup>th</sup> Street. Monmouth south to 'D' 300'-8"	\$24,600.00
		B. 'D' Street. East 10 <sup>th</sup> to 7 <sup>th</sup> 1200'-6". I-RR bore, 1 creek crossing	93,200.00
		C. 9 <sup>th</sup> Street. South from Monmouth to 'F' 680'-6"	56,400.00
		D. 'F' Street. 10 <sup>th</sup> to between 9 <sup>th</sup> and 8 <sup>th</sup> 840'-6". I-RR bore, 1 creek crossing.	64,000.00
		E. 'D' Street. Between Main and 3 <sup>rd</sup> . 760'-8". I-RR bore	52,600
		<b>SUB TOTAL PHASE IV</b>	<b>\$290,800.00</b>
		(+) 10% Contingency	29,000.00
		(+) 10% Engineering and Legal	29,000.00
		<b>TOTAL PHASE IV</b>	<b>\$348,800.00</b>
		<b>TOTAL WORK: PHASES I-IV</b>	<b>\$3,085,000.00</b>

Source: City of Independence Water System Master Plan, 1997.

## B. SEWER SYSTEM

### 1. System Planning

The 1994 City of Independence Sewerage Facilities Plan Update guides the governing body in the development of the sewer system. This plan continues to be the design plan for Independence. The Facilities Plan Update is supplemented by a 1996 Sanitary Sewer Preliminary Design Report and the 2000 Final Performance Evaluation Report – Independence Sanitary Sewer Improvements. The 1996 report developed alternatives to address system deficiencies identified in the Facilities Plan Update. The 2000 report later evaluated the adequacy of the improvements after construction. Copies of these plans are available for review through City Hall or for purchase based upon the cost of reproduction.

The 2003 update to the Public Facilities Element, Water System, includes excerpts and summary information from the Sewerage Facilities Plan Update, prepared by ASCG, Inc. and the Sanitary Sewer Preliminary Design Report, prepared by David Evans and Associates. and information collected by staff members from the City's Community Development Department.

### 2. Existing System

The sewerage system for the City of Independence is for the most part very old and in below average condition. The majority of the gravity collection system is comprised of clay or concrete pipes, many of which were identified as needing repair or replacement in the 1977 sewerage facilities plan. In recent years, much of the collection system has been prone to very high inflow and infiltration (I&I) during rainy periods.

The sewage collection system includes a total of six pump stations located throughout the City. In general, the stations are adequate for existing flows and, with some sewer rerouting, can convey anticipated future flows. When the Facilities Plan Updates was prepared in 1994, none of the existing sewage pump stations met current DEQ criteria for control reliability, emergency storage or emergency standby power.

All sewage generated in the City is pumped to the treatment facility from one of four pump stations. The largest of these pump stations, the Riverview Pump Station, is located in the City's park along the Willamette River. As part of a system upgrade in 1999, this station was relocated to a point outside of the 100-year flood elevation for the Willamette River. The new station serves over 50 percent of the City's residents including all of the downtown. The lagoon pump station located near the treatment lagoon discharge point, serves approximately 35 percent of the City. The smallest, the Williams Street station, serves most of the newly developed areas near the airport including the new airport housing development.

All of the City's sewage is treated by a four-cell facultative lagoon system located along Ash Creek. The facultative lagoon treatment system for the City, lies on over 60 acres of land near the geographical center of the City with an entrance at the end of Williams Street. The system consists of four cells, usually operated in series, with a chlorination contact chamber at the end of the system. All City sewage is treated by this system and discharged through a joint outfall to the Willamette River, which is shared with the City of Monmouth. National Pollutant Discharge Elimination System (NPDES) permits issued to both cities allow discharges to the river during the rainy season from November 1 to May 31.

In 1999, the city completed a series of improvements to the sanitary sewer system. These improvements had been identified in the Sewerage Facilities Plan Update and Sanitary Sewer Preliminary Design Report and were intended to reduce inflow and infiltration (I/I) problems within the existing system. The improvements at updating key components that were beginning to experience failure and were targeted to remove approximately 20 percent of the system inflow from surface runoff and rain-induced infiltration. These system improvements included:

- Replacing the Middle Interceptor from approximately the intersection of 12<sup>th</sup> and Monmouth streets down to the intersection of 9<sup>th</sup> and Monmouth where it will turn and flow north along an alignment approximated by the existing 10-inch bypass sewer. The new interceptor would discharge into a new pump station at the north end of 9<sup>th</sup> Street, but directly south of the wastewater treatment facility.
- Constructing a new pump station above the 100-year flood elevation near 9<sup>th</sup> Street, south of Ash Creek directly across from the wastewater treatment facility. The new Middle Interceptor described above discharges into the new pump station.
- Constructing of a new force main for the new pump station.
- Relocating the Riverview Pump Station and force main. The new pump station location is located inside the 100 year floodplain, but above the 100-year flood elevation. As a result of this relocation, the existing Riverview Pump Station and mechanical plant at Riverview Park was abandoned.

- Completing systems rehabilitation efforts, including: disconnecting illegal roof drains, catch basins, and area drain connections, as well as replacing leaking service laterals.
- Providing telemetry and auxiliary power connections to the existing pump stations at Williams Street, Main Street, Maple Street, and the Sewage Lagoon.
- Improvements to the Wastewater Treatment Facility, including: re-directing all existing and proposed force mains to the new headworks structure, a new influent parshall flume, a new control building, composite influent and effluent samplers, a new influent flow measurement equipment, telemetry between the control building and city shops, replacement of the existing wooden walkways and telescoping valves, and installation of steps in the Lagoon Pump Station wetwell.
- Replacing the North Interceptor from the Riverview Pump Station to the intersection of Oak Street and Main Street.
- Abandoning the existing Creek Interceptor and redirecting services to the other existing gravity line.

### Pumping Systems

The City of Independence has a total of eight sewage pump stations with four serving as intermediate lift stations that eventually feed one of three stations discharging directly to the City's lagoon treatment system. With the exception of the two largest pump stations, Riverview and Lagoon, the stations are very small package units with capacities of fewer than 300 gpm. Table 11 shows the characteristics of the sewage pump stations.

**Public Facilities Element - Table 11  
Sewage Pump Station Summary**

Pump Station	Constructed/Modified	Actual Capacity (gpm)	TDH (ft)	Force main (Size-Length)
Riverview	Relocated 1997	2000	60	12" - 4790'
Lagoon	Constructed 1985	810	Unknown	6" - 400'
Williams St.	Constructed 1975	245	42	10" - 1365'
Maple St.	1972/1990	250	15	4" - 170'
13 <sup>th</sup> St.	Constructed 1974	Unknown	Unknown	4" - 680'
9 <sup>th</sup> Street	Constructed 1999	850	51	10" - 2,160"-
Albert Street	Constructed 1999	147	22.3	4" - 342'
North Main	Constructed 1979	100	30	4" - 1550'

Source: City of Independence Sewerage Facilities Plan Update, 1994 and Final Performance Evaluation Report, Independence Sanitary System Improvements, 2000.

### Treatment Systems

The City of Independence sewerage system uses a four cell facultative lagoon with chlorine disinfection of the effluent. The system was originally designed as a two-cell system to replace a



primary treatment facility jointly operated by the City of Independence and the City of Monmouth. The original facility was converted to the Riverview Pump Station which pumps to the lagoon treatment facility. The two-cell system built in 1968, consisted of 22 acres of ponds with an operating depth of six (6) feet. Original treatment capacity was designed to serve a population of 4,200 persons limited by summer storage at the rate of 70 gallons per day per capita over a 152 day summer period. Based on the recommendations provided in the 1977 Sewerage Facilities Plan, the pond was expanded to a four-cell system in 1979.

The four lagoon cells comprise a total average surface area of approximately 50 acres, and have a summer storage capacity of over 78 million gallons. The size of the system is currently adequate to serve a population of over 6,600 people based on current storage and discharge requirements.

The Sewerage Plan Update developed in 1994 planned for the sewerage system through 2012. The Sewerage Plan used a 2012 population of 6,634 persons.<sup>2</sup> For planning purposes the projected population for Independence in 2020 is 9,559 persons.<sup>3</sup> The 2000 Census population for Independence is 6,035 persons. The most recent population estimate for Independence is a July 1, 2002 estimate of 6,580 persons. The Sewerage Plan notes that the existing ponds are just adequate to accommodate the summer flow for the projected 2012 population of 6,634 persons – which is now the estimate of the current population. The City intends to update the Sewerage Plan to identify the extent of storage and system improvements necessary to accommodate the projected 2020 population. The City will also participate with Polk County in developing revised 20-year population projections for the community.

### C. STORM DRAINAGE SYSTEM

The city has an overall adequate storm drainage system to serve all developed areas. New developments are required to provide storm drainage system compatible with the city system. Outfalls from the city system are drained into either Ash Creek or the Willamette River.

A preliminary stormwater master plan for the cities of Monmouth and Independence was prepared by Whitaker Engineering, in 2001, as a precursor to developing a regional plan. The focus of the plan is on areas of potential new development of those portions of existing systems that may be affected by future development. The preliminary master plan describes the hydrologic and hydraulic analyses of portions of the stormwater management systems of both Monmouth and Independence, identifies pipe segments that may be inadequate for conveyance of estimated stormwater flows, and provides guidance for establishing policies related to stormwater detention strategies and development of stormwater systems. The City will explore various funding options that will fund develop of a master plan. Planned improvements identified in the master plan will be included

---

<sup>2</sup> The 2012 population estimate was prepared by the Center for Population Research and Census at Portland State University.

<sup>3</sup> The 2020 population projection has been coordinated with the projections for Polk County as required by Oregon Revised Statutes 195.036. This projection is from the Independence Water System Plan (1997) and was adopted as part of the Polk County Transportation Systems Plan, 1997.

The Ash Creek Water Control District, which includes Independence, is responsible for improvement of the Ash Creek channel to prevent damage to property located near or adjacent to the Creek. The District's Five Year Plan 1999-2003 calls for a number of structural improvements to Ash Creek including:

- Channel clearing;
- Erosion control;
- Channel widening; and
- Channel alignment.

The District also conducts vegetation control and debris removal along Ash Creek.

#### D. POLICE SERVICES

The Independence Police Department includes a Police Chief, three (3) sergeants, nine (9) officers, two (2) administrative assistants, and 10 reserve officers. The mission statement of the Police Department is: "To enhance community livability by protecting, the safety, health, and welfare of all citizens by providing professional, efficient, and fair law enforcement, while utilizing partnerships with the community in problem solving efforts."

Emergency services are provided by Salem 911 through the Willamette Valley Communication Center.

Police Department Equipment includes: six (6) marked patrol cars, two (2) unmarked police cars, one (1) speed reader board trailer, and six (6) patrol bicycles. Communications equipment includes: 17 two-way radios, seven (7) cellular/mobile phones, and 13 pagers.

#### E. FIRE SERVICES

The Polk County Fire Protection District No. 1 provides fire protection for the City of Independence. The mission of the Polk County Fire Protection District No. 1 is to "Serve, Train, Educate and Protect our Community." Its service area is approximately 185 square miles and service population is approximately 20,000 people. The rural district has a staff of 80-90 volunteers and 12 paid positions. Emergency communications services are provided by the Willamette Valley Communications Center.

The Insurance Service Office (ISO) reviews fire districts/departments and applies a fire suppression-rating schedule. Before assigning the rate, the ISO evaluates fire protection services based upon the available water supply, ability to transport water, the number and type of trained personnel, type of available equipment, and handling emergency alarms. Rating ranges from one (1) to ten (10) with number one (1) being the best and number 10 being the worst. In 1998, the City's fire ISO rating was three (3).

The Fire Protection District has 15,000 gallons of water in storage, plus the capacity of the pumpers and tankers. The pumpers have the ability to draft from streams or ponds for additional water.

Apparatus available to the district in 2003 includes the following:

- Two 1993 and one 1992 International H&W Pumpers.
- One 1970 Ford Western States Engine.
- One 1987 Ford Pierce Mini-Pumper.
- One 2002 Sutphen Telescopic Aerial Ladder truck.
- One 1983 Ford 1800 Gallon Tanker.
- One 1988 Kenworth 3000 Gallon Tanker.
- Two 1997 Peterbuilt 3000 Gallon Tankers.
- One 1977 Chevrolet Brush Truck.
- One 1989 Ford Brush/Rescue Truck.
- One 1998 Freightliner Rescue Engine.
- One 2002 and One 1996 Medtech Ambulances.
- One 1992 Road Rescue Ambulance.
- One 1996 Stillenger Rescue Boat.
- One 1991 Kawasaki Water Rescue Jet Ski.
- One 1996 Nash 22-foot Rehab Trailer.
- One 1984 Ford Pick-up for Staff use.

F. SCHOOL SYSTEM

In 2001, there were approximately 2,628 students in the Central School District 13J in 2001. In addition to Independence, the Central School District also includes Monmouth and Rickreall. Table 12 shows that since 1990, school district enrollment has remained near 2,500 students.

**Public Facilities Element - Table 12  
Central School District Enrollment  
1996 - 2002**

Year	Enrollment
1990	2,468
1991	2,534
1992	2,544
1993	2,560
1994	2,585
1995	2,606
1996	2,667
1997	2,634
1998	2,674
1999	2,645
2000	2,668
2001	2,628
2002	2,588 <sup>1</sup>

Source: Oregon Department of Education, 2003

<sup>1</sup> As reported October 2001.

In September 2002, the new Ash Creek Intermediate School opened adjacent to Central High School. The new school is intended to initially serve 450 students in grades 5 and 6. The school

building is designed to ultimately serve 500 students in a K-5 grade configuration by offering two shifts per classroom per kindergarten.

Table 13 shows the October 2001 enrollment figures for schools within the Central School District.

**Public Facilities Element - Table 13  
Central School District 13J Enrollment and Capacity  
By School – October 2001**

School	Grades	2001 Enrollment	Capacity
Central High School	9-12	825	814
Eola Elementary School	9-12	25	25
Ash Creek Intermediate School	5-6	NA	500
Talmadge Middle School	6-8	613	544
Henry Hill Elementary School	K-5	326	375
Independence Elementary School	K-5	316	300
Monmouth Elementary School	K-5	494	475
Oak Grove Elementary School	K-5	34	50

Source: Oregon Department of Education, 2003  
<sup>1</sup> As reported October 2001.

**I. LIBRARY SERVICES**

The Independence Library has a present circulation of 40,257 volumes and has 28,935 volumes at present. Construction of a new 7,300 square foot library near City Hall was begun in February 2003. The new facility will be open in September 2003. A significant increase in circulation is expected with the completion of the new library facility.

A bookmobile also serves part of Independence. The library is part of the Chemeketa Cooperative Regional Library Service, which provides improved services to the libraries of Polk and Marion counties, parts of Yamhill County and Linn County, and Chemeketa Community College.

Special services offered by the library include children story hours (also offered in Spanish) a large selection of Spanish books, records, and reading materials, summer children’s reading program, after school program, and holiday craft program.

**G. SOLID WASTE**

Independence does not have a solid waste disposal facility. Local collection is handled by contract with Brandt’s Sanitary or by individuals hauling their own waste. Curbside recycling is available to citizens in the community. The company disposes waste at the Coffin Butte landfill near Corvallis.

Citizens are able to participate in a curbside recycling program similar to larger communities in the area. If the City chooses to expand the program, additional opportunities are available but does require an increase in fees.

The City's regional contact is through the Polk County Community Development Department, which administers a solid waste collection franchise ordinance. The Community Development Department also coordinates recycling, and household hazardous waste collection programs.

It is important that the City participate in a regional solid waste management program. A regional solid waste management program strives to maximize the use of existing sites, endorse energy conservation and recycling of wastes, and coordinates solid waste activities of counties in the region. Independence supports a regional solid waste management program that includes recycling opportunities.

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

An Ordinance Amending the Independence )  
Comprehensive Plan, Comprehensive Plan )  
Map, and Zoning Map )

Council Bill # 2001-13

ORDINANCE NO. 1400

WHEREAS, the City of Independence is currently engaged in periodic review of the Comprehensive Plan and implementing ordinances; and

WHEREAS, after proper legal notice, the Independence Planning Commission conducted a public hearing concerning proposed amendments to the Comprehensive Plan, Comprehensive Plan Map, and Zoning Map, at which time interested parties and the general public had an opportunity to be heard; and

WHEREAS, the Independence City Council has reviewed all matters presented and has reviewed the record and recommendations of the Planning Commission, NOW THEREFORE,

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The attached Exhibit " A " is hereby adopted as an amendment to the Independence Comprehensive Plan. A portion of these amendments replaces the following Background Information sections of the Independence Comprehensive Plan in their entirety: Land Use, Urbanization, Housing, and Economics Characteristics and Trends.

Section 2. The Independence Comprehensive Plan Map and Zoning Map are hereby amended as shown in Exhibit "B".

READ for the first time: November 13, 2001

READ for the second time: November 13, 2001

APPROVED and SIGNED  
by the Mayor: November 13, 2001

EFFECTIVE Date: December 13, 2001

ATTEST:

  
CITY RECORDER

  
MAYOR

## Exhibit "A"

Language to be added is shown **bold and underlined**. Language to be deleted is shown ~~struck-through~~.

### LAND USE

**GOAL:** To encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.

#### Policies

1. Independence shall update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances.
2. Independence shall establish and utilize low, medium and high density residential land use designations.
3. Independence shall establish and utilize a commercial land use designation.
4. Independence shall establish and utilize an industrial land use designation.
5. Independence shall insure that new industrial uses will be compatible with surrounding uses.
6. Independence shall, by use of land use designations and proper zoning techniques establish the downtown central business district as the primary commercial area within the City and encourage its continuation as such.
7. Independence shall designate **zone** annexed land ~~as residential land unless presently designated otherwise~~ **consistent with the Comprehensive Plan designation**.

## URBANIZATION

**GOAL:** To provide for an orderly and efficient transition from rural to urban land.

### Policies

1. Independence shall not extend urban services beyond city boundaries.
2. Independence shall provide public notice of any proposed annexation or land use action and shall provide to the public an **analysis assessment** of ~~any increased costs due~~ **potential impacts** to ~~additional~~ public facilities and services required.
3. Independence shall review the urban growth boundary at least every 5 years to determine its adequacy given changing circumstances and population.
4. Independence shall coordinate with Polk County and the City of Monmouth in ~~developing a phased growth plan~~ **on growth management issues**.
5. Independence shall coordinate with Polk County when considering any annexation and shall utilize the policies contained within the intergovernmental agreement between city and county regarding the management of the urbanizable area prior to any annexation or other development action.



## HOUSING

**GOAL:** To insure everyone the opportunity to live in safe and healthy housing and to provide a choice of housing types and densities.

### Policies

1. Independence shall encourage the provision of adequate numbers of housing at various price ranges and types.
2. Independence shall provide for the growing population of manufactured homes by designating appropriate areas for the location of manufactured home parks.
3. Independence shall encourage the up-grading of housing stock by private individuals.
4. Independence shall maintain a share of the regional low-income housing quota.
5. Independence shall required that high trip-generating multi-family units shall have nearby access to arterial or collector streets.
6. Independence shall encourage use of energy saving technology and methods in future development.
7. Independence shall ~~maintain very low density~~ **ensure that** residential development ~~along~~ **in the vicinity of** Ash Creek and the Willamette **River does not adversely impact riparian areas and water quality** ~~in order to retain their natural beauty and their accessibility by all people.~~

## ECONOMY

**GOAL:** To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.

### Policies

1. The City of Independence shall encourage a wide variety of commercial activities in convenient and desirable locations to serve city residents.
2. The City of Independence shall retain the downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
3. The City of Independence shall key any overall downtown redevelopment plan to emphasize the waterfront and existing historic structures.
4. The City of Independence shall encourage new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
5. The City of Independence shall discourage strip development along roads and highways and shall promote the clustering of commercial uses.
6. The City of Independence shall encourage non-polluting labor-intensive industries to locate within the City.
7. The City of Independence shall encourage the industrial park concept in soliciting new industry for the area.
8. The City of Independence will encourage the development of economic activities which will provide jobs able to utilize the skills of the local labor force.
9. The City of Independence will ~~encourage~~ **support** development of local job training **and other career assistance** programs for residents seeking employment.
10. The City of Independence will encourage economic development planning and programming activities that serve to stimulate private sector development.
11. The City of Independence shall cooperate with relevant federal, state, regional, and local government agencies in economic development planning for the area.
- 12. The City of Independence shall develop standards in the Zoning Ordinance to encourage or require, with development or redevelopment, the consolidation of vehicle accesses on arterial streets, where appropriate and practical.**

- 13. The City of Independence shall designate appropriate and sufficient land in a variety of different parcel sizes and locations to fulfill the community's industrial needs.**
- 14. The City of Independence shall coordinate planning activities with Polk County in order that lands suitable for industrial use, but not needed within the planning period, are zoned in a manner which retains these lands for future industrial use.**
- 15. Industrial and commercial development adjacent to rail lines shall be designed and constructed in a way that does not preclude the future use of the rail facility.**

**Note: These amendments replace the following Background Information sections of the Independence Comprehensive Plan in their entirety: Land Use, Urbanization, Housing, and Economics Characteristics and Trends.**

## **Land Use**

### **Introduction**

A land use plan indicates the area into which various types of activities are expected to occur. Independence designates seven (7) categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall not exceed a density of twelve (12) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall not exceed a density of twenty (20) units per gross acre.
4. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.
6. Public Services. Public Service uses include all government and semi-public lands and uses.
7. Agriculture. The Agriculture designation is intended to protect areas for the continued practice of agriculture and permit the establishment of only those new uses that are compatible to agricultural activities.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2000, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage for residential, commercial and industrial land in the city.

**Land Use - Table 1  
Developed Land Uses within the Independence UGB  
By Zone, 2000**

<b>Zoning Designation</b>	<b>Acres<sup>2</sup></b>	<b>Percent of Total Area<sup>1</sup></b>
Residential	298.6	59.8
Commercial	48.8	9.8
Industrial	152.1	30.5
Total	499.5	100%

Source: MWVCOG, 2000.

<sup>1</sup>Does not include land zoned for public or agricultural uses

<sup>2</sup>Acreage data is from the Polk County Assessor and does not include public rights-of-way.

**Buildable Lands Inventory**

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant, partially vacant, and redevelopable. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is partially vacant and/or redevelopable.

- ☛ Vacant land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Independence is 5,000 square feet.
- ☛ Within the city limits, partially vacant land consists of residential parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land.
- ☛ For land between the city limits and the UGB, partially vacant land consists of residential parcels that are at least 1.0 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.50-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land. The larger area attributed to the existing residence in this portion of the urban area is intended

to account for the presence of larger homes and an adjacent septic system serving the residence.

- ☞ Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

This analysis also assumes that 27 percent of the gross vacant or partially vacant residential land area will be dedicated for use as public facilities (rights-of-way, parks, etc). This percentage has been subtracted from the gross amount of buildable residential land in these categories.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

**Figure 1** shows vacant, partially vacant, and redevelopable land within the Independence urban area by zoning designation.

### **Residential Land**

**Table 2** shows the amount of buildable land for each residential zoning district within the Independence urban area (both city limits and UGB). Approximately 299.2 net buildable acres are available for residential development within the urban area. Of that amount, approximately 178.8 acres are available within the city limits and an additional 120.3 acres are available between the city limits and UGB. Within the urban area, approximately 21.0 acres designated for residential use can be considered redevelopable. Approximately 299 acres within the Independence UGB are currently developed for residential use.

**Land Use - Table 2  
Buildable Residential Land  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	36.5	3.5	4.3	44.3
Medium Density Residential Zone (RM)	64.1	10.9	14.5	89.4
High Density Residential Zone (RH)	12.4	0.1	1.9	14.5
Single Family Residential Airpark (RSA)	30.3	0.00	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	143.3	14.5	21.0	178.8
<b>Between the City Limits &amp; UGB</b>				
Residential (R)	21.0	80.3	19.0	120.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	21.0	80.3	19.0	120.3
<b>Net Buildable Acres Within the Urban Area<sup>1</sup></b>	164.3	94.9	40.0	299.1

Source: Polk County Assessor data, MWVCOG, 2000.

**Commercial Land**

Table 3 shows that approximately 13.6 net vacant acres are available for commercial development within the Independence city limits. (No land designated for future commercial use is located between the city limits and urban growth boundary.) Approximately 2.7 acres designated for commercial use can be considered redevelopable. Approximately 49 acres within the Independence UGB are currently developed for commercial use.

**Land Use - Table 3  
Buildable Commercial Land  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Net Buildable Acres Within the City Limits</b>	10.8	2.7	13.6

Source: Polk County Assessor data, MWVCOG, 2000

## Industrial Land

**Table 4** shows the amount of buildable land for each industrial zoning district within the Independence urban area (both city limits and UGB). Approximately 99.4 net vacant acres are available for industrial development within the urban area. Of that amount, approximately 93.1 vacant acres are available within the city limits and an additional 6.3 acres are available between the city limits and UGB. Within the urban area, an additional 13.2 acres designated for industrial use can be considered redevelopable. Approximately 152 acres within the Independence UGB are currently developed for industrial use.

**Land Use - Table 4  
Buildable Industrial Land  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within City Limits</b>			
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.6	39.3
<b>Net Buildable Acres Within the City Limits</b>	93.1	13.2	106.3
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.00	6.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	6.3	0.00	6.3
<b>Net Buildable Acres Within the Urban Area</b>	99.4	13.2	112.6

Source: Polk County Assessor data, MWVCOG, 2000

### Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2020 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

### Future Residential Land Needs

#### Average Net Density

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-family, multi-family, and manufactured homes within manufactured home parks.



ORS 197.296 requires that jurisdictions review the density of development that has occurred during the period since the last periodic review of comprehensive plans. The last periodic review of the Independence Comprehensive Plan was conducted in 1987.

The average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – 5.5 units/acre
- Multi-family residential – 9.9 units/acre
- Manufactured home parks – 7.8 units/acre.

The origin of these densities is described below.

### Single-Family Development

Since 1987, six (6) subdivisions have been approved and at least partially developed. **Table 5** shows recent single-family residential development. This includes subdivision development and infill development through the partitioning process. During this period, 360 single-family dwelling units have been developed on 74.4 acres. The resulting average net density of the development is 4.8 units per acre.

**Land Use – Table 5  
Single-Family Residential Development  
Independence, 1987-2000**

<b>Subdivision</b>	<b>Zone District</b>	<b>Single-Family Units</b>	<b>Net Acres Developed</b>	<b>Net Density (units/acre)</b>
Airpark	RSA	50	17.5	2.9
Ashbrook	RM	123	25.3	4.9
Donita Estates	RS	42	8.4	5.0
Mt. Fir Estates	RS/RM	64	10.0	6.4
Northgate	RM	38	5.6	6.8
River Oak	RS	26	4.7	5.5
Infill Partitions	RS/RM	17	2.9	5.8
<b>Total</b>		<b>360</b>	<b>74.4</b>	<b>4.8</b>

Source: City of Independence, MWVCOG, 2000

The Airpark Subdivision is a unique residential development with lots that average about 0.25 acre (about 10,800 square feet) in size. Such lots are more than twice the minimum size allowed for single-family development in other zones. If the recently developed area within the Airpark Subdivision is excluded, the average net density of single-family development in these subdivisions and infill partitions is approximately 5.5 units per acre. This density is more typical of standard single-family residential development and is the density used to calculate future single-family residential land needs.

## Multi-Family Development

Except for 47 units developed as part of the Ashbrook Subdivision, recent multi-family developments have occurred on existing platted lots. **Table 6** shows the location, size and density of multi-family developments constructed since 1987. The average net density of these developments is 9.9 units per acre.

**Land Use – Table 6**  
**Multi-Family Residential Development**  
**Independence, 1987-2000**

Map & Tax Lot	Zone District	Multi-Family Units	Net Acres Developed	Net Density (units/acre)
8-4-20DC 7900	RM	4	0.5	8.7
8-4-20DC 12100	RM	2	0.2	8.3
8-4-20DC 12800	RM	2	0.2	8.7
8-4-21DB 501	RM	4	0.2	20.0
8-4-28BA 6700	CO	4	0.2	17.4
8-4-29AC 500	RM	4	0.3	12.1
8-4-29BD 1700	RM	2	0.2	10.5
8-4-16C 1801	RM	2	2.6	0.8
8-4-20DC 3600	RM	72	6.1	11.8
8-4-29BD 1800	RM	2	0.2	10.5
8-4-29BD 1900	RM	2	0.2	10.5
8-4-29BD 2400	RM	2	0.2	10.0
8-4-21CD 901	RM	2	0.1	14.3
8-4-21CA 4600	RM	2	0.3	6.5
8-4-29AC 3101	RM	2	0.2	8.7
8-4-29BD 2100, 2200	RM	42	2.6	16.5
8-4-16C 1800	RM	32	2.7	11.8
8-4-29BD 2300	RM	2	0.2	10.5
Ashbrook Subdivision	RM	47	5.9	7.9
<b>Total</b>		231	23.3	9.9

Source: City of Independence Building Permit data, MWVCOG, 2000

## Manufactured Housing Parks

Several manufactured home parks have been established in Independence. One park, Green Acres, with 45 units sited on 11 acres has been established since 1987. Overall, 360 manufactured homes are located on approximately 47.3 acres in manufactured parks within the city resulting in an average net density of 7.6 units per acre.

## Future Residential Land Needs

The housing needs analysis (see Housing - Table 4) identified 1,110 new residential units that will be needed to accommodate the projected 2020 population of 9,559 persons. Of the 1,110 new residential units, 42.7 percent, or about 473 units, are needed to meet projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the current rental market supply is currently about 94 units short of the existing need. In this analysis, we assume that this unmet need can be met by providing additional multi-family units<sup>1</sup>. Consequently, in order to meet existing and projected need for such housing, 406 additional multi-family units will be needed over the next 20 years.

**Land Use – Table 7**  
**Projected Housing Mix and Residential Land Needs**  
**Independence, 2020**

Housing Type	Existing Units	Additional Units Needed 2020	Percent of New Units	Net Density (units/acre)	Acres Needed 2020
Single Family	1,234	510	45.9	5.5	93.6
Multi-Family	462	406	36.6	9.9	40.9
Manufactured Homes in Parks	360	194	17.5	7.6	25.5
<b>Total</b>	<b>2,056</b>	<b>1,110</b>	<b>100.0</b>	<b>7.0</b>	<b>159.9</b>

Source: MWVCOG, 2000

Looking back at Table 2, adequate vacant, partially vacant, or redevelopable land is available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 299 acres are available for residential development within the entire urban area, with 179 acres available within the city limits. An estimated 160 acres will be needed to accommodate future residential growth.

About 41 acres of land designated for multi-family development will be needed by 2020. Table 2 shows that about 104 acres of land zoned RM or RH are currently available for development within the city limits. Duplexes are also allowed in the RS Zone and some of the need for multi-family land can be met through development of duplexes in this zone.

Approximately 94 acres will be needed for single-family development through 2020. At present, about 75 acres zoned either RS or RSA are available to accommodate single-family residential

<sup>1</sup> Some portion of the unmet need for rental units may also be provided as new single-family residences are constructed to meet the needs of the owner-occupied market and older single-family residential units, that were formerly owner-occupied, are converted to rental units. The number of owner-occupied single-family units that will be converted to rental units is impossible to predict, however. For purposes of this analysis, we assume that new multi-family units will need to be constructed to meet the unmet need.

development. An additional 120 acres outside the city limits, but within the UGB, can be designated for future single-family development.

While the buildable lands inventory shows that sufficient land is available to accommodate residential development, the housing needs analysis (see Housing -Table 4) shows that the local housing market is not meeting the need for multi-family housing. Based on age and income characteristics of the local population, a need exists for an additional 94 rental units. In order to meet this unmet need and the additional needs of the population by 2020, about 406 units of multi-family housing should be constructed.

Also, an additional 25 acres will be needed to accommodate manufactured homes in manufactured home parks. Manufactured home parks are allowed as a conditional use only in the Medium-Density Residential (RM) and High-Density (RH) zones.

In response to the need to provide adequate land for development of multi-family housing and manufactured home needs, several parcels of land in the city limits were rezoned and a number of additional parcels between the city limits and UGB were redesignated on the city’s Comprehensive Plan Map. These properties remain under Polk County’s land use jurisdiction (zoning) until they are annexed into the city.

Table 8 shows the properties that have been redesignated and rezoned to meet future residential land needs.

**Land Use - Table 8  
Residential Land Re-designations to Meet Projected Need  
Independence, 2020**

Map & Tax Lot Number	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Net Buildable Acres
<b>Within City Limits</b>					
8416C0 1500	Light Industrial	IL	Residential Medium Density	RM	1.1
8429BC 1900	Low Density Residential	RS	High Density Residential	RH	3.5
8429 600 (portion)	Heavy Industrial	IH	Residential Medium Density	RM	9.8
<b>Between City Limits &amp; UGB<sup>1</sup></b>					
8428CC 4100	Residential	SR	Medium Density Residential	(RM)	13.5
843300 200 (portion)	Residential	SR	Medium Density Residential	(RM)	7.3
842000 700	Residential	SR	Medium Density Residential	(RM)	0.9

842000 701	Residential	SR	Medium Density Residential	(RM)	1.5
842000 702	Residential	SR	Medium Density Residential	(RM)	1.5
842000 800	Residential	SR	Medium Density Residential	(RM)	5.8
842000 801	Residential	SR	Medium Density Residential	(RM)	0.7
842000 900	Residential	SR	Medium Density Residential	(RM)	5.4
842000 901	Residential	SR	Medium Density Residential	(RM)	1.0
8420C0 200	Residential	SR	Medium Density Residential	(RM)	3.7
8420C0 201	Residential	SR	Medium Density Residential	(RM)	9.1
8420C0 300	Residential	SR	Medium Density Residential	(RM)	2.9
<b>Total</b>					<b>67.7</b>

Source: MWVCOG, 2001.

<sup>1</sup> Areas between the city limits and the urban growth boundary are under the zoning jurisdiction of Polk County until annexed into the city. The proposed zoning designation shown in parentheses would only become effective upon annexation.

**Table 9** shows the buildable residential land within the urban area after properties have been re-designated to meet projected housing need. With the additional 67.7 acres, more than 170 acres of land designated for multi-family housing and manufactured home parks are available for development within the Independence urban area. This is more than half of the total amount of buildable residential land within the city. With this additional acreage, the city's land use plan provides the opportunity for adequate numbers of needed housing units to be constructed to serve various sectors of the housing market consistent with Statewide Planning Goal 10.

**Land Use - Table 9  
Buildable Residential Land After Re-designations  
Independence, 2001**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	33.0	3.5	4.3	40.8
Medium Density Residential Zone (RM)	65.2	10.9	14.5	90.6
High Density Residential Zone (RH)	15.9	0.1	1.9	17.9
Single Family Residential Airpark (RSA)	30.3	0.0	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	<b>144.4</b>	<b>14.5</b>	<b>21.0</b>	<b>179.9</b>
<b>Between the City Limits &amp; UGB</b>				
Single-Family Residential (RS)	18.8	59.3	2.4	80.5
Medium Density Residential (RM)	15.7	21.0	16.6	53.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	<b>34.5</b>	<b>80.3</b>	<b>19.0</b>	<b>133.8</b>
<b>Net Buildable Acres Within the Urban Area</b>	<b>178.9</b>	<b>94.8</b>	<b>40.0</b>	<b>313.7</b>

Source: Polk County Assessor data, MWVCOG, 2001.

**Future Commercial and Industrial Land Needs**

The Economics section of the Comprehensive Plan includes a 2020 forecast of local employment (see Economics - Table 9). One purpose for forecasting local employment determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

**Table 10** shows the forecasted 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.

- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Land Use - Table 10**  
**Total Employment Growth by Land Use Type**  
**Independence**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	<b>2,983</b>	<b>3,978</b>	<b>995</b>	<b>100%</b>

Source: MWVCOG, 2001.

Several assumptions were made to convert the employment growth shown in **Table 10** to vacant acres needed for commercial and industrial uses. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.
- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. An analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 11** shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51 acres will be needed for projected employment growth through 2020.





**Land Use - Table 11  
Commercial and Industrial Land Needs  
Independence, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
<b>Total</b>	<b>889</b>		<b>9</b>	<b>89</b>	<b>791</b>	<b>51.4</b>

Source: MWVCOG, 2001

**Table 12** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Land Use - Table 12  
Comparison of Supply and Demand for Commercial and Industrial Land  
Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial <sup>1</sup>	111.2
<b>Total Supply</b>	<b>124.8</b>
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	<b>51.4</b>
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	73.2
<b>Total</b>	<b>73.4</b>

Source: MWVCOG, 2001.

<sup>1</sup>. 1.5 acres subtracted from Industrial land supply for the Light Industrial parcel rezoned to Residential Medium Density.

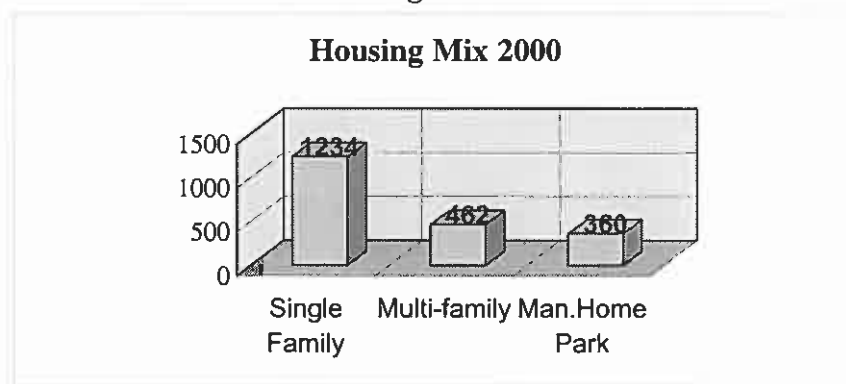
## Housing

### Existing Conditions

**Figure 1** shows the existing mix of residential housing units within the city limits as determined through the buildable lands analysis. Of the 2,056 residential units, 1,234 units, or 60 percent are single-family residential units. Approximately 22 percent of the units are multi-family residences and the remaining 18 percent of the units are manufactured homes within manufactured housing parks.

A total of 56 units of government-assisted housing are currently provided in Independence. This accounts for about 2.7 percent of all residential units. These include 29 multi-family units constructed by the Polk Community Development Corporation using state-funded construction grants and low-interest mortgage. In exchange, rents are offered at this complex are lower than market rates. The remaining units are offered at market rates and Housing and Urban Development (HUD) funds are used to subsidize a portion of the rent. All but two (2) of the subsidized units are multi-family units.

**Figure 1**



### Housing Needs Analysis

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.* a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of a 20-year period from 1999 to 2020.

The analysis of housing need introduces the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. We have assumed a 5.0 percent vacancy rate for 1999 and 2020. This rate is based on an average vacancy rate calculated from the 1980 and 1990 Census data. In 1980,

Independence's housing vacancy rate was 7.8 percent and the rate was 4.0 percent in 1990. The two vacancy rates average to 5.90 percent, however the rate declined significantly between 1980 and 1990. Consequently, we use a lower rate of 5.0 percent.

- (2) Persons per household. We have assumed there are approximately 3.17 persons per household for 1999, and that the household size will remain the same in 2020. While this information is included in the data, analysis conducted by the Oregon Housing and Community Services Department in developing the housing needs model showed that household size is not necessarily a factor affecting need for particular types of housing. Data from the 1980 Census showed 2.80 persons per household, and 1990 Census data showed 2.95 persons per household. The figure we use, 3.17 persons per household, was derived from the estimated 1999 population and the actual number of occupied residential units identified in the buildable lands study.
- (3) Group Quarters. The percentage of persons living in 'group quarters' will remain constant in both 1999 and 2020. The U.S. Census Bureau classifies all persons not living in households as living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.
- (4) The ratio of owner-occupied (owned) units to rental units is the same for vacant units as it is for occupied units.
- (5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. We assume that economic conditions in 2020 are similar to those in 1999. Household income, as well as housing costs, is expressed in 1999 dollars for ease of comprehension.
- (6) The analysis assumes that price ranges and rents are commensurate with the financial capabilities of local households. This means we assume that no more than 30 percent of gross household income is used to pay housing costs. The 30 percent threshold is the same as that used by the Department of Housing and Urban Development to determine housing affordability.

### **Current Housing Needs**

The 1999 population estimate for Independence is that developed by the Center for Population Research and Census at Portland State University. The Center produces annual estimates for every incorporated city in Oregon. The 2020 population projection used in this report is the same projection developed for the *Independence* Water System Master Plan, 1997. The 2020 population projection has been adopted by Polk County for the City of Independence through a coordinated process required under state law (ORS195.036).

**Table 1** shows various estimates regarding the local housing need in 1999. The estimated population is 6,195 persons and the total number of dwelling units is 2,056. The resulting

household size is approximately 3.17 persons per dwelling. The housing needs model shows that approximately 1,120 owner-occupied units are needed.

**Housing - Table 1  
Housing Status (estimated)  
Independence, 1999**

Populati on (estimate d)	Persons in Group Quarters <sup>1</sup>	Persons per Househo ld	Total Dwelli ng Units <sup>2</sup>	Occupi ed Dwellin g Units <sup>3</sup>	Vaca nt Units <sup>4</sup>	Owner- Occupie d Units	Rental Units	Owner- Occupie d Units (percent )	Rental Units (percent )
6,195	58	3.14	2,056	1,954	102	1,120	834	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

<sup>2</sup> "Total dwelling units" does not include group quarters dwelling units.

<sup>3</sup> "Occupied dwelling units" does not include group quarters dwelling units.

<sup>4</sup> Based on an assumed vacancy rate of 5 percent.

The housing model shows that 834 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. From the buildable lands analysis we know that 462 multi-family units are currently located in Independence. The Joint Center for Housing Studies at Harvard University has noted that, nationwide, single-family residences account for fully one-third of all rental units.<sup>2</sup> Assuming that 33 percent of the 834 needed rental units are single-family residences, as many as 278 single-family units are currently used as rental units. Combined with the 462 existing multi-family units, the estimated rental supply in Independence consists of 740 units where 834 units are needed. As shown in **Table 2**, the estimated supply of rental housing units in Independence does not meet the current need for rental units.<sup>3</sup>

**Housing – Table 2  
Rental Housing Supply and Need  
Independence, 1999**

Rental Units Needed	Existing Multi- Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
834	462	278	740	-94

<sup>2</sup> The Joint Center for Housing Studies of Harvard University, *The State of the Nation's Housing: 2000*, June 27, 2000, page 20.

<sup>3</sup> At the time this report was completed, permits had been submitted for construction of a 42-unit multi-family housing complex.

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2000

### Projected Housing Needs

The projected population of Independence in 2020 is 9,559 persons. As shown in **Table 3**, 3,166 dwelling units will be needed to accommodate this population. This represents an additional 1,110 housing units that will be needed over the next 20 years (an estimated 20 units will also be removed - see Table 15).

Of the 1,110 new residential units, 42.7 percent, or about 473 units, will be needed to meet the projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the amount of available multi-family units currently available is about 94 units short of the existing need. Consequently, in order to meet existing and project need for such housing, 406 multi-family units will be needed over the next 20 years.

**Housing - Table 3  
Projected Housing Status  
Independence, 2020**

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
9,559	89	3.17	3,166	3,015	151	1,728	1,287	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> The 2020 population projection has been coordinated with the projections for Polk County as required by Oregon Revised Statutes 195.036. This projection is from the Independence Water System Plan (1997) and was adopted as part of the Polk County Transportation Systems Plan, 1997.

<sup>2</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

<sup>3</sup> Total dwelling units do not include group quarters dwelling units.

<sup>4</sup> Occupied dwelling units do not include group quarters dwelling units.

<sup>5</sup> Based on an assumed vacancy rate of 5 percent.

**Table 4** shows the total number of additional dwelling units that will be needed by the 2020 population. With the estimated removal of 20 units from the housing supply, an estimated 1,090 additional dwelling units be needed during this 20-year period.



**Housing - Table 4**  
**Additional Dwelling Units Needed in Independence by 2020**

<b>Total Dwelling Units 2020</b>	<b>Total Dwelling Units 1999<sup>1</sup></b>	<b>Dwelling Units Removed</b>	<b>Additional Dwelling Units Needed</b>	<b>Additional Group Quarters Needed</b>
3,166	2,056	20	1,090	31

Source: Oregon Housing and Community Services Housing Needs Model, 2000

## Economics

### Overview of the Independence Economy

Independence provides a number of economic functions to the central and southern portions of Polk County. The community originally developed as a shipping center for agricultural products along the Willamette River. This function continued with the establishment of the railroad. Independence serves as a commercial-service center of outlying rural and agricultural areas and, most recently, has developed as a “bedroom” community for commuters working in larger cities, such as Corvallis and Salem. Affordable housing costs and relatively short commute times to these larger employment centers will continue to foster population growth in Independence.

**Table 1** shows employment data for the Independence area based on employer records with a 97351 zip code.<sup>4</sup> Employment in Independence grew slightly between 1995 and 1999 as 103 new jobs were added. Independence had approximately 2,437 jobs in 1999 representing 17 percent of the estimated total employment in Polk County.<sup>5</sup>

Changes in local employment between 1995 and 1999 appear to be indicative of recent declines in resource-based industries, such as agriculture and forestry. The largest increase in employment locally is in the rubber and plastics products manufacturing. Wholesale trade employment also increased significantly during this period. Overall, non-manufacturing employment accounted for about 65 percent of all local employment in 1999, an increase of four (4) percent from 1995.

---

<sup>4</sup> Some businesses with main offices located outside of the 97351 zip code may not be included in the employment statistics.

<sup>5</sup> Total employment for Polk County is estimated using Oregon Office of Economic Analysis employment forecasts for 1995 and 2000.

**Economics -Table 1  
Independence Employment  
1995 and 1999<sup>6</sup>**

<b>Industry</b>	<b>1995</b>	<b>1999</b>	<b>Change 1995-1999</b>	<b>Percent Change 1995-1999</b>
Agriculture and Forestry, Total	556	466	(90)	-16.2%
Agricultural Production Crops	377	178	(199)	-52.8%
Agricultural Production Livestock	18	28	10	55.6%
Agricultural Services	44	104	60	136.4%
Forestry	117	156	39	33.3%
Manufacturing, Total	347	390	43	12.4%
Lumber & Wood Products	73	60	(13)	-17.8%
Furniture & Fixtures	10	10	0	0.0%
Rubber & Misc. Plastics Products	54	183	129	238.9%
Stone, Clay, Glass & Concrete Products	32	33	1	3.1%
Primary metals	51	19	(32)	-62.8%
Fabricated metals	95	68	(27)	-28.4%
Machinery	14	12	(2)	-14.3%
Transportation Equipment	11	0	(11)	-100.0%
Miscellaneous manufacturing	7	5	(2)	-28.6%
Non-manufacturing total	1,431	1,581	150	11.0%
Construction	77	34	(43)	-55.8%
Trans., Comm., & Public Utilities	52	64	12	23.1%
Wholesale Trade	71	196	125	176.1%
Retail Trade	402	419	17	4.2%
Finance, Insurance, Real Estate	36	25	(11)	-30.6%
Services	288	290	2	0.7%
Government (includes school district)	505	553	48	9.5%
<b>Total</b>	<b>2,334</b>	<b>2,437</b>	<b>103</b>	<b>0.4%</b>

Source: State of Oregon Employment Department data, sorted and summarized by MWVCOG, 2000.

### Long-Term National Economic Trends

A similar economic opportunities analysis for the city of Albany<sup>7</sup> identified five important long-term national trends that will influence economic development in this region over the next 20 years. These trends include:

<sup>6</sup> Employment figures for 1995 and 1999 are monthly averages for each sector and industry shown.

<sup>7</sup> ECONorthwest, *Albany Economic Opportunities Analysis*, September 2000

- AA Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- AA Growth in Pacific Rim trade.
- AA The growing importance of education as a determinant of wages and household income.
- AA The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- AA The increasing integration of non-metropolitan and metropolitan areas.

Economic development in Independence will also be affected by economic trends in Oregon and the Willamette Valley. The following sections describe recent trends in population, income, and employment growth in Oregon, the Willamette Valley, and Polk County, and the economic outlook for Oregon. Recent economic trends and the economic outlook for these areas are the primary basis for our expectations of future economic development in Independence.

### Population Growth

The state of the national economy influences local population growth. As shown in **Table 2**, growth rates for Oregon, the Willamette Valley, Polk County, and Independence exceeded the national growth rate during the expansionary economic periods in the 1970s and 1990s. In particular, Polk County and Independence both grew at several times the national rate. Growth slowed during the recession in the early 1980s. Between 2000 and 2020, Independence is forecast to grow to a population of 9,559 persons at an average annual growth rate of 2.8 percent.<sup>8</sup>

**Economics -Table 2**  
**Population**  
**U.S., Oregon, Willamette Valley, Polk County, and Independence, 1980-1999**

Location	1970	1980	1990	1999	Average Annual Growth Rate		
					1970-80	1980-90	1990-99
U.S.	203,211,926	226,545,805	248,709,873	272,690,813	1.1%	0.9%	1.0%
Oregon	2,091,385	2,633,156	2,842,321	3,300,800	2.3%	0.8%	1.7%
Willamette Valley	1,446,594	1,788,577	1,962,816	2,292,700	2.1%	0.9%	1.7%
Polk County	35,349	45,203	49,541	60,100	2.5%	0.9%	2.2%

<sup>8</sup> This projection was part of coordinated projections adopted by Polk County for all cities within the county pursuant to Oregon Revised Statutes 195.036. The projection was adopted as part of the *Polk County Transportation Plan, 1997*.

Independence	2,594	4,024	4,425	6,195	4.5%	1.0%	3.8%
--------------	-------	-------	-------	-------	------	------	------

Source: U.S. Census and the Center for Population Research and Census, Portland State University.

### Personal Income

**Table 3** shows the per capita income for the U.S., Oregon, and Polk County for the period from 1969 to 1998.

Per capita income in Oregon actually exceeded the national average prior to the recession in the early 1980s. During this recession, per capita income in Oregon fell to as low as 92 percent of the national figure. For the period from 1969 to 1998, per capita income in Polk County was lower than the Oregon average and ranged from 78 percent to 90 percent of the national figure. The low figure of 78 percent of the U.S. figure was reached in 1992 and 1993.

**Economics -Table 3  
Per Capita Income  
U.S., Oregon, and Polk County, 1969-1998 (in 1998 dollars)**

Year	U.S.	Oregon	Polk	Percent of U.S.	
				Oregon	Polk
1969	\$14,610	\$13,967	\$12,049	96%	82%
1970	\$14,849	\$14,290	\$12,273	96%	83%
1971	\$15,081	\$14,610	\$12,217	97%	81%
1972	\$15,804	\$15,476	\$12,702	98%	80%
1973	\$16,621	\$16,281	\$14,943	98%	90%
1974	\$16,507	\$16,527	\$14,792	100%	90%
1975	\$16,438	\$16,506	\$14,271	100%	87%
1976	\$17,044	\$17,440	\$15,359	102%	90%
1977	\$17,537	\$17,855	\$14,894	102%	85%
1978	\$18,330	\$18,740	\$15,740	102%	86%
1979	\$18,800	\$19,175	\$16,643	102%	89%
1980	\$18,790	\$18,810	\$16,553	100%	88%

	0	4	0		
1981	\$19,138	\$18,430	\$16,333	96%	85%
1982	\$19,147	\$17,903	\$15,808	94%	83%
1983	\$19,337	\$18,225	\$16,096	94%	83%
1984	\$20,544	\$19,120	\$16,690	93%	81%
1985	\$21,131	\$19,466	\$17,200	92%	81%
1986	\$21,608	\$19,875	\$17,653	92%	82%
1987	\$22,045	\$20,186	\$17,778	92%	81%
1988	\$22,686	\$20,938	\$18,715	92%	82%
1989	\$23,175	\$21,497	\$18,655	93%	80%
1990	\$23,366	\$21,778	\$18,565	93%	79%
1991	\$23,157	\$21,679	\$18,643	94%	81%
1992	\$23,662	\$21,951	\$18,453	93%	78%
1993	\$23,727	\$22,292	\$18,504	94%	78%
1994	\$24,175	\$22,934	\$19,318	95%	80%
1995	\$24,673	\$23,736	\$19,925	96%	81%
1996	\$25,299	\$24,271	\$20,843	96%	82%
1997	\$26,169	\$25,223	\$21,713	96%	83%
1998	\$27,203	\$25,912	\$22,334	95%	82%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, 2000. Regional Economic Information System.

**Table 4** shows median household income and the percentage of households below poverty in Oregon, Polk County, and Independence for 1979 and 1989. Median household income for Polk County was nearly equal to the statewide median in 1979. In Independence, median household income was about 80 percent of income in these other areas in both 1979 and 1989. The

percentage of households below the poverty level was also significantly higher in Independence, particularly in 1989.

This data suggest that households in Independence have a different occupational composition, lower wages, higher unemployment rates, or a larger percentage of non-workers, such as children and retirees.

**Economics -Table 4**  
**Median Household Income and Percent of Households Living Below Poverty Level**  
**Independence, Polk County, and Oregon, 1979 and 1989 (in 1998 dollars)**

Location	Median Household Income		Households Below Poverty Level	
	1979	1989	1979	1989
Independence	\$27,740	\$26,248	17.3%	19.7%
Polk County	\$34,040	\$32,818	16.2%	13.1%
Oregon	\$34,178	\$34,014	11.2%	12.1%

Source: US Census Data. Current dollars converted to 1998 dollars using the price index for the Personal Consumption Expenditure component of Gross Domestic Product, from the *2000 Economic Report of the President*.

### Employment

The Oregon Employment Department's *2000 Regional Economic Profile for Region 3*<sup>9</sup> (Marion, Polk, and Yamhill counties) states that both the local and statewide economies are shifting from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others. Marion, Polk, and Yamhill counties have traditionally been dependent upon state government, agricultural, and wood products as the predominant sources of local employment.

**Table 5** illustrates the shift in regional employment for the period from 1979 to 1998. During that time, employment in the wood products and food products manufacturing industries have declined while regional employment in the service sector has more than doubled. Recent growth in the trade and construction sectors is indicative of the expansionary economy in the last decade.

The *Regional Profile* notes that in 1958, wood products manufacturing accounted for one in every 12 jobs in Region 3. By 1998, only one in 32 jobs were in the wood products sector.

**Economics -Table 5**  
**Employment by Selected Industry**  
**Marion, Polk, and Yamhill Counties, 1979-1998**

Industry	1979	1982	1992	1994	1996	1998	Percent Change 1979-1998
Manufacturing, Total	15,400	12,500	15,500	17,300	17,900	17,800	15.6%
Wood Products, Mfg.	4,200	2,700	3,600	4,100	4,000	3,900	-7.1%
Food Products,	5,100	5,000	4,900	5,300	5,200	5,000	-2.0%

<sup>9</sup> State of Oregon, Employment Department. 1999. *2000 Regional Economic Profile - Region 3*.



Mfg.							
Construction	5,200	2,500	4,800	5,800	6,900	7,900	51.9%
Trade	19,100	18,100	24,700	26,400	27,600	24,100	26.2%
Services	15,400	14,800	25,400	27,700	30,100	32,000	107.8%
Government	27,300	25,900	32,400	33,200	35,700	37,600	37.7%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

## Economic Outlook for Oregon

Oregon is expected to grow modestly over the next 40 years. The Oregon Office of Economic Analysis projects that between 2000 and 2040, Oregon's population will grow from 3.4 million to about 5.2 million persons.<sup>10</sup> This represents an average annual growth rate of about 1.1 percent. About 1.3 million of the new residents, or about 70 percent, will result from net migration to Oregon. The Willamette Valley is projected to grow at a slightly faster rate during this period.

The Office of Economic Analysis forecasts that total employment in Oregon will grow from about 1.8 million persons in 2000 to about 2.5 million persons in 2040. About 73 percent of this employment growth is forecast to occur in the Willamette Valley.

**Table 6** shows the Oregon Employment Department forecast of employment growth, by industry, for Oregon between 1998 and 2008. The growth in services is expected to continue with employment in this sector increasing by 20 percent during this period. Growth of more than 20 percent is also expected for manufacturing industries that do not produce wood products. The trade sector (18.9%) and transportation industries (20.3%) are also expected to experience significant increases in employment.

---

<sup>10</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.

**Economics -Table 6  
Employment Projections by Industry  
Oregon, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998- 2008</b>	<b>Percent Change 1998-2008</b>
Non-farm Payroll Employment	1,556,100	1,843,400	287,300	18.5%
Goods Producing	329,100	362,200	33,100	10.1%
Service Producing	1,227,000	1,461,200	254,200	20.7%
Manufacturing, Total	245,200	266,200	21,000	8.6%
Durable Goods	180,200	199,700	19,500	10.6%
Lumber & Wood Products	50,200	49,000	(1,200)	-2.4%
Other Durable Goods	130,000	150,700	27,000	20.8%
Non-durable Goods	65,000	66,500	1,500	2.3%
Food Products	24,800	24,100	(700)	-2.8%
Other Non-durable Goods	40,200	42,400	2,200	5.5%
Non-manufacturing total	1,310,900	1,577,200	266,300	20.3%
Mining & Quarrying	1,800	2,000	200	11.1%
Construction	82,100	94,000	11,900	14.5%
Trans., Comm., & Utilities	76,500	89,100	12,600	16.5%
Transportation	53,200	64,000	10,800	20.3%
Communications & Utilities	23,300	25,100	1,800	7.7%
Trade	383,800	456,300	72,500	18.9%
Wholesale Trade	96,100	114,400	18,300	19.0%
Retail Trade	287,700	341,900	54,200	18.8%
General Merchandise Stores	36,400	45,600	9,200	25.3%
Food Stores	42,200	48,800	6,600	15.6%
Eating & Drinking Places	104,400	123,200	18,800	18.0%
Other Retail Trade	31,000	37,800	6,800	21.9%
Finance, Insurance, Real Estate	95,100	108,900	13,800	14.5%
Services	416,200	543,700	127,500	30.6%
Business & Professional Services	93,400	140,000	46,600	49.9%
Health Services	105,800	124,600	18,800	17.8%
Other Services	217,000	279,100	62,100	28.6%
Government	255,400	283,200	27,800	10.9%

Federal	30,100	30,400	300	1.0%
State	58,100	65,200	7,100	12.2%
Local	167,200	187,600	20,400	12.2%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

### Regional Population and Employment Growth

Table 7 shows the Oregon Office of Economic Analysis population and employment forecasts for Polk County through 2040. For the period through 2010, employment is expected to grow at a faster rate than population. From 2010 through 2040, the Polk County population is forecast to grow faster than local employment. This forecast may be indicative of the general aging of the population as “baby-boomers” reach retirement age and leave the work force.

**Economics -Table 7  
Forecast Population and Employment Growth  
Polk County, 2000-2040**

Year	Population			Employment		
	Total	Change	Percent Change	Total	Change	Percent Change
2000	60,719			14,687		
2005	65,040	4,321	7.1%	15,869	1,182	8.1%
2010	69,402	4,002	6.2%	16,860	1,171	7.5%
2015	73,940	4,538	6.5%	17,601	741	4.4%
2020	78,502	4,562	6.2%	18,307	706	4.0%
2025	82,996	4,494	5.7%	19,029	722	3.9%
2030	87,307	4,311	5.2%	19,876	847	4.5%
2035	91,467	4,160	4.8%	20,775	899	4.5%
2040	95,479	4,012	4.4%	21,560	785	3.8%

Source: State of Oregon Office of Economic Analysis, 1997.

Table 8 is similar to Table 6. It shows employment forecasts by industry for 1998 to 2008 for the region consisting of Marion, Polk, and Yamhill counties. The forecasts were developed by the State of Oregon Employment Department. As with the statewide economy, the most significant increases in employment growth within Region 3 will occur in the services sector. Employment in this sector is forecast to increase by nearly 30 percent between 1998 and 2008, with the largest gains in the professional services industry.

Manufacturing employment is forecast to increase by about 10 percent. About 2,300 new jobs will be added in this sector. Approximately 74 percent of these jobs will be in industries that manufacture durable goods other than wood products.

**Economics -Table 8**  
**Employment Projections by Industry**  
**Marion, Polk, and Yamhill Counties, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998- 2008</b>	<b>Percent Change 1998- 2008</b>
Total Non-farm Payroll Employment	162,000	191,100	29,100	18.0%
Goods Producing	34,100	37,900	3,800	11.1%
Service Producing	127,900	153,200	25,300	19.8%
Manufacturing, Total	24,200	26,500	2,300	9.5%
Durable Goods	14,300	16,100	1,800	12.6%
Lumber & Wood Products	5,100	5,200	100	2.0%
Other Durable Goods	9,200	10,900	1,700	18.5%
Non-durable Goods	9,900	10,400	500	5.1%
Food Products	6,100	6,200	100	1.6%
Other Non-durable Goods	3,800	4,200	400	10.5%
Non-manufacturing total	137,800	164,600	26,800	19.4%
Mining & Quarrying	400	500	100	25.0%
Construction	9,500	10,900	1,400	14.7%
Trans., Comm., & Utilities	4,700	5,600	900	19.1%
Transportation	3,400	4,100	700	20.6%
Communications & Utilities	1,300	1,500	200	15.4%
Trade	34,500	41,300	6,800	19.7%
Wholesale Trade	5,200	6,300	1,100	27.5%
Retail Trade	29,300	35,000	5,700	19.5%
General Merchandise Stores	4,000	5,100	1,100	27.5%
Food Stores	4,800	5,600	800	16.7%
Eating & Drinking Places	10,800	12,900	2,100	19.4%
Other Retail Trade	9,700	11,400	1,700	17.5%
Finance, Insurance, Real Estate	7,800	8,800	1,000	12.8%
Services	39,200	50,900	11,470	29.8%
Business & Professional Services	7,600	10,500	2,900	38.2%
Health Services	11,700	13,900	2,200	18.8%
Other Services	19,900	26,500	6,600	33.2%
Government	41,700	46,600	4,900	11.8%

Federal	2,200	2,300	100	4.5%
State	19,200	20,800	1,600	8.3%
Local	20,300	23,500	3,200	15.8%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

Overall, the data suggest modest growth for the Independence economy in the coming years. Regional employment growth is expected to occur in several sectors, most notably manufacturing of durable goods, retail trade, and services that are all important elements of local employment. Independence has some locational factors that should encourage modest growth in the local manufacturing sector.

Agriculture and forestry remain an important part of the local economy. Through 2008, these industries are projected to grow at a slightly slower rate than the average for all industries in Region 3 (17 percent versus 18 percent).<sup>11</sup>

The next section of the report examines supply-side factors that may affect business location and development in Independence.

### **Factors Affecting Forecasted Growth**

The existing pattern of development in Polk County reflects the influence of locational factors and comparative advantages in the region and this pattern is unlikely to change substantially in the future. Independence developed based on its importance as an agricultural shipping center. Over time, a number of small manufacturing firms have located in the community due to the availability of less expensive industrial land and ready access to Highways 51 and 99W.

The following sections discuss supply-side factors that may affect business location and economic development in Independence.

### **How Firms Make Business Location Decisions**

The main goal for business firms is to locate where they can maximize revenue and profits. By merely listing all relevant location considerations, a decision maker can add all the costs and benefits accruing to a facility at each potential location. The location with the lowest net costs (after subtracting benefits) is in most situations the best location. Alternative locations should be compared for the cost of material and energy inputs, including the charges for transporting them, the cost of employees (wages, salaries, benefits, payroll taxes, unemployment insurance, training costs), construction or purchase and remodeling costs, taxes on corporate property, income, and inventory, and public incentives for new investment. Personal income taxes and housing costs are relevant to the extent that they represent a cost differential for current employees whom the company wants to relocate to a new location. These considerations are measurable, and can be added (or subtracted) for each potential location. Other considerations are less quantifiable, such

---

<sup>11</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

as the availability of workers with particular skills, the appropriateness of an existing building, the quality of life, or the likelihood of competitive reaction to the company's investment.

### **Quality of Life**

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Economic factors are discussed elsewhere in this report.

Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Net migration is expected to comprise about 70 percent of Oregon's population growth over the next 20 years.<sup>12</sup> A more attractive quality of life may help Independence attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community.

Independence possesses a number of characteristics that contribute to quality of life. The community offers urban amenities, such as shopping, health care, parks, and schools within a small town environment. Independence has an active downtown that includes shopping opportunities, a historic district, and access to the Willamette River. Further, residents have access to other nearby cultural and recreation amenities that can easily be reached from the Willamette Valley.

An Independence Visioning Committee met regularly during the fall of 2000 to develop an action plan for the community. The Committee listed the following qualities of Independence as most desirable (the number of votes for each feature follows in parentheses):

- Beautiful landscape / Natural amenities - River view / Waterways - Ash Creek & Willamette River / Wetlands - bird flight path - (23)
- Friendly - "Hometown USA" / Historic district (culture) / Friendly engaged citizens / Working-class town (13)
- Low crime rate (police force) (12)
- Cross-cultural mix (9)

### **Transportation**

Available transportation access is one of the most important factors affecting economic development. Transportation affects the cost of doing business at a location. Firms depend on ready transportation access to ship and receive goods. Ready access allows for reduced production costs and more convenient automobile access for customers and employees.

---

<sup>12</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.

State Highway 51 is located at the eastern edge of Independence and provides access to State Highway 22 that connects to I-5. I-5 serves as the primary transportation artery in the Willamette Valley and is located approximately 15 miles east of Independence. Interviews with several local firms indicate that Highway 51 provides adequate transportation access for shipment of materials and finished products. To a lesser extent, firms in Independence also have access to State Highway 99W which serves Corvallis to the south and McMinnville to the north.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. Independence is served by a rail line that runs north/south, passing through the old downtown area and an industrial area to the north. A short line railroad, the Portland & Western Railroad, provides local service between Portland and Eugene and connections to the national rail network through Burlington Northern Railroad and Union Pacific Railroad. The Portland & Western rail line parallels Highway 99W between the Portland metro area and Corvallis, then cuts east through Albany and follows Interstate 5 to Eugene. Connections to Burlington Northern can be made in Portland and to Union Pacific in Eugene or Portland.

### **Labor Force**

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. The Oregon Employment Department notes that in recent years employers in the mid-Willamette Valley have expressed concerns regarding recruiting and retaining skilled workers.<sup>13</sup>

The unemployment rate for the Salem Metropolitan Statistical Area (MSA), which includes Polk County, has been at or slightly lower than Oregon's unemployment rate since 1980. The Salem MSA unemployment rate has generally declined since peaking at 10.5 percent in 1982. Seasonally adjusted unemployment in the Salem MSA for November 2000 is 4.2 percent, the same as the Oregon rate. In general, the lower unemployment rate does not provide a comparative advantage in a tight labor market. However, because the statistical area includes all of Polk and Marion counties, it is impossible to determine the actual unemployment rate for Independence.

The Oregon Employment Department notes that in-migration will be a critical factor in the determining long-term growth in Region 3.<sup>14</sup> Not only do new residents create demand for goods and services, but they also supply additional workers. For the period from 1990 to 1997, the population of Polk County grew by 15.9 percent. In-migration accounted for 82 percent of the population growth. During this same period, Oregon's population grew by 13.2 percent, with in-migrants representing about 70 percent of this figure.<sup>15</sup>

### **Training Opportunities**

---

<sup>13</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>14</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>15</sup> Portland State University, Center for Census and Population, 1998.



Chemeketa Community College is located approximately 12 miles east of Independence. The Chemeketa Career Center provides educational and vocational rehabilitation assistance. Chemeketa coordinates its program for various companies in the Mid-Willamette Valley Region who need specific educational training for their employees.

Western Oregon University in Monmouth can assist industrial firms, if WOU has contacts for experts in the specific area. The Conference and Nonacademic Program Department's activities include customizing training in the business field. Previously, WOU customized training for managers at Teledyne-Wah Chang's Albany office.

The availability of employee training programs for specific firms depends on the kind of resources the specific firm wants delivered and what time constraints may exist.

### **Dallas-Monmouth-Independence Enterprise Zone**

The Dallas-Monmouth-Independence Enterprise Zone includes industrial areas along Highway 51 and near the Independence State Airport. In October 2000, the Enterprise Zone was expanded to include the Boise-Cascade office property in Monmouth as well as a large portion of the Independence Central Business District (CBD). The CBD area was added to the Zone to encourage development of an overnight lodging facility in the downtown area consistent with the Independence Downtown Development Plan.

Both new and existing businesses located within the Enterprise Zone are eligible for benefits as long as these firms produce 75 percent of gross income from non-retail sales. Enterprise Zone benefits include:

- 100 percent waiver for property taxes for three (3) years).
- 100 percent waiver of land use permit fees.
- 50 percent discount for building permit fees.
- 25 percent discount for System Development Charges.

### **Land Cost**

The Salem Economic Development Corporation maintains a database of available commercial and industrial properties in the mid-Willamette Valley. The most recent database listing shows 36 properties with advertised sales prices, most of which are in Salem. These properties range in size from 0.9 acre to 79.2 acres. Sale prices for the properties range from \$35,803/acre to \$376,666/acre. The average sales price is \$109,950/acre and the median price is \$99,722/acre.

Of the 36 properties listed, one (1) industrial property, 56 acres in size, is listed from Independence. This property has an advertised sales price of \$38,000/acre which is the second lowest price listed. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem market, are lower in the

Independence area. This factor was also borne out in interviews conducted with several firms located in Independence. Lower land cost was often cited as a primary reason for the firm's location.

### **City Policies Affecting Economic Development**

The Independence Comprehensive Plan includes an economic development goal and associated policies. As stated in the Independence Comprehensive Plan, the city's economic development goal is:

“To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.”

Associated economic development policies include:

- Encouraging a wide variety of commercial activities in convenient and desirable locations to serve city residents.
- Retaining downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
- Emphasizing the waterfront and existing historic structures in any overall downtown redevelopment plan.
- Encouraging new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
- Discouraging strip development along roads and highways and promoting the clustering of commercial uses.
- Encouraging non-polluting labor-intensive industries to locate within the City.
- Encouraging the industrial park concept in soliciting new industry for the area.
- Encouraging the development of economic activities that will provide jobs to utilize the skills of the local labor force.
- Encouraging the development of local job training programs for residents seeking employment.
- Encouraging economic development planning and programming activities to stimulate private sector development.
- Cooperating with relevant federal, state, regional, and local government agencies in economic development planning for the area.

## Local Employment Growth Forecast

Employment growth is forecast for both Oregon and Polk County over the next 20 years. **Table 9** shows the forecast for covered employment in Independence for 2020. Independence's share of Polk County employment in 1995 was 18 percent. In 1999, this figure fell to 17 percent. With the comparative location advantages found in Independence, such as lower land costs and available transportation access, there is no reason to believe that this figure will decline. The local employment forecast is based on an assumption that this percentage will remain the same in 2020. The forecast also makes assumptions regarding the distribution of employment in Independence in 2020. These assumptions are based on projected trends for employment growth within the region and current information regarding proposed industrial development.

**Economics -Table 9  
Forecast of Covered Employment  
Independence, 2020**

	1995		1999		2020	
Polk County Total Employment	12,877		14,303		18,307	
Independence Share of Polk Co. Total	18%		17%		17%	
Sector	Percent	Total	Percent	Total	Percent	Total
Agriculture, Forestry, Fishing	23.8%	556	19.1%	466	15.0%	494
Construction	3.3%	77	1.4%	34	1.8%	59
Manufacturing	14.9%	347	16.0%	390	21.5%	710
Trans., Comm., Utilities	2.2%	52	2.6%	64	2.5%	82
Wholesale Trade	3.0%	71	8.0%	196	8.0%	265
Retail Trade	17.2%	402	17.2%	419	17.0%	560
Finance, Insurance, Real Estate	1.5%	36	1.0%	25	1.3%	44
Services	12.3%	288	11.9%	290	12.8%	422
Government	21.6%	505	22.7%	553	20.0%	659
<b>Total</b>	<b>100.0%</b>	<b>2,334</b>	<b>100.0%</b>	<b>2,437</b>	<b>100.0%</b>	<b>3,295</b>

Source: 1995 and 2020 Polk County employment forecast from the State of Oregon Office of Economic Analysis. 1999 Polk County forecast calculated by MWVCOG. 1995 and 1999 local employment distribution calculated by MWVCOG from Oregon Employment Department covered employment data. Local employment forecast for 2020 calculated by MWVCOG.

Covered employment includes only those workers covered under unemployment insurance. The data tends to underestimate total employment by excluding certain employees, such as business owners and some agricultural workers. Overall, covered employment accounts for only about 81 percent of all employment in Oregon. In **Table 10**, covered employment is converted to total employment using statewide conversion ratios. Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment.

**Economics -Table 10  
Total Employment  
Independence, 1999 and 2020**

Sector	Wage & Salary Percentage Total	1999 Total	2020 Total	1999-2020 Growth
Agriculture, Forestry, Fishing	62%	752	797	45
Construction	73%	47	81	34
Manufacturing	94%	415	755	340
Trans., Comm., Utilities	87%	74	94	20
Wholesale Trade	94%	209	282	73
Retail Trade	84%	499	667	168
Finance, Insurance, Real Estate	60%	42	73	31
Services	74%	392	570	178
Government	100%	553	659	106
<b>Total</b>		<b>2,983</b>	<b>3,978</b>	<b>995</b>

Source: MWVCOG, 2001.

**Table 11** shows the 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Economics - Table 11  
Total Employment Growth by Land Use Type  
Independence, 2020**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	<b>2,983</b>	<b>3,978</b>	<b>995</b>	<b>100%</b>

Source: MWVCOG, 2001.

A primary function of the economic opportunities analysis is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development. Several assumptions were made to convert the employment growth shown **Table 11** to vacant acres needed by land use type. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. Some workers or business owners may work from their home. The 1990 Census showed that less than one-half of one percent of all workers in Independence worked at home. With the recent development of advanced telecommuting technology, this figure can be expected to increase. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.
- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least \$5,000 (based on Polk County Assessor records), where the ratio of land value to improvement value is 1:1 or greater. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 12** shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51.4 acres will be needed to accommodate projected employment growth through 2020.

**Economics - Table 12  
Land Need by Land Use Type  
Independence, 1999-2020**

<b>Sector</b>	<b>Total Employment Growth</b>	<b>Employees/Acre</b>	<b>Requiring no non-residential built space or land</b>	<b>On Existing Developed Land</b>	<b>On Vacant Land</b>	<b>Vacant/Redevelopable Acres Needed</b>
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
<b>Total</b>	<b>889</b>		<b>9</b>	<b>89</b>	<b>791</b>	<b>51.4</b>

Source: MWVCOG, 2001.

**Table 13** shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Independence urban area. Inventories of vacant and redevelopable commercial and industrial properties are included as appendices B and C. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Economics -Table 13  
Commercial and Industrial Buildable Lands Inventory Summary  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Redevelopable</b>	<b>Total Acres</b>
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Commercial</b>	<b>10.8</b>	<b>2.7</b>	<b>13.5</b>
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.7	39.4
<b>Industrial</b>	<b>93.2</b>	<b>13.2</b>	<b>106.4</b>
<b>Total</b>	<b>104.0</b>	<b>15.9</b>	<b>119.9</b>
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.0	6.3
<b>Total</b>	<b>6.3</b>	<b>0.0</b>	<b>6.3</b>

<b>Independence Urban Area Total</b>			
Commercial	10.8	2.7	13.5
Industrial	99.4	13.2	112.6
<b>Total</b>	<b>110.2</b>	<b>15.9</b>	<b>126.1</b>

Source: Polk County Assessor data, MWVCOG, 2001

**Table 14** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand.

**Economics -Table 14**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial	112.6
<b>Total Supply</b>	<b>126.2</b>
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	<b>51.4</b>
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	74.6
<b>Total</b>	<b>74.8</b>

Source: MWVCOG, 2001.

OAR 660-09 states that cities should survey existing businesses to identify the types of sites needed for future expansion. MWVCOG conducted a survey of seven (7) existing industrial employers in Independence. Only one, Royal T Manufacturing, indicated that they planned to expand. That expansion will occur on a 2-acre site adjacent to their existing facility.

**Table 15** shows the size characteristics of developed, vacant, and redevelopable commercial and industrial properties in Independence. In general, commercial properties in Independence have developed on properties that are between 0.2 and 0.5 acres in size. Larger properties have developed in the Commercial Retail (CR) Zone. This zone provides for a broader range of commercial uses.

Developed industrial properties have tended, on average, to be about 1.7 to 3.4 acres in size. Larger properties have developed in the Heavy Industrial Zone, a zone where more intensive industrial uses are permitted.

For all zones, except for the Heavy Industrial (IH) Zone, the average size of vacant and redevelopable properties is consistent with the average size of developed properties. **Figure 1** of the Land Use section of the Comprehensive Plan shows all vacant and redevelopable properties, by zone within the Independence urban area. All of the vacant and redevelopable properties have public facilities readily available.

In the IH Zone, the mean size for vacant parcels is 1.2 acres and the average size of developed parcels is approximately 3.4 acres. In this zone, two (2) vacant properties are significantly larger than the average size of developed parcels in this zone. Further, in several locations, a number of



smaller vacant parcels zoned IH adjoin each other and could be consolidated into larger parcels for development purposes.

Based on this information, adequate sites are available within Independence to accommodate the types of uses that could be expected to locate in the city.

**Economics -Table 15**  
**Size Characteristics of Developed, Vacant, and Redevelopable Properties by Zone**  
**Independence, 2000**

Zone/Plan Designation	Developed			Vacant			Redevelopable		
	Acres	Mea n	Media n	Acres	Mea n	Media n	Acres	Mea n	Media n
Commercial Office Zone (CO)	1.8	0.2	0.2	1.1	0.4	0.5	0.0	0.0	0.0
Commercial Retail Zone (CR)	35.7	0.5	0.2	8.3	0.5	0.2	2.7	0.4	0.5
Commercial Highway Zone (CH)	6.8	0.3	0.2	1.4	0.2	0.2	0.0	0.0	0.0
Light Industrial Zone (IL)	35.5	1.7	1.1	57.5	5.7	0.9	9.5	1.6	0.9
Heavy Industrial Zone (IH)	108.6	3.4	2.0	35.7	1.2	0.4	3.7	1.2	0.7
Industrial (I) (inside UGB)	8.0	8.0	8.0	6.3	2.1	2.7	0.0	0.0	0.0

Source: MWVCOG.

### Key Findings and Future Planning Implications

Covered employment in Independence in 1999 was 2,437 persons or about 17 percent of total employment in Polk County. Employment in the Independence area is dominated by the Government, Agriculture, Forestry, and Fishing, Retail Trade, and Manufacturing sectors, which together comprise about 75 percent of the area's total employment. The largest industries in Independence include:

- Government, including Central School District (553 jobs in 1999),
- Agriculture, Forestry, and Fishing (466 jobs),
- Retail Trade (419 jobs), and
- Manufacturing (390 jobs).

Overall, the economy in Region 3, comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth over the next 20 years. Independence should be able to capitalize on that growth. Independence has some comparative advantages related to quality of life factors, the availability of suitable commercial and industrial sites that have public services readily available, and transportation access to Highways 51 and 99W. The city is located between major markets in Eugene and Portland. Local comprehensive plan policies are generally supportive of economic development.

Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment. Manufacturing, Services, and Retail Trade sectors will experience the largest employment growth over the 20-year period.

An adequate amount of vacant or redevelopable commercial and industrial land is available to meet the forecasted need through the year 2020. All vacant and redevelopable properties have

services readily available. The type and size of available commercial and industrial sites is typical of sites that have been previously developed.

Map

Amendments

Fold-out

Plan Update

December 2001

(TAB)

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

An Ordinance Amending the Independence )  
Comprehensive Plan, Comprehensive Plan )  
Map, and Zoning Map )

Council Bill # 2001-13

**ORDINANCE NO. 1400**

WHEREAS, the City of Independence is currently engaged in periodic review of the Comprehensive Plan and implementing ordinances; and

WHEREAS, after proper legal notice, the Independence Planning Commission conducted a public hearing concerning proposed amendments to the Comprehensive Plan, Comprehensive Plan Map, and Zoning Map, at which time interested parties and the general public had an opportunity to be heard; and

WHEREAS, the Independence City Council has reviewed all matters presented and has reviewed the record and recommendations of the Planning Commission, NOW THEREFORE,

THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The attached Exhibit " A " is hereby adopted as an amendment to the Independence Comprehensive Plan. A portion of these amendments replaces the following Background Information sections of the Independence Comprehensive Plan in their entirety: Land Use, Urbanization, Housing, and Economics Characteristics and Trends.

Section 2. The Independence Comprehensive Plan Map and Zoning Map are hereby amended as shown in Exhibit "B".

READ for the first time: November 13, 2001

READ for the second time: November 13, 2001

APPROVED and SIGNED  
by the Mayor: November 13, 2001

EFFECTIVE Date: December 13, 2001

ATTEST:

**COPY**

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER

## Exhibit "A"

Language to be added is shown **bold and underlined**. Language to be deleted is shown ~~struck-through~~.

### LAND USE

**GOAL:** To encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.

#### Policies

1. Independence shall update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances.
2. Independence shall establish and utilize low, medium and high density residential land use designations.
3. Independence shall establish and utilize a commercial land use designation.
4. Independence shall establish and utilize an industrial land use designation.
5. Independence shall insure that new industrial uses will be compatible with surrounding uses.
6. Independence shall, by use of land use designations and proper zoning techniques establish the downtown central business district as the primary commercial area within the City and encourage its continuation as such.
7. Independence shall designate **zone** annexed land ~~as residential land unless presently designated otherwise~~ **consistent with the Comprehensive Plan designation**.

## URBANIZATION

**GOAL:** To provide for an orderly and efficient transition from rural to urban land.

### Policies

1. Independence shall not extend urban services beyond city boundaries.
2. Independence shall provide public notice of any proposed annexation or land use action and shall provide to the public an ~~analysis~~ **assessment** of ~~any increased costs due~~ **potential impacts** to ~~additional~~ public facilities and services ~~required~~.
3. Independence shall review the urban growth boundary at least every 5 years to determine its adequacy given changing circumstances and population.
4. Independence shall coordinate with Polk County and the City of Monmouth ~~in developing a phased growth plan~~ **on growth management issues**.
5. Independence shall coordinate with Polk County when considering any annexation and shall utilize the policies contained within the intergovernmental agreement between city and county regarding the management of the urbanizable area prior to any annexation or other development action.



## HOUSING

**GOAL:** To insure everyone the opportunity to live in safe and healthy housing and to provide a choice of housing types and densities.

### Policies

1. Independence shall encourage the provision of adequate numbers of housing at various price ranges and types.
2. Independence shall provide for the growing population of manufactured homes by designating appropriate areas for the location of manufactured home parks.
3. Independence shall encourage the up-grading of housing stock by private individuals.
4. Independence shall maintain a share of the regional low-income housing quota.
5. Independence shall required that high trip-generating multi-family units shall have nearby access to arterial or collector streets.
6. Independence shall encourage use of energy saving technology and methods in future development.
7. Independence shall ~~maintain very low density~~ **ensure that** residential development ~~along~~ **in the vicinity of** Ash Creek and the Willamette **River does not adversely impact riparian areas and water quality** ~~in order to retain their natural beauty and their accessibility by all people.~~

## ECONOMY

**GOAL:** To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.

### Policies

1. The City of Independence shall encourage a wide variety of commercial activities in convenient and desirable locations to serve city residents.
2. The City of Independence shall retain the downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
3. The City of Independence shall key any overall downtown redevelopment plan to emphasize the waterfront and existing historic structures.
4. The City of Independence shall encourage new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
5. The City of Independence shall discourage strip development along roads and highways and shall promote the clustering of commercial uses.
6. The City of Independence shall encourage non-polluting labor-intensive industries to locate within the City.
7. The City of Independence shall encourage the industrial park concept in soliciting new industry for the area.
8. The City of Independence will encourage the development of economic activities which will provide jobs able to utilize the skills of the local labor force.
9. The City of Independence will ~~encourage~~ **support** development of local job training **and other career assistance** programs for residents seeking employment.
10. The City of Independence will encourage economic development planning and programming activities that serve to stimulate private sector development.
11. The City of Independence shall cooperate with relevant federal, state, regional, and local government agencies in economic development planning for the area.
- 12. The City of Independence shall develop standards in the Zoning Ordinance to encourage or require, with development or redevelopment, the consolidation of vehicle accesses on arterial streets, where appropriate and practical.**
- 13. The City of Independence shall designate appropriate and sufficient land in a variety of different parcel sizes and locations to fulfill the community's industrial needs.**

- 14. The City of Independence shall coordinate planning activities with Polk County in order that lands suitable for industrial use, but not needed within the planning period, are zoned in a manner which retains these lands for future industrial use.**
- 15. Industrial and commercial development adjacent to rail lines shall be designed and constructed in a way that does not preclude the future use of the rail facility.**

**Note: These amendments replace the following Background Information sections of the Independence Comprehensive Plan in their entirety: Land Use, Urbanization, Housing, and Economics Characteristics and Trends.**

## **Land Use**

### **Introduction**

A land use plan indicates the area into which various types of activities are expected to occur. Independence designates seven (7) categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall not exceed a density of twelve (12) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall not exceed a density of twenty (20) units per gross acre.
4. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.
6. Public Services. Public Service uses include all government and semi-public lands and uses.
7. Agriculture. The Agriculture designation is intended to protect areas for the continued practice of agriculture and permit the establishment of only those new uses that are compatible to agricultural activities.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2000, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage for residential, commercial and industrial land in the city.

**Land Use - Table 1**  
**Developed Land Uses within the Independence UGB**  
**By Zone, 2000**

Zoning Designation	Acres <sup>2</sup>	Percent of Total Area <sup>1</sup>
Residential	298.6	59.8
Commercial	48.8	9.8
Industrial	152.1	30.5
Total	499.5	100%

Source: MWVCOG, 2000.

<sup>1</sup>Does not include land zoned for public or agricultural uses

<sup>2</sup>Acresage data is from the Polk County Assessor and does not includes public rights-of-way.

### **Buildable Lands Inventory**

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant, partially vacant, and redevelopable. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is partially vacant and/or redevelopable.

- ☞ Vacant land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Independence is 5,000 square feet.
- ☞ Within the city limits, partially vacant land consists of residential parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land.
- ☞ For land between the city limits and the UGB, partially vacant land consists of residential parcels that are at least 1.0 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.50-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land. The larger area attributed to the existing residence in this portion of the urban area is intended to account for the presence of larger homes and an adjacent septic system serving the residence.
- ☞ Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

This analysis also assumes that 27 percent of the gross vacant or partially vacant residential land area will be dedicated for use as public facilities (rights-of-way, parks, etc). This percentage has been subtracted from the gross amount of buildable residential land in these categories.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

**Figure 1** shows vacant, partially vacant, and redevelopable land within the Independence urban area by zoning designation.

### Residential Land

**Table 2** shows the amount of buildable land for each residential zoning district within the Independence urban area (both city limits and UGB). Approximately 299.2 net buildable acres are available for residential development within the urban area. Of that amount, approximately 178.8 acres are available within the city limits and an additional 120.3 acres are available between the city limits and UGB. Within the urban area, approximately 21.0 acres designated for residential use can be considered redevelopable. Approximately 299 acres within the Independence UGB are currently developed for residential use.

**Land Use - Table 2  
Buildable Residential Land  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	36.5	3.5	4.3	44.3
Medium Density Residential Zone (RM)	64.1	10.9	14.5	89.4
High Density Residential Zone (RH)	12.4	0.1	1.9	14.5
Single Family Residential Airpark (RSA)	30.3	0.00	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	<b>143.3</b>	<b>14.5</b>	<b>21.0</b>	<b>178.8</b>
<b>Between the City Limits &amp; UGB</b>				
Residential (R)	21.0	80.3	19.0	120.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	<b>21.0</b>	<b>80.3</b>	<b>19.0</b>	<b>120.3</b>
<b>Net Buildable Acres Within the Urban Area<sup>1</sup></b>	<b>164.3</b>	<b>94.9</b>	<b>40.0</b>	<b>299.1</b>

Source: Polk County Assessor data, MWVCOG, 2000.

## Commercial Land

**Table 3** shows that approximately 13.6 net vacant acres are available for commercial development within the Independence city limits. (No land designated for future commercial use is located between the city limits and urban growth boundary.) Approximately 2.7 acres designated for commercial use can be considered redevelopable. Approximately 49 acres within the Independence UGB are currently developed for commercial use.

**Land Use - Table 3  
Buildable Commercial Land  
Independence, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Net Buildable Acres Within the City Limits</b>	10.8	2.7	13.6

Source: Polk County Assessor data, MWVCOG, 2000

## Industrial Land

**Table 4** shows the amount of buildable land for each industrial zoning district within the Independence urban area (both city limits and UGB). Approximately 99.4 net vacant acres are available for industrial development within the urban area. Of that amount, approximately 93.1 vacant acres are available within the city limits and an additional 6.3 acres are available between the city limits and UGB. Within the urban area, an additional 13.2 acres designated for industrial use can be considered redevelopable. Approximately 152 acres within the Independence UGB are currently developed for industrial use.

**Land Use - Table 4  
Buildable Industrial Land  
Independence, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
<b>Within City Limits</b>			
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.6	39.3
<b>Net Buildable Acres Within the City Limits</b>	93.1	13.2	106.3
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.00	6.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	6.3	0.00	6.3
<b>Net Buildable Acres Within the Urban Area</b>	99.4	13.2	112.6

Source: Polk County Assessor data, MWVCOG, 2000

## Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2020 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

### Future Residential Land Needs

#### Average Net Density

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-family, multi-family, and manufactured homes within manufactured home parks.

ORS 197.296 requires that jurisdictions review the density of development that has occurred during the period since the last periodic review of comprehensive plans. The last periodic review of the Independence Comprehensive Plan was conducted in 1987.

The average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – 5.5 units/acre
- Multi-family residential – 9.9 units/acre
- Manufactured home parks – 7.8 units/acre.

The origin of these densities is described below.

#### Single-Family Development

Since 1987, six (6) subdivisions have been approved and at least partially developed. **Table 5** shows recent single-family residential development. This includes subdivision development and infill development through the partitioning process. During this period, 360 single-family dwelling units have been developed on 74.4 acres. The resulting average net density of the development is 4.8 units per acre.

**Land Use – Table 5  
Single-Family Residential Development  
Independence, 1987-2000**

Subdivision	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
Airpark	RSA	50	17.5	2.9
Ashbrook	RM	123	25.3	4.9
Donita Estates	RS	42	8.4	5.0
Mt. Fir Estates	RS/RM	64	10.0	6.4
Northgate	RM	38	5.6	6.8
River Oak	RS	26	4.7	5.5
Infill Partitions	RS/RM	17	2.9	5.8
<b>Total</b>		<b>360</b>	<b>74.4</b>	<b>4.8</b>

Source: City of Independence, MWVCOG, 2000

The Airpark Subdivision is a unique residential development with lots that average about 0.25 acre (about 10,800 square feet) in size. Such lots are more than twice the minimum size allowed for single-family development in other zones. If the recently developed area within the Airpark Subdivision is excluded,



the average net density of single-family development in these subdivisions and infill partitions is approximately 5.5 units per acre. This density is more typical of standard single-family residential development and is the density used to calculate future single-family residential land needs.

### Multi-Family Development

Except for 47 units developed as part of the Ashbrook Subdivision, recent multi-family developments have occurred on existing platted lots. **Table 6** shows the location, size and density of multi-family developments constructed since 1987. The average net density of these developments is 9.9 units per acre.

**Land Use – Table 6**  
**Multi-Family Residential Development**  
**Independence, 1987-2000**

Map & Tax Lot	Zone District	Multi-Family Units	Net Acres Developed	Net Density (units/acre)
8-4-20DC 7900	RM	4	0.5	8.7
8-4-20DC 12100	RM	2	0.2	8.3
8-4-20DC 12800	RM	2	0.2	8.7
8-4-21DB 501	RM	4	0.2	20.0
8-4-28BA 6700	CO	4	0.2	17.4
8-4-29AC 500	RM	4	0.3	12.1
8-4-29BD 1700	RM	2	0.2	10.5
8-4-16C 1801	RM	2	2.6	0.8
8-4-20DC 3600	RM	72	6.1	11.8
8-4-29BD 1800	RM	2	0.2	10.5
8-4-29BD 1900	RM	2	0.2	10.5
8-4-29BD 2400	RM	2	0.2	10.0
8-4-21CD 901	RM	2	0.1	14.3
8-4-21CA 4600	RM	2	0.3	6.5
8-4-29AC 3101	RM	2	0.2	8.7
8-4-29BD 2100, 2200	RM	42	2.6	16.5
8-4-16C 1800	RM	32	2.7	11.8
8-4-29BD 2300	RM	2	0.2	10.5
Ashbrook Subdivision	RM	47	5.9	7.9
<b>Total</b>		<b>231</b>	<b>23.3</b>	<b>9.9</b>

Source: City of Independence Building Permit data, MWVCOG, 2000

### Manufactured Housing Parks

Several manufactured home parks have been established in Independence. One park, Green Acres, with 45 units sited on 11 acres has been established since 1987. Overall, 360 manufactured homes are located on approximately 47.3 acres in manufactured parks within the city resulting in an average net density of 7.6 units per acre.

## Future Residential Land Needs

The housing needs analysis (see Housing - Table 4) identified 1,110 new residential units that will be needed to accommodate the projected 2020 population of 9,559 persons. Of the 1,110 new residential units, 42.7 percent, or about 473 units, are needed to meet projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the current rental market supply is currently about 94 units short of the existing need. In this analysis, we assume that this unmet need can be met by providing additional multi-family units<sup>1</sup>. Consequently, in order to meet existing and projected need for such housing, 406 additional multi-family units will be needed over the next 20 years.

**Land Use – Table 7  
Projected Housing Mix and Residential Land Needs  
Independence, 2020**

Housing Type	Existing Units	Additional Units Needed 2020	Percent of New Units	Net Density (units/acre)	Acres Needed 2020
Single Family	1,234	510	45.9	5.5	93.6
Multi-Family	462	406	36.6	9.9	40.9
Manufactured Homes in Parks	360	194	17.5	7.6	25.5
<b>Total</b>	2,056	1,110	100.0	7.0	159.9

Source: MWVCOG, 2000

Looking back at Table 2, adequate vacant, partially vacant, or redevelopable land is available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 299 acres are available for residential development within the entire urban area, with 179 acres available within the city limits. An estimated 160 acres will be needed to accommodate future residential growth.

About 41 acres of land designated for multi-family development will be needed by 2020. Table 2 shows that about 104 acres of land zoned RM or RH are currently available for development within the city limits. Duplexes are also allowed in the RS Zone and some of the need for multi-family land can be met through development of duplexes in this zone.

Approximately 94 acres will be needed for single-family development through 2020. At present, about 75 acres zoned either RS or RSA are available to accommodate single-family residential development. An additional 120 acres outside the city limits, but within the UGB, can be designated for future single-family development.

While the buildable lands inventory shows that sufficient land is available to accommodate residential development, the housing needs analysis (see Housing -Table 4) shows that the local housing market is not meeting the need for multi-family housing. Based on age and income characteristics of the local

---

<sup>1</sup> Some portion of the unmet need for rental units may also be provided as new single-family residences are constructed to meet the needs of the owner-occupied market and older single-family residential units, that were formerly owner-occupied, are converted to rental units. The number of owner-occupied single-family units that will be converted to rental units is impossible to predict, however. For purposes of this analysis, we assume that new multi-family units will need to be constructed to meet the unmet need.

population, a need exists for an additional 94 rental units. In order to meet this unmet need and the additional needs of the population by 2020, about 406 units of multi-family housing should be constructed.

Also, an additional 25 acres will be needed to accommodate manufactured homes in manufactured home parks. Manufactured home parks are allowed as a conditional use only in the Medium-Density Residential (RM) and High-Density (RH) zones.

In response to the need to provide adequate land for development of multi-family housing and manufactured home needs, several parcels of land in the city limits were rezoned and a number of additional parcels between the city limits and UGB were redesignated on the city's Comprehensive Plan Map. These properties remain under Polk County's land use jurisdiction (zoning) until they are annexed into the city.

**Table 8** shows the properties that have been redesignated and rezoned to meet future residential land needs.

**Land Use - Table 8  
Residential Land Re-designations to Meet Projected Need  
Independence, 2020**

Map & Tax Lot Number	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Net Buildable Acres
<b>Within City Limits</b>					
16C0 1500	Light Industrial	IL	Residential Medium Density	RM	1.1
8429BC 1900	Low Density Residential	RS	High Density Residential	RH	3.5
8429 600 (portion)	Heavy Industrial	IH	Residential Medium Density	RM	9.8
<b>Between City Limits &amp; UGB<sup>1</sup></b>					
8428CC 4100	Residential	SR	Medium Density Residential	(RM)	13.5
843300 200 (portion)	Residential	SR	Medium Density Residential	(RM)	7.3
842000 700	Residential	SR	Medium Density Residential	(RM)	0.9
842000 701	Residential	SR	Medium Density Residential	(RM)	1.5
842000 702	Residential	SR	Medium Density Residential	(RM)	1.5
842000 800	Residential	SR	Medium Density Residential	(RM)	5.8
842000 801	Residential	SR	Medium Density Residential	(RM)	0.7
842000 900	Residential	SR	Medium Density Residential	(RM)	5.4
842000 901	Residential	SR	Medium Density Residential	(RM)	1.0
8420C0 200	Residential	SR	Medium Density Residential	(RM)	3.7
8420C0 201	Residential	SR	Medium Density Residential	(RM)	9.1
8420C0 300	Residential	SR	Medium Density Residential	(RM)	2.9
<b>Total</b>					<b>67.7</b>

Source: MWVCOG, 2001.

<sup>1</sup> Areas between the city limits and the urban growth boundary are under the zoning jurisdiction of Polk County until annexed into the city. The proposed zoning designation shown in parentheses would only become effective upon annexation.

**Table 9** shows the buildable residential land within the urban area after properties have been re-designated to meet projected housing need. With the additional 67.7 acres, more than 170 acres of land designated for multi-family housing and manufactured home parks are available for development within the Independence urban area. This is more than half of the total amount of buildable residential land within the city. With this additional acreage, the city's land use plan provides the opportunity for adequate numbers of needed housing units to be constructed to serve various sectors of the housing market consistent with Statewide Planning Goal 10.

**Land Use - Table 9  
Buildable Residential Land After Re-designations  
Independence, 2001**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	33.0	3.5	4.3	40.8
Medium Density Residential Zone (RM)	65.2	10.9	14.5	90.6
High Density Residential Zone (RH)	15.9	0.1	1.9	17.9
Single Family Residential Airpark (RSA)	30.3	0.0	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	<b>144.4</b>	<b>14.5</b>	<b>21.0</b>	<b>179.9</b>
<b>Between the City Limits &amp; UGB</b>				
Single-Family Residential (RS)	18.8	59.3	2.4	80.5
Medium Density Residential (RM)	15.7	21.0	16.6	53.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	<b>34.5</b>	<b>80.3</b>	<b>19.0</b>	<b>133.8</b>
<b>Net Buildable Acres Within the Urban Area</b>	<b>178.9</b>	<b>94.8</b>	<b>40.0</b>	<b>313.7</b>

Source: Polk County Assessor data, MWVCOG, 2001.

### **Future Commercial and Industrial Land Needs**

The Economics section of the Comprehensive Plan includes a 2020 forecast of local employment (see Economics - Table 9). One purpose for forecasting local employment determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

**Table 10** shows the forecasted 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Land Use - Table 10**  
**Total Employment Growth by Land Use Type**  
**Independence**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	2,983	3,978	995	100%

Source: MWVCOG, 2001.

Several assumptions were made to convert the employment growth shown in **Table 10** to vacant acres needed for commercial and industrial uses. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.
- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. An analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 11** shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51 acres will be needed for projected employment growth through 2020.

**Land Use - Table 11  
Commercial and Industrial Land Needs  
Independence, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
<b>Total</b>	<b>889</b>		<b>9</b>	<b>89</b>	<b>791</b>	<b>51.4</b>

Source: MWVCOG, 2001

Table 12 shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Land Use - Table 12  
Comparison of Supply and Demand for Commercial and Industrial Land  
Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial <sup>1</sup>	111.2
<b>Total Supply</b>	<b>124.8</b>
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	<b>51.4</b>
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	73.2
<b>Total</b>	<b>73.4</b>

Source: MWVCOG, 2001.

<sup>1</sup> 1.5 acres subtracted from Industrial land supply for the Light Industrial parcel rezoned to Residential Medium Density.

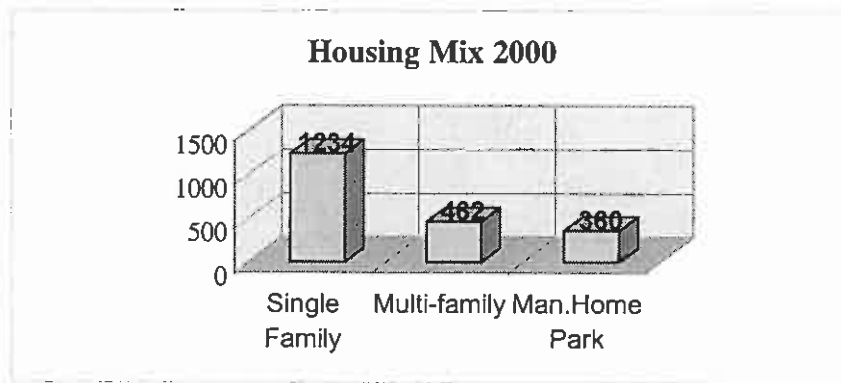
## Housing

### Existing Conditions

Figure 1 shows the existing mix of residential housing units within the city limits as determined through the buildable lands analysis. Of the 2,056 residential units, 1,234 units, or 60 percent are single-family residential units. Approximately 22 percent of the units are multi-family residences and the remaining 18 percent of the units are manufactured homes within manufactured housing parks.

A total of 56 units of government-assisted housing are currently provided in Independence. This accounts for about 2.7 percent of all residential units. These include 29 multi-family units constructed by the Polk Community Development Corporation using state-funded construction grants and low-interest mortgage. In exchange, rents are offered at this complex are lower than market rates. The remaining units are offered at market rates and Housing and Urban Development (HUD) funds are used to subsidize a portion of the rent. All but two (2) of the subsidized units are multi-family units.

Figure 1



### Housing Needs Analysis

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.* a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of a 20-year period from 1999 to 2020.

The analysis of housing need introduces the following assumptions:

- (1) **Vacancy Rates.** At any given time, a number of homes within the community are vacant. We have assumed a 5.0 percent vacancy rate for 1999 and 2020. This rate is based on an average vacancy rate calculated from the 1980 and 1990 Census data. In 1980, Independence's housing vacancy rate was 7.8 percent and the rate was 4.0 percent in 1990. The two vacancy rates average to 5.90 percent, however the rate declined significantly between 1980 and 1990. Consequently, we use a lower rate of 5.0 percent.

- (2) Persons per household. We have assumed there are approximately 3.17 persons per household for 1999, and that the household size will remain the same in 2020. While this information is included in the data, analysis conducted by the Oregon Housing and Community Services Department in developing the housing needs model showed that household size is not necessarily a factor affecting need for particular types of housing. Data from the 1980 Census showed 2.80 persons per household, and 1990 Census data showed 2.95 persons per household. The figure we use, 3.17 persons per household, was derived from the estimated 1999 population and the actual number of occupied residential units identified in the buildable lands study.
- (3) Group Quarters. The percentage of persons living in 'group quarters' will remain constant in both 1999 and 2020. The U.S. Census Bureau classifies all persons not living in households as living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.
- (4) The ratio of owner-occupied (owned) units to rental units is the same for vacant units as it is for occupied units.
- (5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. We assume that economic conditions in 2020 are similar to those in 1999. Household income, as well as housing costs, is expressed in 1999 dollars for ease of comprehension.
- (6) The analysis assumes that price ranges and rents are commensurate with the financial capabilities of local households. This means we assume that no more than 30 percent of gross household income is used to pay housing costs. The 30 percent threshold is the same as that used by the Department of Housing and Urban Development to determine housing affordability.

### **Current Housing Needs**

The 1999 population estimate for Independence is that developed by the Center for Population Research and Census at Portland State University. The Center produces annual estimates for every incorporated city in Oregon. The 2020 population projection used in this report is the same projection developed for the *Independence* Water System Master Plan, 1997. The 2020 population projection has been adopted by Polk County for the City of Independence through a coordinated process required under state law (ORS195.036).

**Table 1** shows various estimates regarding the local housing need in 1999. The estimated population is 6,195 persons and the total number of dwelling units is 2,056. The resulting household size is approximately 3.17 persons per dwelling. The housing needs model shows that approximately 1,120 owner-occupied units are needed.



**Housing - Table 1  
Housing Status (estimated)  
Independence, 1999**

Population (estimated)	Persons in Group Quarters <sup>1</sup>	Persons per Household	Total Dwelling Units <sup>2</sup>	Occupied Dwelling Units <sup>3</sup>	Vacant Units <sup>4</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
6,195	58	3.14	2,056	1,954	102	1,120	834	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

<sup>2</sup> "Total dwelling units" does not include group quarters dwelling units.

<sup>3</sup> "Occupied dwelling units" does not include group quarters dwelling units.

<sup>4</sup> Based on an assumed vacancy rate of 5 percent.

The housing model shows that 834 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. From the buildable lands analysis we know that 462 multi-family units are currently located in Independence. The Joint Center for Housing Studies at Harvard University has noted that, nationwide, single-family residences account for fully one-third of all rental units.<sup>2</sup> Assuming that 33 percent of the 834 needed rental units are single-family residences, as many as 278 single-family units are currently used as rental units. Combined with the 462 existing multi-family units, the estimated rental supply in Independence consists of 740 units where 834 units are needed. As shown in **Table 2**, the estimated supply of rental housing units in Independence does not meet the current need for rental units.<sup>3</sup>

**Housing – Table 2  
Rental Housing Supply and Need  
Independence, 1999**

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
834	462	278	740	-94

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2000

### Projected Housing Needs

The projected population of Independence in 2020 is 9,559 persons. As shown in **Table 3**, 3,166 dwelling units will be needed to accommodate this population. This represents an additional 1,110 housing units that will be needed over the next 20 years (an estimated 20 units will also be removed - see **Table 15**).

Of the 1,110 new residential units, 42.7 percent, or about 473 units, will be needed to meet the projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-

<sup>2</sup> The Joint Center for Housing Studies of Harvard University, *The State of the Nation's Housing: 2000*, June 27, 2000, page 20.

<sup>3</sup> At the time this report was completed, permits had been submitted for construction of a 42-unit multi-family housing complex.

family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the amount of available multi-family units currently available is about 94 units short of the existing need. Consequently, in order to meet existing and project need for such housing, 406 multi-family units will be needed over the next 20 years.

**Housing - Table 3  
Projected Housing Status  
Independence, 2020**

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
9,559	89	3.17	3,166	3,015	151	1,728	1,287	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> The 2020 population projection has been coordinated with the projections for Polk County as required by Oregon Revised Statutes 195.036. This projection is from the Independence Water System Plan (1997) and was adopted as part of the Polk County Transportation Systems Plan, 1997.

<sup>2</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

<sup>3</sup> Total dwelling units do not include group quarters dwelling units.

<sup>4</sup> Occupied dwelling units do not include group quarters dwelling units.

<sup>5</sup> Based on an assumed vacancy rate of 5 percent.

Table 4 shows the total number of additional dwelling units that will be needed by the 2020 population. With the estimated removal of 20 units from the housing supply, an estimated 1,090 additional dwelling units be needed during this 20-year period.

**Housing - Table 4  
Additional Dwelling Units Needed in Independence by 2020**

Total Dwelling Units 2020	Total Dwelling Units 1999 <sup>1</sup>	Dwelling Units Removed	Additional Dwelling Units Needed	Additional Group Quarters Needed
3,166	2,056	20	1,090	31

Source: Oregon Housing and Community Services Housing Needs Model, 2000

## Economics

### Overview of the Independence Economy

Independence provides a number of economic functions to the central and southern portions of Polk County. The community originally developed as a shipping center for agricultural products along the Willamette River. This function continued with the establishment of the railroad. Independence serves as a commercial-service center of outlying rural and agricultural areas and, most recently, has developed as a “bedroom” community for commuters working in larger cities, such as Corvallis and Salem. Affordable housing costs and relatively short commute times to these larger employment centers will continue to foster population growth in Independence.

**Table 1** shows employment data for the Independence area based on employer records with a 97351 zip code.<sup>4</sup> Employment in Independence grew slightly between 1995 and 1999 as 103 new jobs were added. Independence had approximately 2,437 jobs in 1999 representing 17 percent of the estimated total employment in Polk County.<sup>5</sup>

Changes in local employment between 1995 and 1999 appear to be indicative of recent declines in resource-based industries, such as agriculture and forestry. The largest increase in employment locally is in the rubber and plastics products manufacturing. Wholesale trade employment also increased significantly during this period. Overall, non-manufacturing employment accounted for about 65 percent of all local employment in 1999, an increase of four (4) percent from 1995.

---

<sup>4</sup> Some businesses with main offices located outside of the 97351 zip code may not be included in the employment statistics.

<sup>5</sup> Total employment for Polk County is estimated using Oregon Office of Economic Analysis employment forecasts for 1995 and 2000.

**Economics -Table 1  
Independence Employment  
1995 and 1999<sup>6</sup>**

Industry	1995	1999	Change 1995-1999	Percent Change 1995-1999
Agriculture and Forestry, Total	556	466	(90)	-16.2%
Agricultural Production Crops	377	178	(199)	-52.8%
Agricultural Production Livestock	18	28	10	55.6%
Agricultural Services	44	104	60	136.4%
Forestry	117	156	39	33.3%
Manufacturing, Total	347	390	43	12.4%
Lumber & Wood Products	73	60	(13)	-17.8%
Furniture & Fixtures	10	10	0	0.0%
Rubber & Misc. Plastics Products	54	183	129	238.9%
Stone, Clay, Glass & Concrete Products	32	33	1	3.1%
Primary metals	51	19	(32)	-62.8%
Fabricated metals	95	68	(27)	-28.4%
Machinery	14	12	(2)	-14.3%
Transportation Equipment	11	0	(11)	-100.0%
Miscellaneous manufacturing	7	5	(2)	-28.6%
Non-manufacturing total	1,431	1,581	150	11.0%
Construction	77	34	(43)	-55.8%
Trans., Comm., & Public Utilities	52	64	12	23.1%
Wholesale Trade	71	196	125	176.1%
Retail Trade	402	419	17	4.2%
Finance, Insurance, Real Estate	36	25	(11)	-30.6%
Services	288	290	2	0.7%
Government (includes school district)	505	553	48	9.5%
<b>Total</b>	<b>2,334</b>	<b>2,437</b>	<b>103</b>	<b>0.4%</b>

Source: State of Oregon Employment Department data, sorted and summarized by MWVCOG, 2000.

### Long-Term National Economic Trends

A similar economic opportunities analysis for the city of Albany<sup>7</sup> identified five important long-term national trends that will influence economic development in this region over the next 20 years. These trends include:

- AA Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- AA Growth in Pacific Rim trade.
- AA The growing importance of education as a determinant of wages and household income.

<sup>6</sup> Employment figures for 1995 and 1999 are monthly averages for each sector and industry shown.

<sup>7</sup> ECONorthwest, *Albany Economic Opportunities Analysis, September 2000*

- AA The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- AA The increasing integration of non-metropolitan and metropolitan areas.

Economic development in Independence will also be affected by economic trends in Oregon and the Willamette Valley. The following sections describe recent trends in population, income, and employment growth in Oregon, the Willamette Valley, and Polk County, and the economic outlook for Oregon. Recent economic trends and the economic outlook for these areas are the primary basis for our expectations of future economic development in Independence.

### Population Growth

The state of the national economy influences local population growth. As shown in **Table 2**, growth rates for Oregon, the Willamette Valley, Polk County, and Independence exceeded the national growth rate during the expansionary economic periods in the 1970s and 1990s. In particular, Polk County and Independence both grew at several times the national rate. Growth slowed during the recession in the early 1980s. Between 2000 and 2020, Independence is forecast to grow to a population of 9,559 persons at an average annual growth rate of 2.8 percent.<sup>8</sup>

**Economics -Table 2**  
**Population**  
**U.S., Oregon, Willamette Valley, Polk County, and Independence, 1980-1999**

Location	1970	1980	1990	1999	Average Annual Growth Rate		
					1970-80	1980-90	1990-99
U.S.	203,211,926	226,545,805	248,709,873	272,690,813	1.1%	0.9%	1.0%
Oregon	2,091,385	2,633,156	2,842,321	3,300,800	2.3%	0.8%	1.7%
Willamette Valley	1,446,594	1,788,577	1,962,816	2,292,700	2.1%	0.9%	1.7%
Polk County	35,349	45,203	49,541	60,100	2.5%	0.9%	2.2%
Independence	2,594	4,024	4,425	6,195	4.5%	1.0%	3.8%

Source: U.S. Census and the Center for Population Research and Census, Portland State University.

### Personal Income

**Table 3** shows the per capita income for the U.S., Oregon, and Polk County for the period from 1969 to 1998.

Per capita income in Oregon actually exceeded the national average prior to the recession in the early 1980s. During this recession, per capita income in Oregon fell to as low as 92 percent of the national figure. For the period from 1969 to 1998, per capita income in Polk County was lower than the Oregon average and ranged from 78 percent to 90 percent of the national figure. The low figure of 78 percent of the U.S. figure was reached in 1992 and 1993.

**Economics -Table 3**

<sup>8</sup>This projection was part of coordinated projections adopted by Polk County for all cities within the county pursuant to Oregon Revised Statutes 195.036. The projection was adopted as part of the *Polk County Transportation Plan*, 1997.

**Per Capita Income**  
**U.S., Oregon, and Polk County, 1969-1998 (in 1998 dollars)**

Year	U.S.	Oregon	Polk	Percent of U.S.	
				Oregon	Polk
1969	\$14,610	\$13,967	\$12,049	96%	82%
1970	\$14,849	\$14,290	\$12,273	96%	83%
1971	\$15,081	\$14,610	\$12,217	97%	81%
1972	\$15,804	\$15,476	\$12,702	98%	80%
1973	\$16,621	\$16,281	\$14,943	98%	90%
1974	\$16,507	\$16,527	\$14,792	100%	90%
1975	\$16,438	\$16,506	\$14,271	100%	87%
1976	\$17,044	\$17,440	\$15,359	102%	90%
1977	\$17,537	\$17,855	\$14,894	102%	85%
1978	\$18,330	\$18,740	\$15,740	102%	86%
1979	\$18,800	\$19,175	\$16,643	102%	89%
1980	\$18,790	\$18,814	\$16,530	100%	88%
1981	\$19,138	\$18,430	\$16,333	96%	85%
1982	\$19,147	\$17,903	\$15,808	94%	83%
1983	\$19,337	\$18,225	\$16,096	94%	83%
1984	\$20,544	\$19,120	\$16,690	93%	81%
1985	\$21,131	\$19,466	\$17,200	92%	81%
1986	\$21,608	\$19,875	\$17,653	92%	82%
1987	\$22,045	\$20,186	\$17,778	92%	81%
1988	\$22,686	\$20,938	\$18,715	92%	82%
1989	\$23,175	\$21,497	\$18,655	93%	80%
1990	\$23,366	\$21,778	\$18,565	93%	79%
1991	\$23,157	\$21,679	\$18,643	94%	81%
1992	\$23,662	\$21,951	\$18,453	93%	78%
1993	\$23,727	\$22,292	\$18,504	94%	78%
1994	\$24,175	\$22,934	\$19,318	95%	80%
1995	\$24,673	\$23,736	\$19,925	96%	81%
1996	\$25,299	\$24,271	\$20,843	96%	82%
1997	\$26,169	\$25,223	\$21,713	96%	83%
1998	\$27,203	\$25,912	\$22,334	95%	82%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, 2000. Regional Economic Information System.

**Table 4** shows median household income and the percentage of households below poverty in Oregon, Polk County, and Independence for 1979 and 1989. Median household income for Polk County was nearly equal to the statewide median in 1979. In Independence, median household income was about 80 percent of income in these other areas in both 1979 and 1989. The percentage of households below the poverty level was also significantly higher in Independence, particularly in 1989.

This data suggest that households in Independence have a different occupational composition, lower wages, higher unemployment rates, or a larger percentage of non-workers, such as children and retirees.

**Economics -Table 4**  
**Median Household Income and Percent of Households Living Below Poverty Level**  
**Independence, Polk County, and Oregon, 1979 and 1989 (in 1998 dollars)**

Location	Median Household Income		Households Below Poverty Level	
	1979	1989	1979	1989
Independence	\$27,740	\$26,248	17.3%	19.7%
Polk County	\$34,040	\$32,818	16.2%	13.1%
Oregon	\$34,178	\$34,014	11.2%	12.1%

Source: US Census Data. Current dollars converted to 1998 dollars using the price index for the Personal Consumption Expenditure component of Gross Domestic Product, from the *2000 Economic Report of the President*.

### Employment

The Oregon Employment Department's *2000 Regional Economic Profile for Region 3*<sup>9</sup> (Marion, Polk, and Yamhill counties) states that both the local and statewide economies are shifting from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others. Marion, Polk, and Yamhill counties have traditionally been dependent upon state government, agricultural, and wood products as the predominant sources of local employment.

**Table 5** illustrates the shift in regional employment for the period from 1979 to 1998. During that time, employment in the wood products and food products manufacturing industries have declined while regional employment in the service sector has more than doubled. Recent growth in the trade and construction sectors is indicative of the expansionary economy in the last decade.

The *Regional Profile* notes that in 1958, wood products manufacturing accounted for one in every 12 jobs in Region 3. By 1998, only one in 32 jobs were in the wood products sector.

**Economics -Table 5**  
**Employment by Selected Industry**  
**Marion, Polk, and Yamhill Counties, 1979-1998**

Industry	1979	1982	1992	1994	1996	1998	Percent Change 1979-1998
Manufacturing, Total	15,400	12,500	15,500	17,300	17,900	17,800	15.6%
Wood Products, Mfg.	4,200	2,700	3,600	4,100	4,000	3,900	-7.1%
Food Products, Mfg.	5,100	5,000	4,900	5,300	5,200	5,000	-2.0%
Construction	5,200	2,500	4,800	5,800	6,900	7,900	51.9%
Trade	19,100	18,100	24,700	26,400	27,600	24,100	26.2%
Services	15,400	14,800	25,400	27,700	30,100	32,000	107.8%
Government	27,300	25,900	32,400	33,200	35,700	37,600	37.7%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>9</sup> State of Oregon, Employment Department. 1999. *2000 Regional Economic Profile - Region 3*.

## Economic Outlook for Oregon

Oregon is expected to grow modestly over the next 40 years. The Oregon Office of Economic Analysis projects that between 2000 and 2040, Oregon's population will grow from 3.4 million to about 5.2 million persons.<sup>10</sup> This represents an average annual growth rate of about 1.1 percent. About 1.3 million of the new residents, or about 70 percent, will result from net migration to Oregon. The Willamette Valley is projected to grow at a slightly faster rate during this period.

The Office of Economic Analysis forecasts that total employment in Oregon will grow from about 1.8 million persons in 2000 to about 2.5 million persons in 2040. About 73 percent of this employment growth is forecast to occur in the Willamette Valley.

**Table 6** shows the Oregon Employment Department forecast of employment growth, by industry, for Oregon between 1998 and 2008. The growth in services is expected to continue with employment in this sector increasing by 20 percent during this period. Growth of more than 20 percent is also expected for manufacturing industries that do not produce wood products. The trade sector (18.9%) and transportation industries (20.3%) are also expected to experience significant increases in employment.

---

<sup>10</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.



**Economics -Table 6  
Employment Projections by Industry  
Oregon, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998-2008</b>	<b>Percent Change 1998-2008</b>
Non-farm Payroll Employment	1,556,100	1,843,400	287,300	18.5%
Goods Producing	329,100	362,200	33,100	10.1%
Service Producing	1,227,000	1,461,200	254,200	20.7%
Manufacturing, Total	245,200	266,200	21,000	8.6%
Durable Goods	180,200	199,700	19,500	10.6%
Lumber & Wood Products	50,200	49,000	(1,200)	-2.4%
Other Durable Goods	130,000	150,700	27,000	20.8%
Non-durable Goods	65,000	66,500	1,500	2.3%
Food Products	24,800	24,100	(700)	-2.8%
Other Non-durable Goods	40,200	42,400	2,200	5.5%
Non-manufacturing total	1,310,900	1,577,200	266,300	20.3%
Mining & Quarrying	1,800	2,000	200	11.1%
Construction	82,100	94,000	11,900	14.5%
Trans., Comm., & Utilities	76,500	89,100	12,600	16.5%
Transportation	53,200	64,000	10,800	20.3%
Communications & Utilities	23,300	25,100	1,800	7.7%
Trade	383,800	456,300	72,500	18.9%
Wholesale Trade	96,100	114,400	18,300	19.0%
Retail Trade	287,700	341,900	54,200	18.8%
General Merchandise Stores	36,400	45,600	9,200	25.3%
Food Stores	42,200	48,800	6,600	15.6%
Eating & Drinking Places	104,400	123,200	18,800	18.0%
Other Retail Trade	31,000	37,800	6,800	21.9%
Finance, Insurance, Real Estate	95,100	108,900	13,800	14.5%
Services	416,200	543,700	127,500	30.6%
Business & Professional Services	93,400	140,000	46,600	49.9%
Health Services	105,800	124,600	18,800	17.8%
Other Services	217,000	279,100	62,100	28.6%
Government	255,400	283,200	27,800	10.9%
Federal	30,100	30,400	300	1.0%
State	58,100	65,200	7,100	12.2%
Local	167,200	187,600	20,400	12.2%

Source: Oregon Employment Department, 2000 Regional Economic Profile - Region 3, 1999.

**Regional Population and Employment Growth**

Table 7 shows the Oregon Office of Economic Analysis population and employment forecasts for Polk County through 2040. For the period through 2010, employment is expected to grow at a faster rate than population. From 2010 through 2040, the Polk County population is forecast to grow faster than local employment. This forecast may be indicative of the general aging of the population as “baby-boomers” reach retirement age and leave the work force.

**Economics -Table 7**  
**Forecast Population and Employment Growth**  
**Polk County, 2000-2040**

Year	Population			Employment		
	Total	Change	Percent Change	Total	Change	Percent Change
2000	60,719			14,687		
2005	65,040	4,321	7.1%	15,869	1,182	8.1%
2010	69,402	4,002	6.2%	16,860	1,171	7.5%
2015	73,940	4,538	6.5%	17,601	741	4.4%
2020	78,502	4,562	6.2%	18,307	706	4.0%
2025	82,996	4,494	5.7%	19,029	722	3.9%
2030	87,307	4,311	5.2%	19,876	847	4.5%
2035	91,467	4,160	4.8%	20,775	899	4.5%
2040	95,479	4,012	4.4%	21,560	785	3.8%

Source: State of Oregon Office of Economic Analysis, 1997.

**Table 8** is similar to **Table 6**. It shows employment forecasts by industry for 1998 to 2008 for the region consisting of Marion, Polk, and Yamhill counties. The forecasts were developed by the State of Oregon Employment Department. As with the statewide economy, the most significant increases in employment growth within Region 3 will occur in the services sector. Employment in this sector is forecast to increase by nearly 30 percent between 1998 and 2008, with the largest gains in the professional services industry.

Manufacturing employment is forecast to increase by about 10 percent. About 2,300 new jobs will be added in this sector. Approximately 74 percent of these jobs will be in industries that manufacture durable goods other than wood products.

**Economics -Table 8**  
**Employment Projections by Industry**  
**Marion, Polk, and Yamhill Counties, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998-2008</b>	<b>Percent Change 1998-2008</b>
Total Non-farm Payroll Employment	162,000	191,100	29,100	18.0%
Goods Producing	34,100	37,900	3,800	11.1%
Service Producing	127,900	153,200	25,300	19.8%
Manufacturing, Total	24,200	26,500	2,300	9.5%
Durable Goods	14,300	16,100	1,800	12.6%
Lumber & Wood Products	5,100	5,200	100	2.0%
Other Durable Goods	9,200	10,900	1,700	18.5%
Non-durable Goods	9,900	10,400	500	5.1%
Food Products	6,100	6,200	100	1.6%
Other Non-durable Goods	3,800	4,200	400	10.5%
Non-manufacturing total	137,800	164,600	26,800	19.4%
Mining & Quarrying	400	500	100	25.0%
Construction	9,500	10,900	1,400	14.7%
Trans., Comm., & Utilities	4,700	5,600	900	19.1%
Transportation	3,400	4,100	700	20.6%
Communications & Utilities	1,300	1,500	200	15.4%
Trade	34,500	41,300	6,800	19.7%
Wholesale Trade	5,200	6,300	1,100	27.5%
Retail Trade	29,300	35,000	5,700	19.5%
General Merchandise Stores	4,000	5,100	1,100	27.5%
Food Stores	4,800	5,600	800	16.7%
Eating & Drinking Places	10,800	12,900	2,100	19.4%
Other Retail Trade	9,700	11,400	1,700	17.5%
Finance, Insurance, Real Estate	7,800	8,800	1,000	12.8%
Services	39,200	50,900	11,470	29.8%
Business & Professional Services	7,600	10,500	2,900	38.2%
Health Services	11,700	13,900	2,200	18.8%
Other Services	19,900	26,500	6,600	33.2%
Government	41,700	46,600	4,900	11.8%
Federal	2,200	2,300	100	4.5%
State	19,200	20,800	1,600	8.3%
Local	20,300	23,500	3,200	15.8%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3, 1999*.

Overall, the data suggest modest growth for the Independence economy in the coming years. Regional employment growth is expected to occur in several sectors, most notably manufacturing of durable goods, retail trade, and services that are all important elements of local employment. Independence has some locational factors that should encourage modest growth in the local manufacturing sector.

Agriculture and forestry remain an important part of the local economy. Through 2008, these industries are projected to grow at a slightly slower rate than the average for all industries in Region 3 (17 percent versus 18 percent).<sup>11</sup>

<sup>11</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3, 1999*.

The next section of the report examines supply-side factors that may affect business location and development in Independence.

### **Factors Affecting Forecasted Growth**

The existing pattern of development in Polk County reflects the influence of locational factors and comparative advantages in the region and this pattern is unlikely to change substantially in the future. Independence developed based on its importance as an agricultural shipping center. Over time, a number of small manufacturing firms have located in the community due to the availability of less expensive industrial land and ready access to Highways 51 and 99W.

The following sections discuss supply-side factors that may affect business location and economic development in Independence.

### **How Firms Make Business Location Decisions**

The main goal for business firms is to locate where they can maximize revenue and profits. By merely listing all relevant location considerations, a decision maker can add all the costs and benefits accruing to a facility at each potential location. The location with the lowest net costs (after subtracting benefits) is in most situations the best location. Alternative locations should be compared for the cost of material and energy inputs, including the charges for transporting them, the cost of employees (wages, salaries, benefits, payroll taxes, unemployment insurance, training costs), construction or purchase and remodeling costs, taxes on corporate property, income, and inventory, and public incentives for new investment. Personal income taxes and housing costs are relevant to the extent that they represent a cost differential for current employees whom the company wants to relocate to a new location. These considerations are measurable, and can be added (or subtracted) for each potential location. Other considerations are less quantifiable, such as the availability of workers with particular skills, the appropriateness of an existing building, the quality of life, or the likelihood of competitive reaction to the company's investment.

### **Quality of Life**

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Economic factors are discussed elsewhere in this report.

Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Net migration is expected to comprise about 70 percent of Oregon's population growth over the next 20 years.<sup>12</sup> A more attractive quality of life may help Independence attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community.

Independence possesses a number of characteristics that contribute to quality of life. The community offers urban amenities, such as shopping, health care, parks, and schools within a small town environment. Independence has an active downtown that includes shopping opportunities, a historic

---

<sup>12</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.

district, and access to the Willamette River. Further, residents have access to other nearby cultural and recreation amenities that can easily be reached from the Willamette Valley.

An Independence Visioning Committee met regularly during the fall of 2000 to develop an action plan for the community. The Committee listed the following qualities of Independence as most desirable (the number of votes for each feature follows in parentheses):

- Beautiful landscape / Natural amenities - River view / Waterways - Ash Creek & Willamette River / Wetlands - bird flight path - (23)
- Friendly - "Hometown USA" / Historic district (culture) / Friendly engaged citizens / Working-class town (13)
- Low crime rate (police force) (12)
- Cross-cultural mix (9)

### **Transportation**

Available transportation access is one of the most important factors affecting economic development. Transportation affects the cost of doing business at a location. Firms depend on ready transportation access to ship and receive goods. Ready access allows for reduced production costs and more convenient automobile access for customers and employees.

State Highway 51 is located at the eastern edge of Independence and provides access to State Highway 22 that connects to I-5. I-5 serves as the primary transportation artery in the Willamette Valley and is located approximately 15 miles east of Independence. Interviews with several local firms indicate that Highway 51 provides adequate transportation access for shipment of materials and finished products. To a lesser extent, firms in Independence also have access to State Highway 99W which serves Corvallis to the south and McMinnville to the north.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. Independence is served by a rail line that runs north/south, passing through the old downtown area and an industrial area to the north. A short line railroad, the Portland & Western Railroad, provides local service between Portland and Eugene and connections to the national rail network through Burlington Northern Railroad and Union Pacific Railroad. The Portland & Western rail line parallels Highway 99W between the Portland metro area and Corvallis, then cuts east through Albany and follows Interstate 5 to Eugene. Connections to Burlington Northern can be made in Portland and to Union Pacific in Eugene or Portland.

### **Labor Force**

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. The Oregon Employment Department notes that in recent years employers in the mid-Willamette Valley have expressed concerns regarding recruiting and retaining skilled workers.<sup>13</sup>

The unemployment rate for the Salem Metropolitan Statistical Area (MSA), which includes Polk County, has been at or slightly lower than Oregon's unemployment rate since 1980. The Salem MSA unemployment rate has generally declined since peaking at 10.5 percent in 1982. Seasonally adjusted

---

<sup>13</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

unemployment in the Salem MSA for November 2000 is 4.2 percent, the same as the Oregon rate. In general, the lower unemployment rate does not provide a comparative advantage in a tight labor market. However, because the statistical area includes all of Polk and Marion counties, it is impossible to determine the actual unemployment rate for Independence.

The Oregon Employment Department notes that in-migration will be a critical factor in the determining long-term growth in Region 3.<sup>14</sup> Not only do new residents create demand for goods and services, but they also supply additional workers. For the period from 1990 to 1997, the population of Polk County grew by 15.9 percent. In-migration accounted for 82 percent of the population growth. During this same period, Oregon's population grew by 13.2 percent, with in-migrants representing about 70 percent of this figure.<sup>15</sup>

### **Training Opportunities**

Chemeketa Community College is located approximately 12 miles east of Independence. The Chemeketa Career Center provides educational and vocational rehabilitation assistance. Chemeketa coordinates its program for various companies in the Mid-Willamette Valley Region who need specific educational training for their employees.

Western Oregon University in Monmouth can assist industrial firms, if WOU has contacts for experts in the specific area. The Conference and Nonacademic Program Department's activities include customizing training in the business field. Previously, WOU customized training for managers at Teledyne-Wah Chang's Albany office.

The availability of employee training programs for specific firms depends on the kind of resources the specific firm wants delivered and what time constraints may exist.

### **Dallas-Monmouth-Independence Enterprise Zone**

The Dallas-Monmouth-Independence Enterprise Zone includes industrial areas along Highway 51 and near the Independence State Airport. In October 2000, the Enterprise Zone was expanded to include the Boise-Cascade office property in Monmouth as well as a large portion of the Independence Central Business District (CBD). The CBD area was added to the Zone to encourage development of an overnight lodging facility in the downtown area consistent with the Independence Downtown Development Plan.

Both new and existing businesses located within the Enterprise Zone are eligible for benefits as long as these firms produce 75 percent of gross income from non-retail sales. Enterprise Zone benefits include:

- 100 percent waiver for property taxes for three (3) years).
- 100 percent waiver of land use permit fees.
- 50 percent discount for building permit fees.
- 25 percent discount for System Development Charges.

---

<sup>14</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>15</sup> Portland State University, Center for Census and Population, 1998.

## **Land Cost**

The Salem Economic Development Corporation maintains a database of available commercial and industrial properties in the mid-Willamette Valley. The most recent database listing shows 36 properties with advertised sales prices, most of which are in Salem. These properties range in size from 0.9 acre to 79.2 acres. Sale prices for the properties range from \$35,803/acre to \$376,666/acre. The average sales price is \$109,950/acre and the median price is \$99,722/acre.

Of the 36 properties listed, one (1) industrial property, 56 acres in size, is listed from Independence. This property has an advertised sales price of \$38,000/acre which is the second lowest price listed. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem market, are lower in the Independence area. This factor was also borne out in interviews conducted with several firms located in Independence. Lower land cost was often cited as a primary reason for the firm's location.

## **City Policies Affecting Economic Development**

The Independence Comprehensive Plan includes an economic development goal and associated policies. As stated in the Independence Comprehensive Plan, the city's economic development goal is:

"To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality."

Associated economic development policies include:

- Encouraging a wide variety of commercial activities in convenient and desirable locations to serve city residents.
- Retaining downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
- Emphasizing the waterfront and existing historic structures in any overall downtown redevelopment plan.
- Encouraging new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
- Discouraging strip development along roads and highways and promoting the clustering of commercial uses.
- Encouraging non-polluting labor-intensive industries to locate within the City.
- Encouraging the industrial park concept in soliciting new industry for the area.
- Encouraging the development of economic activities that will provide jobs to utilize the skills of the local labor force.
- Encouraging the development of local job training programs for residents seeking employment.

- Encouraging economic development planning and programming activities to stimulate private sector development.
- Cooperating with relevant federal, state, regional, and local government agencies in economic development planning for the area.

### Local Employment Growth Forecast

Employment growth is forecast for both Oregon and Polk County over the next 20 years. **Table 9** shows the forecast for covered employment in Independence for 2020. Independence's share of Polk County employment in 1995 was 18 percent. In 1999, this figure fell to 17 percent. With the comparative location advantages found in Independence, such as lower land costs and available transportation access, there is no reason to believe that this figure will decline. The local employment forecast is based on an assumption that this percentage will remain the same in 2020. The forecast also makes assumptions regarding the distribution of employment in Independence in 2020. These assumptions are based on projected trends for employment growth within the region and current information regarding proposed industrial development.

**Economics -Table 9  
Forecast of Covered Employment  
Independence, 2020**

	1995		1999		2020	
Polk County Total Employment	12,877		14,303		18,307	
Independence Share of Polk Co. Total	18%		17%		17%	
Sector	Percent	Total	Percent	Total	Percent	Total
Agriculture, Forestry, Fishing	23.8%	556	19.1%	466	15.0%	494
Construction	3.3%	77	1.4%	34	1.8%	59
Manufacturing	14.9%	347	16.0%	390	21.5%	710
Trans., Comm., Utilities	2.2%	52	2.6%	64	2.5%	82
Wholesale Trade	3.0%	71	8.0%	196	8.0%	265
Retail Trade	17.2%	402	17.2%	419	17.0%	560
Finance, Insurance, Real Estate	1.5%	36	1.0%	25	1.3%	44
Services	12.3%	288	11.9%	290	12.8%	422
Government	21.6%	505	22.7%	553	20.0%	659
<b>Total</b>	<b>100.0%</b>	<b>2,334</b>	<b>100.0%</b>	<b>2,437</b>	<b>100.0%</b>	<b>3,295</b>

Source: 1995 and 2020 Polk County employment forecast from the State of Oregon Office of Economic Analysis. 1999 Polk County forecast calculated by MWVCOG. 1995 and 1999 local employment distribution calculated by MWVCOG from Oregon Employment Department covered employment data. Local employment forecast for 2020 calculated by MWVCOG.

Covered employment includes only those workers covered under unemployment insurance. The data tends to underestimate total employment by excluding certain employees, such as business owners and some agricultural workers. Overall, covered employment accounts for only about 81 percent of all employment in Oregon. In **Table 10**, covered employment is converted to total employment using statewide conversion ratios. Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment.



**Economics -Table 10  
Total Employment  
Independence, 1999 and 2020**

Sector	Wage & Salary Percentage Total	1999 Total	2020 Total	1999-2020 Growth
Agriculture, Forestry, Fishing	62%	752	797	45
Construction	73%	47	81	34
Manufacturing	94%	415	755	340
Trans., Comm., Utilities	87%	74	94	20
Wholesale Trade	94%	209	282	73
Retail Trade	84%	499	667	168
Finance, Insurance, Real Estate	60%	42	73	31
Services	74%	392	570	178
Government	100%	553	659	106
<b>Total</b>		<b>2,983</b>	<b>3,978</b>	<b>995</b>

Source: MWVCOG, 2001.

**Table 11** shows the 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Economics - Table 11  
Total Employment Growth by Land Use Type  
Independence, 2020**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	<b>2,983</b>	<b>3,978</b>	<b>995</b>	<b>100%</b>

Source: MWVCOG, 2001.

A primary function of the economic opportunities analysis is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development. Several assumptions were made to convert the employment growth shown **Table 11** to vacant acres needed by land use type. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. Some workers or business owners may work from their home. The 1990 Census showed that less than one-half of one percent of all workers in Independence worked at home. With the recent development of advanced telecommuting technology, this figure

can be expected to increase. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.

- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least \$5,000 (based on Polk County Assessor records), where the ratio of land value to improvement value is 1:1 or greater. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 12** shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51.4 acres will be needed to accommodate projected employment growth through 2020.

**Economics - Table 12  
Land Need by Land Use Type  
Independence, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
Total	889		9	89	791	51.4

Source: MWVCOG, 2001.

**Table 13** shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Independence urban area. Inventories of vacant and redevelopable commercial and industrial properties are included as appendices B and C. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Economics -Table 13  
Commercial and Industrial Buildable Lands Inventory Summary  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Redevelopable</b>	<b>Total Acres</b>
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Commercial</b>	<b>10.8</b>	<b>2.7</b>	<b>13.5</b>
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.7	39.4
<b>Industrial</b>	<b>93.2</b>	<b>13.2</b>	<b>106.4</b>
<b>Total</b>	<b>104.0</b>	<b>15.9</b>	<b>119.9</b>
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.0	6.3
<b>Total</b>	<b>6.3</b>	<b>0.0</b>	<b>6.3</b>
<b>Independence Urban Area Total</b>			
Commercial	10.8	2.7	13.5
Industrial	99.4	13.2	112.6
<b>Total</b>	<b>110.2</b>	<b>15.9</b>	<b>126.1</b>

Source: Polk County Assessor data, MWVCOG, 2001

**Table 14** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand.

**Economics -Table 14**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial	112.6
<b>Total Supply</b>	<b>126.2</b>
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	<b>51.4</b>
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	74.6
<b>Total</b>	<b>74.8</b>

Source: MWVCOG, 2001.

OAR 660-09 states that cities should survey existing businesses to identify the types of sites needed for future expansion. MWVCOG conducted a survey of seven (7) existing industrial employers in Independence. Only one, Royal T Manufacturing, indicated that they planned to expand. That expansion will occur on a 2-acre site adjacent to their existing facility.

**Table 15** shows the size characteristics of developed, vacant, and redevelopable commercial and industrial properties in Independence. In general, commercial properties in Independence have developed on properties that are between 0.2 and 0.5 acres in size. Larger properties have developed in the Commercial Retail (CR) Zone. This zone provides for a broader range of commercial uses. Developed industrial properties have tended, on average, to be about 1.7 to 3.4 acres in size. Larger properties have developed in the Heavy Industrial Zone, a zone where more intensive industrial uses are permitted.

For all zones, except for the Heavy Industrial (IH) Zone, the average size of vacant and redevelopable properties is consistent with the average size of developed properties. **Figure 1** of the Land Use section of the Comprehensive Plan shows all vacant and redevelopable properties, by zone within the Independence urban area. All of the vacant and redevelopable properties have public facilities readily available.

In the IH Zone, the mean size for vacant parcels is 1.2 acres and the average size of developed parcels is approximately 3.4 acres. In this zone, two (2) vacant properties are significantly larger than the average size of developed parcels in this zone. Further, in several locations, a number of smaller vacant parcels zoned IH adjoin each other and could be consolidated into larger parcels for development purposes.

Based on this information, adequate sites are available within Independence to accommodate the types of uses that could be expected to locate in the city.

**Economics -Table 15**  
**Size Characteristics of Developed, Vacant, and Redevelopable Properties by Zone**  
**Independence, 2000**

Zone/Plan Designation	Developed			Vacant			Redevelopable		
	Acres	Mean	Median	Acres	Mean	Median	Acres	Mean	Median
Commercial Office Zone (CO)	1.8	0.2	0.2	1.1	0.4	0.5	0.0	0.0	0.0
Commercial Retail Zone (CR)	35.7	0.5	0.2	8.3	0.5	0.2	2.7	0.4	0.5
Commercial Highway Zone (CH)	6.8	0.3	0.2	1.4	0.2	0.2	0.0	0.0	0.0
Light Industrial Zone (IL)	35.5	1.7	1.1	57.5	5.7	0.9	9.5	1.6	0.9
Heavy Industrial Zone (IH)	108.6	3.4	2.0	35.7	1.2	0.4	3.7	1.2	0.7
Industrial (I) (inside UGB)	8.0	8.0	8.0	6.3	2.1	2.7	0.0	0.0	0.0

Source: MWVCOG.

### Key Findings and Future Planning Implications

Covered employment in Independence in 1999 was 2,437 persons or about 17 percent of total employment in Polk County. Employment in the Independence area is dominated by the Government, Agriculture, Forestry, and Fishing, Retail Trade, and Manufacturing sectors, which together comprise about 75 percent of the area's total employment. The largest industries in Independence include:

- Government, including Central School District (553 jobs in 1999),
- Agriculture, Forestry, and Fishing (466 jobs),
- Retail Trade (419 jobs), and
- Manufacturing (390 jobs).

Overall, the economy in Region 3, comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth over the next 20 years. Independence should be able to capitalize on that growth. Independence has some comparative advantages related to quality of life factors, the availability of suitable commercial and industrial sites that have public services readily available, and transportation access to Highways 51 and 99W. The city is located between major markets in Eugene and Portland. Local comprehensive plan policies are generally supportive of economic development.

Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment. Manufacturing, Services, and Retail Trade sectors will experience the largest employment growth over the 20-year period.

An adequate amount of vacant or redevelopable commercial and industrial land is available to meet the forecasted need through the year 2020. All vacant and redevelopable properties have services readily available. The type and size of available commercial and industrial sites is typical of sites that have been previously developed.

# Comprehensive Plan

(TAB)

**COMP**

<u>Address</u>	<u>Ranking</u>
339 H Street	C
92 Grand Street	C
190 Gun Club Road	C*
220 Gun Club Road	C*
321 Gun Club Road	C*
15 Log Cabin Street	C*
16 Log Cabin Street	C*
46 Log Cabin Street	C
70 Log Cabin Street	C
338 Log Cabin Street	C
386 Log Cabin Street	C
485 Log Cabin Street	C
361 N. Main Street	C
388 N. Main Street	C
414 N. Main Street	C
114 S. Main	<u>S</u>
144 S. Main Street	C
154 S. Main Street	C
174 S. Main Street	C
184 S. Main Street	<u>S</u>
206 S. Main Street	P
211 S. Main Street	<u>S</u>
216 and 226 S. Main Street	C
250 S. Main Street	-S.
265 S. Main Street	C
268 S. Main Street	P
284-286 S. Main Street	C
296 S. Main Street	-S.
301 and 319 S. Main Street	<u>S</u>
302 S. Main Street	P
435 S. Main Street	C
478 S. Main Street	C*



<u>Address</u>	<u>Ranking</u>
614 S. Main Street	<u>S</u>
688 S. Main Street	C
760 S. Main Street	C
786 S. Main Street	C
814 S. Main Street	C
838 S. Main Street	C
342 Marsh Street	C
870 Marsh Street	C
261 Monmouth Street	C*
275 Monmouth Street	C*
311 Monmouth Street	<u>S</u>
330 Monmouth Street	P
363 Monmouth Street	C
386 Monmouth Street	<u>S</u>
389 Monmouth Street	C
411 Monmouth Street	<u>S</u>
461 Monmouth Street	C*
555 Monmouth Street	C*
615 Monmouth Street	C*
675 Monmouth Street	S
710 Monmouth Street	<u>S</u>
770 Monmouth Street	C*
841 Monmouth Street	C
887 Monmouth Street (Natl. Reg. property)	P
917 Monmouth Street	C
1235 Monmouth Street	<u>S</u>
182 Thorp Street	C
37 Walnut Street	C
46 Walnut Street	C
66 Walnut Street	C
71 Walnut Street	C
85 Walnut Street	C

<u>Address</u>	<u>Ranking</u>
88 Walnut Street	C
158 Walnut Street	C
448 Walnut Street	C
109 2nd Street	C*
116 2nd Street	S
158 2nd Street	S
159 2nd Street	C
269 2nd Street	C
461 2nd Street	C
489 2nd Street	S
24 3rd Street	C
32 3rd Street	C
41 3rd Street	C*
62 3rd Street	C*
86 3rd Street	C*
111 3rd Street	C
112 3rd Street	P
138 3rd Street	C
190 3rd Street	C*
224 3rd Street	S
260 3rd Street	C
340 3rd Street	P
360 3rd Street	C*
487 3rd Street	S
690 3rd Street	C
15 4th Street	C
40 4th Street	C
150 4th Street	S
365 4th Street	C*
436 4th Street	C
458 4th Street	C*
482 4th Street	C*

<u>Address</u>	<u>Ranking</u>
362 5th Street	C
414 5th Street	C
446 5th Street	C*
614 5th Street	C*
684 5th Street	C
743 5th Street	C
750 5th Street	<u>S</u>
414 6th Street	C
586 6th Street	C
214 7th Street	C .
405 9th Street	C

---

\* Potentially eligible for higher ranking pending further research. .912

*Handwritten notes:*  
 P  
 10  
 20  
 10



# City of Independence

P. O. BOX 7, INDEPENDENCE, OREGON 97351

(503) 638-1212



"Where Ruled The Wagon Trails"

## APPEAL STANDARDS

TO: All Interested Persons

FROM: Independence Historic Preservation Commission

DATE: September 30, 1986

An appeal of designation as historic landmarks will be heard by the Independence City Council on October 28, 1986. The purpose of this memorandum is to set forth the standards to be used by the City Council in its determination of whether to leave a structure on the list of designated homes or to strike it from the list.

I. Location, quality, quantity: These factors were used by the Historic Preservation Commission, through research done by the consulting firm of Morrison/Pinger, in the initial determination of whether or not to designate a structure as historic. All designated structures are either rated primary, secondary or contributing.

The City Council may review the location, quality and quantity of a structure, but may not reach a decision to remove from the list a designated historic structure based on these factors alone. The Council must also analyze the factors contained in Section II of the appeal procedure, set forth in page 2 of this memorandum.

The following is a breakdown of the factors and a list of questions which will be of assistance in determining the initial analysis:

### A. Location:

1. Is the structure's present use compatible with the zoning designation; i.e., is it a single-family residence located in a commercial or industrial zone.
2. Is the structure located in a cluster of other historic homes or is it surrounded by non-historic structures.

B. Quality:

1. What is the present physical quality of the structure?
2. What is the inherent historic quality of the structure. This factor would relate to whether it has been designated primary, secondary or contributing.

C. Quantity:

1. How many similar structures are located in the City.

II. Value of the property: This second level of analysis focuses on a balance of values between the property owner and the City. The issue to be addressed is "How will the withdrawal of the structure as a historic landmark enhance the value of the property?" If the appellant property owner can show that, on balance, the property owner's needs and requirements to maintain the structure as a non-designated property outweigh the requirements of historic preservation, then the appellant will have maintained his or her burden of proof and the structure will be stricken from the designated landmark list.

The factors to be used to determine value are as follows:

1. Economic. Do the economic requirements of maintaining a historic structure cause an undue burden on the property owner which outweigh the economic value to surrounding historic structures and the City as a whole?
2. Social. How will removing the structure from the list of designated historic landmarks benefit the City as a social unit?
3. Environmental. How will removing the structure from the list of designated historic landmarks benefit the interrelated physical, social and cultural fabric of the City?
4. Energy. Is the energy efficiency of the structure so poor as to be incapable of upgrading without the necessity of removing it from the list of historic landmarks?

The procedure for the hearing will be the same as the City's Land Use Hearing Procedures. A copy of those procedures is enclosed for your review.

Respectfully submitted,

Kathleen M. Poole  
Staff  
Historic Preservation Commission

## WATER QUALITY

### Water Quality

The Environmental Protection Agency (EPA) is the agency responsible for testing drinking water from systems with fifteen (15) or more services or serving over twenty-five (25) people in a public place (for example, restaurants). In order to keep the drinking water safe, streams and lakes must be kept relatively free of contaminants and pollutants. Both the Federal Safe Drinking Water Act (Public Law 93-923) and the Federal Water Pollution Control Act Amendments (Public Law 92-500) were designed to free our waterways of these problems. The former act regulates the water coming out of the tap; the latter sets standards on what can be safely dumped into domestic water sources.

### Drinking Water

#### The Safe Drinking Water Act

This Federal act establishes primary standards with which Independence must comply, and a set of secondary standards relating to the taste, odor, and appearance of the drinking water. At the present time, the secondary regulations are not in effect, and the EPA does not have enforcement authority for these regulations. Underground water supplies are also protected from contamination by this act.

The primary standards include maximum contaminant levels, and require treatment techniques utilizing the best methods available with reasonable cost considerations.

The law also provides for:

- Research and studies regarding health, economic, and technological problems of drinking water supplies. Specifically required are studies of viruses in drinking water and contamination by cancer-causing chemicals;
- A survey on the quality and availability of rural water supplies;
- Aid to the states to improve drinking water programs through technical assistance training of personnel and grant support,. A loan guarantee is provided to assist small water systems in meeting regulations if other means of financing cannot reasonably be found;
- Citizen suits against any party believed to be in violation of the Act;
- Record-keeping, inspections, issuance of regulations, and judicial review;

- A 15-member National Drinking Water Advisory Council to advise the EPA Administrator on scientific and other responsibilities under the Act;
- A requirement that the Secretary of Health, Education and Welfare insure that standards for bottled drinking water conform to the primary regulations established under the Act -- or to publish reasons for not doing so.

Independence obtains its water from wells owned and operated by the City.

### Waste Water

#### The Water Pollution Control Act Amendments.

In 1972, the Federal government passed the Water Pollution Control Act Amendments. These amendments were a significant advance over previous water quality legislation in that they made polluting of inland and coastal waters of the United States illegal, emphasizing that the limiting factor to effluent quality is technological. They established a goal: to achieve the best available technological waste water treatment economically achievable for all effluent released into public waters by 1983.

The Act provides for planning to be done on three orders. First, at the river basin scale. Section 202(e) requires states to develop plans for each river basin, to set a general framework within which planning for point and non-point sources of pollution. The Oregon Department of Environmental Quality has developed a Water Quality Management Plan which sets forth a water pollution prevention program. The standards set in the plan are enforced, and all dischargers must meet the effluent limitations. The Water Quality Management Plan was prepared with extensive citizen involvement and is intended to be updated periodically. For further information on Willamette River Basin Water Quality, please refer to the above-mentioned DEQ plan.

Second, on a somewhat smaller, more regional scale, the Mid-Willamette Valley Council of Governments (MWVCOG) is the Area-wide Waste Treatment Management Agency under Section 2308 of the implementation. MWVCOG has developed a Water Quality Management Plan which includes a Master Sewerage Plan for all jurisdictions within Marion, Polk, and Yamhill counties. The MWVCOG Water Quality Management Plan is adopted as part of the State of Oregon's Water Quality Management Plan.

The third section of the Act, Section 201, is the narrowest, and sets a process by which municipalities may enter into cost sharing agreements with the Federal Government to upgrade or develop systems.

The Oregon Department of Environmental Quality (DEQ) is the designated regulatory agency for design criteria, operation and maintenance of sewage treatment works. DEQ must approve sewage treatment plant and sewer system expansion plans before construction



begins. Environmental Protection Agency (EPA) sewage works grant funds are dispersed according to a DEQ priority list adopted annually. The City must obtain DEQ certification that a grant proposal conforms to the MWVCOG Master Sewerage Plan before applying to EPA for a sewerage works construction grant.

In the MWVCOG's 208 Master Sewerage Plan, Independence is designated as the Sewerage Works Implementing Agency for its respective jurisdiction. This gives the city the responsibility for planning, operation, maintenance and financing sewerage works.

Independence has received a 201 grant for repair of the sewage collection system and to construct an outfall into the Willamette River. Construction is now in progress. Other grants and loans are available from state sources. Before grants are awarded, land use approval is required.

The 1972 Water Pollution Control Act Amendments also state that by 1977 all effluent must receive secondary treatment--Independence complies with this requirement. Independence also complies with a 1976 requirement for industrial pre-treatment. There are at present no major industries which use the city's sewer system for waste discharge, however, an inventory of industrial waste disposal via the sewage treatment system is needed. Two local industries, Boise Cascade and Mountain Fir Lumber company, are direct discharges into Ash Creek or its tributaries. Both industries have NPDES discharge permits from DEQ.

Through the 1972 Act the EPA established minimum secondary treatment standards which all municipal treatment systems must meet. For Western Oregon cities using a lagoon system like Independence, the standards are 30 mg./liter of B.O.D. and 50 mg./liter for suspended solids on a monthly average. For non-lagoon systems, the standards are 30 mg./liter B.O.D. and 30 mg./liter suspended solids on a monthly average. Through the DEQ, the State of Oregon requires effluent limitations equal to or more stringent than those required under the Federal Act. State standards vary depending on the receiving stream. These State and Federal standards are, in the case of Independence, enforced through the National Pollutant Discharge Elimination System (NPDES). The DEQ administers this program which requires a permit to discharge effluent into public water.

Independence's NPDES permit requires it meet the following standards:

30 mg./liter monthly average D.O.D.

50 mg./liter monthly average S.S.

Additional standards are available from the NPDES permit filed with DEQ or the City of Independence.

All permits for discharge and grants for system development must be in conformance with local land use planning and State and Federal rules and guidelines.

The existing Independence sewage system, with planned improvements, is designed to handle an expected population of 10,000 in the year 2,000. Problems have occurred as a result of broken or cracked sewer pipes in areas of high water tables. Water seeps into the system and causes inflow which can in turn cause the treatment plant to pass improperly treated effluent into Ash Creek.

Subsurface disposal of waste is managed through the State Mandatory Permit System. Under this system the DEQ sets rules and specifications which subsurface disposal systems must meet. The Environmental Quality Commission then must adopt the DEQ regulations before they can take effect. The DEQ has the authority to enforce these regulations however, this authority is generally delegated to the County Environmental Health Department. This is the case in Polk County where the Environmental Health Division is the management agency responsible for enforcing regulations pertaining to subsurface disposal systems and their upkeep. This also applies within the City of Independence. All permits for subsurface disposal must meet land use requirements of the City.

### State Regulations

#### Oregon Revised Statutes

ORS 454 governs sewage treatment and disposal systems. It also regulates subsurface sewage disposal and sets fees for sewage systems permits. The financing of systems may be possible, if the project has high enough priority as defined by the Environmental Quality Commission.

ORS 468 is a pollution control statute. It gives the Environmental Quality Commission and DEQ authority to set and enforce regulations and standards related to water quality. Oregon water quality regulations are developed by DEQ under this statute, which must conform to national standards.

## FLOODING

Flooding of rivers and creeks is a natural and expected occurrence. Both Ash Creek and the Willamette have flooded in the past and will, in all probability, flood again. In order to minimize the losses from these future events, the Land Conservation and Development Commission (LCDC) has directed both Polk County and the City of Independence to qualify for inclusion in the National Flood Insurance program.

The losses that occur as a result of flooding can be devastating. The December, 1964 flood was the highest in 42 years, and was measured in Salem at 9 feet (2.7m) above flood state (Corp of Eng., 1966). The Army Corp of Engineers stated that with this flood, unregulated tributaries (which may include North Fork Ash Creek) generally experienced 100 year frequency flood levels. Although regulated, the Willamette River flood depths averaged from 3 to 10 feet (.92 to 3.1m) in the area of Albany to Salem. Losses were primarily related to agricultural lands. Some farmers lost over \$100,000 in crops and surface erosion of their soils. Total losses from that flood were in the millions of dollars.

Damages and loss of lives from flooding increase with increasing development of floodplains. Revetments, dikes and levees may aid in containing some of the flood waters, but cannot be counted on to remain functional and contain a 500- or 1,000-year flood. Damages can occur indirectly as a result of problems associated with water-logged soils, stream bank erosion, and also, contaminated water supplies. Health factors in flooding can lead to unnecessary deaths and illnesses if a flood arrives in a city that is not prepared for it. The water supply could become contaminated, buildings collapse if not built to withstand floodwater and emergency rescues disrupted.

The City of Independence has recognized the problems involved with floodplain development, and has adopted a floodplain ordinance to regulate and manage the use of the city's floodplains. The easiest, and by far the safest, way to develop a floodplain is to keep it as open space or in agriculture. Some of the ways floodplains can be effectively used are as open spaces or as parks. The floodplain of the North Ford Ash Creek is ideal for a park and could become an extension of the existing Ash Creek Park. If the only development was a bike or jogging path and a small playground, floodwater damage would be minimal. Like most cities, Independence is in need of open space and recreation areas (see discussion on Recreation). Picnic tables and associated equipment can be anchored down, and are not crucial to the survival of families, as a dwelling would be. This way, in time of flood the park can be deserted and then could be used after flood subsidence. costs of maintaining a minimally developed park are not nearly as high as those of rebuilding homes, road and utilities.

Should development occur within the floodway fringe\*, that development must be adequately floodproofed. There may be portions of the floodway fringe that are on higher ground and may be able to be safely developed. The city will consider any proposed development carefully to determine that loss of life, property and environmental damage resulting from flooding be kept at as low a level as possible.

The flood hazard boundary map, on page 25, is the result of a study done by the U.S. Department of Housing and Urban Development, which delineated the various flood hazard areas. All lands within this zone are subject to the provisions and regulations in the Floodplain ordinance, a copy of which is available at City Hall.

The flood hazard boundary was developed by various methods, and may be further refined as new techniques and methods are developed. Determination of a floodplain is not a matter of tracing a given elevation line. Floodwaters may spread out quite a distance from the floodway (the actively flowing portion of the floodwaters and cause considerable damage). Thus, new processes developed may enlarge or shrink the possible extent of the floodplain. In the event that the North Fork Ash Creek is channeled, diked or otherwise contained, then the floodplain would shrink accordingly. On the other hand, any new dikes, fills, large foundation building or large areas of pavement would increase the volume and height of water upstream. Any fills or other stream channel work may be subject to the provisions of ORS 541.605 through 541.695, the State Removal Fill Law. The Division of State Lands has jurisdiction over that.

#### Floodplain Ordinance and Insurance

The city has adopted a floodplain ordinance to help prevent losses due to improper construction in the floodplain. The ordinance sets guidelines for mobile home placement and also states that all buildings shall be located one (1) foot (30.40cm) above the base flood elevation. Certain flood proofing measures are also required.

If a dwelling is located in the floodplain, then the occupant qualifies for flood insurance. This insurance is normally available from private insurance agents that sell dwelling fire insurance or other types of insurance.

\* See Glossary

**MAP #8**

**FLOOD HAZARD BOUNDARY MAP**

Flood Hazard  
Area

(fold out)

## WILLAMETTE GREENWAY

### Introduction

The land immediately adjacent to the Willamette River, beginning at Dexter Dam and the Cottage Grove Reservoir, extending northward to the Columbia River, including the Multnomah Channel, is the Willamette Greenway. The area encompasses land no less than 150 feet from the ordinary low water line, not to exceed an average of 320 acres per river mile.

The overriding purpose of the Willamette Greenway is to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River.

The purposes of the Green way are to be accomplished through exclusive farm use, flood plain setback, and other zoning. Except as provided by law; lands, or interests therein, will only be acquired on a willing-seller basis. The intent of the Greenway Program is to keep the majority of the land along the river in private ownership, while protecting the public's right to its enjoyment.

### History

The initial Willamette River Greenway legislation was passed in 1967 to establish a recreation system to acquire lands for scenic and recreational purposes along the river. In 1967, the State Legislature changed the name of the Willamette River Park System and removed certain condemnation powers contained in the earlier act.

The 1973 State Legislature enacted ORS 390.310 to 390.368 establishing the Willamette River Greenway. This law required DOT to prepare a plan for the development and management of the Greenway in cooperation with local governments. The State Parks Division contracted with consultants to develop a preliminary Greenway Plan. Public hearings were held and advisory committees were formed. In October, 1974, DOT published the consultants' work entitled Preliminary Willamette River Greenway. The document contained a plan based on an inventory and analysis and other background data. The DOT staff revised and edited the plan portion and produced a second document entitled the Willamette River Greenway. This plan was adopted by the Oregon Transportation Commission on April, 1975.

The law required the Land Conservation and Development Commission to review and approve the plan before implementation. In June, 1975, DOT sent the plan to LCDC for such a review. During September and October of 1975, LCDC held public hearings and determined that the plan was not consistent with the State law. LCDC drafted the

Greenway Goal #15 and an Interim Greenway Order controlling land use within the Greenway. In November, 1975, LCDC held public hearings on its draft and adopted it in December, 1975.

The program was then sent to DOT and local governments to revise the boundary and to develop management and land use plans for the Greenway consistent with the State Goals and Guidelines.

### The Law

The authority for the Greenway program is provided by ORS 390.310 through 390.368. The 1973 State Legislature determined a need to establish a program of river lands control that would, "...protect and preserve the natural, scenic and recreational qualities of lands along the Willamette River..." as well as significant historic sites. The Legislature made the following findings and policies regarding the intent of the Greenway.

1. It is in the public interest to protect and preserve natural, scenic, historic and recreational qualities of lands along the Willamette River.
2. It was recognized that a coordinated planning effort is necessary.
3. It is necessary to recognize that existing uses must continue and intensification and change in uses should be limited.
4. It was recognized that farming is compatible with the intent of the Greenway and should not be restricted.
5. The need for central coordination was realized and the responsibility of the development and maintenance of the Greenway.
6. There is no need for public ownership of all lands along the river.

The law requires that a Greenway boundary be drawn which includes, "...all lands situated within 150 feet from ordinary low water line on each side of each channel of the Willamette River and such other lands along the Willamette River as the Department and units of local governments consider necessary for development of such Greenway."

### The Goal

The Greenway law provides little explanation of how the plan and management programs should be accomplished. Because of insufficiency of the law to fully explain the jurisdictional interests in the plan and how to complete one, the LCDC adopted a Greenway Goal. The goal sets a framework for coordinated comprehensive planning on the Greenway issue.



The LCDC goal statement is "To protect, conserve, enhance, and maintain the natural, scenic, historic, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway." The goal requires an inventory of resources, uses, and rights associated with the Greenway area, as well as a list of considerations and requirements that must be addressed in planning for the Greenway.

The goal requires that Greenway planning be consistent with all of the State Goals and Guidelines. The goal outlines the required contents of the DOT Greenway Plan and the comprehensive plans of cities and counties.

Implementation measures are also required as a part of the planning process. The "Greenway Compatibility Review" process must be established by county ordinance for the review of intensification, change of use or developments within the Greenway boundary.

The Greenway goal is the mechanism for clarifying the state and local interests in the Greenway while providing a central objective for achieving the intent of the legislation.

The goal further requires the DOT Greenway Plan to consider:

1. The Willamette Greenway boundaries.
2. All of the legal requirements.
3. Use management.
4. Areas to be acquired.

### The City Role

The LCDC goal clarified the city's role in planning the Greenway by indicating that it must be incorporated into the comprehensive plan and administered through implementing ordinances. After the boundary has been cooperatively determined by the city and the state, it becomes primarily the city's responsibility to implement the program.

The report and Greenway policies will make the Greenway component of the Comprehensive Plan. The boundary was approved by the LCDC in October, 1977.

A Willamette River Greenway line must consider an inventory of 15 items. The existing line adopted by the LCDC considers these criteria. Before a change of the line can happen there must be an inventory of these items. Proof must be offered that the requested change is more consistent with the intent of the Greenway statutes relative to these 15 items than the existing line. These 15 items appear below:

1. All agricultural lands as provided in Goal 3. This includes all land currently in farm use as defined in ORS Chapter 215.203(2);
2. All current aggregate excavation and processing sites, and all known extractable aggregate sources;
3. All current public recreation sites, including public access points to the river and hunting and fishing areas;
4. Historical and archaeological sites;
5. Timber resources;
6. Significant natural and scenic areas, and vegetative cover;
7. Fish and wildlife habitats;
8. Areas of annual flooding and flood plains;
9. Land currently committed to industrial, commercial and residential uses;
10. The ownership of property, including riparian rights;
11. Hydrological conditions;
12. Ecologically fragile areas;
13. Recreational needs as set forth in Goal 8;
14. Other uses of land and water in or near the Greenway;
15. Acquisition areas which include the identification of areas suitable for protection or preservation through public acquisition of lands or an interest in land. Such acquisition areas shall include the following:
  - a. Areas which may suitably be protected by scenic easements;
  - b. Scenic and recreational land for exclusive use of the public;
  - c. Sites for the preservation and restoration of historic places;
  - d. Public access corridors;
  - e. Public parks;

- f. Ecologically fragile areas; and
- g. Other areas which are desirable for public acquisition may also be identified if the reasons for public acquisition for the Greenway are also identified.

### Inventory

The following data is provided to determine the nature and extent of these sources, uses and rights associated directly with the Greenway. This inventory must be used as a source for determining the location or relocation of a boundary, and possible policies for the city Greenway Program. The inventory consists of the following narrative and the accompanying maps.

### Agriculture

The statewide planning goals define agricultural lands as land with Class I-IV soils according to the SCS soil survey information. Virtually all soils between the Willamette River and the Southern Pacific right-of-way are Class I-IV. By definition, the area in question is definitely agricultural land. Much of the area in the north and south edges of the land between the Southern Pacific right-of-way and the river (study area) is in agricultural use. The center section near the downtown area of Independence is subject to a mixture of uses including residential, industrial and commercial. However, these uses do not exist below the first terrace line that runs parallel to Main Street, roughly 100 feet east.

### Aggregate

Valley Concrete and Gravel has a large gravel operation at the River's edge very near downtown Independence. The source for the gravel is a river gravel bar owned by the state and leased to the operator. The processing plant is a long-term use in its present site. The gravel source is essentially the river. Within the city's jurisdiction, there are no other processing sites or extractable aggregate sources.

### Recreation

Just north of the above mentioned sand and gravel operation, there is a public park, Riverview Park, (approximately 11.85 acres). The park lies between the Willamette River and Main Street. Expansion of this park is a possibility that has been talked about in the past. The park is currently owned by Independence and provides access to the river as well as boat landing facilities.

Beginning at a point approximately 2800 feet south of the Independence bridge and continuing north; the State owns an old railroad bed adjacent to the river. The parcel described is the width of the right-of-way and actually extends into the river. The parcel

continues along the river bank to the southern edge of the previously described sand and gravel operation. This strip of state property provides access to the river along a fairly scenic segment. /in total, the strip is roughly 3700 feet of river front property. The lineal nature of the property is well suited for use as a trail.

### Historical and Archeological

Ash Creek and the low land immediately adjacent to it is potentially an archeological site. Some artifacts, mostly arrowheads, have been found at several Ash Creek locations. Apparently the confluence of Ash Creek and the Willamette River has been an archaeologically significant area for quite sometime.

Historically, the most significant areas is the row of buildings on the west side of Main Street beginning at Ash Creek and continuing south for 1100 feet. Portions of these buildings are quite visible from the Willamette River. Another slightly less significant area, but still somewhat important and very visible is the row of buildings east of Main Street and continuing south from Riverview Park for a distance of 400 feet. These buildings have been modified from their original appearance. The back sides of these buildings are very visible from the river. There are historical preservation funds available through the Willamette Greenway Program. It is applicable to only lands within the Greenway boundary. Other parts of Independence have historic significance but the areas mentioned here are most associated with the river and the Greenway Program.

### Timber

There are no marketable timber stands in the area immediately affected by the Willamette River. The inventory of timber resources is not included.

### Natural Areas

The Nature Conservancy through the Oregon Natural Heritage Program has not delineated any significant natural areas inside Independence's jurisdiction. A natural area is a piece of land, or of land and water, that has substantially retained its natural character, or that--although altered in character--is important as plant or animal habitat, which is set aside for the study and appreciation of its natural features and for the preservation of natural diversity.1

### Scenic Areas

The overall goal statement of the statewide Willamette Greenway planning goal is, among other things, to protect, conserve, enhance and maintain the scenic qualities along the Willamette River. When considering scenic quality along the river, considerable attention must be given to the landscape as viewed from the river. From the river in Independence the first row of buildings on the first terrace are quite visible. Generally, these buildings are

east of Main Street. Several of the buildings on the west side of Main Street in the downtown area are visible from the river. This happens where the first row of buildings do not screen those west of Main Street. Most of the visible buildings are also the historically significant buildings. In the case of Independence, all of the land east of Main Street is visible from Main Street and influenced by the river. In summary, all land east of Main Street (Independence Highway) is very visible from the river. An exception to that exists toward the northern end of Independence's jurisdiction where the primary land use is agriculture and the river bends away from the highway. The agricultural land west of the dike is not visible from the river. The houses west of the agricultural land near the northern end of Independence are not visible from the river either.

### Vegetative Cover

The vegetative cover is riparian in nature. Riparian vegetation is very sensitive and provides protection of the water and adjacent lands. In places along the river the riparian vegetation has been removed except for a strip at the waters edge for agricultural uses. The industrial use site is void of nearly all riparian vegetation. The park and residential lands have been landscaped with ornamental species and ground cover. Riparian vegetation is the single most important resource associated with the river and should be protected if at all possible.

### Fish and Wildlife Habitat

Naturally, the river provides fish habitat. However, the riparian vegetation is important to the quality of that habitat. Stream-side vegetation plays a major role in water quality. Water quality is essentially habitat quality. Riparian vegetation helps control erosion of adjacent lands and banks. Riparian vegetation helps regulate water temperature and shade. Riparian vegetation helps attract insects that become food. Water quality is very important in terms of fish habitat. Riparian vegetation is important to water quality.

Wildlife habitat in the area adjacent to the river is solely dependent on the stream-side vegetation. Wildlife is attracted by the cover provided by stream-side vegetation with near-by water availability. The type of animal to use the habitat then depends on their tolerance for human presence or food preference. The wildlife near Independence is generally tolerant of human presence. The available food ranges from agricultural crops to ornamental plants. There is also an assortment of bird life adjacent to the river in Independence. Riparian vegetation for nesting and roosting is of importance. With the exception of along Ash Creek, all fish and most wildlife and birds are restricted to the land between Main Street and the Willamette River with most of it being in the area subject to flooding. This area is now void of buildings and should remain so.

## Flooding

Much of the area between Main Street and the Willamette River is subject to flooding. From the river landward to the base of the first terrace is all subject to flood. Ash Creek also floods regularly. Most of the area subject to the 100 year flood is not developed in an intensive use. The exception is the sand and gravel site. Uses that would endanger lives if they were to occur in a floodplain have not located in the area prone to flooding. The benefits of this are quite obvious and should continue. The area subject to flood does not lend well to description so reliance on the associated map is suggested.

## Land Use

Land use has been briefly described in the agriculture section above. The land uses in the area in question are quite simple. In addition to the above land use explanation, the land use map is descriptive and is indicative of general land uses. Continuation of these land uses into the future is covered in the implementation alternative in this segment of the plan.

## Ownership

Except for the local government ownership (Riverview Park) and the State ownership mentioned under recreation, all property owners within the subject area are private. There are just over sixty tax lots in the area east of Main Street and within city limits. Not all sixty of those tax lots are separately owned. There are roughly forty property owners in the same area. Many of the lots with frontage on Main Street are small parcels while the lots below the terrace are generally large lots.

Most property owners own the land to the high-water line. Access to the water is given to all landowners owning land adjacent to the River regardless of the nature of their ownership. This does not include any person except the owner or people the owner gives permission to gain River access through his property.

Oregon recognizes the changes in ownership of land along the River by accretion or diminution. A landowner may gain or lose land as a result of erosion or silt being deposited or changes in the River channel.

## Hydrology

When addressing hydrology, the entire Willamette Basin must be considered. The Willamette Basin is the area drained by the Willamette River and all of its tributaries. The Basin is over 12,000 square miles in area. It is bounded on the north by the Columbia River from Bonneville to St. Helens, and on the east, south and west by the summits of the Coast Range, the Calopooya Mountains and the Coast Range, respectively. The north-south length of the Basin is about 150 miles and its average east-west width about 75 miles. The Polk County segment of the Willamette River lies about 20 miles northwest of the center of the

Basin. This report will only generally speak to hydrology of the Willamette River, if more information is desired, it can be obtained from the sources listed in the appropriate section at the end of this report. The portion of the Willamette River that forms the eastern boundary of Polk County will be the subject here.

The Willamette is a mature river flowing through a relatively flat alluvial valley. The River meanders widely within its flood plain, which is marked by cutoff meanders, oxbow lakes, braided and distributory channels, and sloughs.

The gradient of the Willamette River flattens from 6 feet per mile to 5 feet per mile as it flows through Polk County. As the River approaches the county, it slows down in velocity. This slowing in velocity results in the river being unable to carry the coarser material it held upstream. It is only able to carry fine grained sediments which are evidence of the rich bottom lands that are attributable to this reach.

Flow in the Willamette River is controlled to some degree the year around by numerous reservoirs on its headwaters and tributaries. The major effect of this upstream control was to establish stable flow conditions. This permits a higher flow during the summer, and allows water to be stored in peak runoff periods.

Runoff is stored in the reservoirs during the winter; these must be released after storms to make room for the next one. The flow is high for a longer period than under non-regulated conditions. This limits the possibility of extremely high water changing the course of the river but the sustained flow has increased bank erosion along low-lying areas near the river.

The average temperature of the River near Salem ranges from 43 - 44 in January and February, up to 58 in the warm summer months. The temperature varies along the course of the river and is generally degrees warmer at Salem than at the point where the Santiam joins the Willamette.

The average annual precipitation in the Willamette Basin is 63 inches. This results in a volume of more than 40 million acre-feet of water falling on the Basin annually. A major portion of this water finds its way to the Willamette and its tributaries.

The regulated minimum flow of approximately 6,000 cubic feet per second (cfs) measured at Salem is needed to assimilate waste effluent after secondary treatment. This treatment level and flow combination is necessary to meet water quality standards for the river.

The 6,000 cfs minimum flow in the Willamette River is partially provided by storage reservoirs in the upper drainage basin. Without augmented flows, the river discharge would drop to approximately 3,500 cfs every summer. Without the augmented flow, secondary treatment of industrial and domestic wastes would not have been sufficient to bring the river up to standards. It must therefore be noted that adequate base flows are essential to the establishment and maintenance of an effective water quality management plan.

Turbidity, a measurement of particulate, is seasonally high from land runoff. This runoff results in exposure to new gravel areas and the movement of gravel down the river.

The Willamette River meets the State of Oregon Department of Environmental Quality standards for levels of turbidity, BOD (biological oxygen demand) and DO (dissolved oxygen). BOD is the oxygen demand to support life in the river and DO is the amount of dissolved oxygen actually in the river. PH is measured on a scale of 1 - 10, 7 being neutral, 10 completely alkaline, and 1 completely acid.

BOD levels increase in areas where there are organic effluent released from industries at times when bacterial levels are high due to land runoff. The BOD level varies between 8.5 and 11.5 MG/L (milligrams per liter). PH is generally neutral, 7.0, but may vary from 6.7 to 7.1.

### Fragile Areas

Aside from the riparian vegetation found the entire length of the river and varying in width the only other ecologically fragile area is the confluence of Ash Creek. Because of flood potential, riparian vegetation, wildlife habitat, scenic potential, recreation potential, and possible use as a park expansion area, the Ash Creek confluence is a sensitive area. Any development of this site should consider all of the above criteria.

### Acquisition

Areas suitable for protection or preservation must be identified for possible public acquisition of the land or acquisition of an interest in the land. According to the LCDC Greenway Goal, such acquisition areas shall include the following:

1. Areas which may be suitably protected by scenic easements;
2. scenic and recreational land for exclusive use by the public;
3. sites for the preservation and restoration of historic places;
4. public access corridors;
5. public parks;
6. ecologically fragile areas; and
7. other areas which are desirable for public acquisition may also be identified for public acquisition may also be identified if the reasons for public acquisition for the Greenway are also identified.



An area just north of Polk Marine Park coincident with the Ash Creek confluence has been discussed as an area for park expansion. If this subject is to come up again in the future it is advantageous to include the site in the boundary and designate it as an acquisition area. Another future consideration is the extension of a river front trail which is presently a railroad right-of-way. The length of Independence could be served by a trail with either outright acquisition or easement acquisition.

### Boundary

The State Law (ORS 390.318) requires that all lands within 150 feet of the ordinary low-water line, on both sides of the Willamette River, be in the Willamette Greenway. In addition, other lands will be included that accomplish the purpose of the Greenway.

All resource characteristics noted in this report and on the inventory maps allow for an objective Greenway boundary determination. It is necessary to identify the lands on which the Greenway considerations, controls, and acquisition will occur. These areas are included within a Greenway boundary.

Vegetation is very important to river stabilization and other resources along the River; in some instances the boundary may follow vegetation lines which quite often follow terrace lines. However, many considerations from the previously mentioned inventory aid in determining a sensible boundary for Independence (see map).

The LCDC adopted boundary adequately protects all resources as inventoried above. A possible exception are the historically significant buildings not within the boundary and thus not eligible for historic restoration grants available through the Greenway Program. However, the view of the buildings from the river is protected because the boundary follows Main Street.

Another possible line with some justification is to follow the 100 year floodplain line. This line is at the bottom of the terrace. At the northern end of the city the 100 year floodplain line would include more land than the adopted LCDC line. The 100 year floodplain line does not include the first row of lots at the top of the terrace. These lots are quite visible from the river and thus does not adequately protect, conserve, enhance, and maintain the scenic resources of land along the Willamette River Greenway.

In the northern end of Independence's jurisdiction a line continuing southward along the river consistent with the minimum line until it intersects with the riparian vegetation line along Ash Creek is adequate. The most flexibility in the line exists in this area. The line could appear as D.O.T.'s line does, along the 100 year floodplain, or following the minimum line until it intersects with the vegetation line. The selected boundary is shown on the appropriate map.

## Implementation

Independence will coordinate with the state to implement the Greenway Program. Implementation efforts shall be consistent with the approved DOT Greenway Plan, the City's comprehensive plan, the goals and appropriate statutes.

The Greenway boundary must be shown on the county zoning maps and must be referred to in the zoning ordinance and subdivision ordinance. The city must also establish provisions by ordinance for the review of intensifications, changes of use of developments to insure their compatibility with the Willamette River Greenway. The ordinances must contain the following:

- a. The establishment of compatibility review boundaries.
- b. A review mechanism.
- c. Hearing procedures.
- d. Notification of hearing procedures.
- e. Mechanism for imposing conditions to carry out the purpose and intent of the Greenway statutes.

The compatibility review can either be done on a case by case basis with individual hearings or at one time through a design plan and administrative review procedure. The small number of existing uses in the Independence Greenway area and the separation of each favors the design plan approach. This approach is administratively the most simple. This mechanism is usually the fastest for the applicant thus aiding the property owner. All development is not excluded, the primary concern is that development be consistent with the intent and purpose of the Greenway Goal. Existing land uses are pre-existing and not contrary to the Goal.

## Conclusion

The Willamette Greenway is an effort to conserve, enhance and maintain the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River. The Greenway Program has caused a great deal of public reaction. Much of the reaction has been due to misunderstanding about how the program will be operated and implemented. This report outlines Independence's understanding of the program and clarifies what considerations have been made in determining the location of the boundary on a map. This report further indicates what methods will be used to implement the Greenway Program. This report is intended to illustrate how Independence has achieved the purpose of the Willamette Greenway Program.

# Greenway Inventory

MAP 106

(foldout)

Greenway Inventory  
Map 107  
(foldout)

Property Line  
Map 108

## AIR QUALITY

Air Quality is a subject that primarily attracts attention when pollution is particularly bad or visible. But air quality is a concern that should be given more than a passing consideration. Programs sponsored by the Federal Environmental Protection Agency (EPA), the State Department of Forestry, and the State Department of Environmental Quality (DEQ) are currently in operation in the area and are discussed in this section. Independence has cooperated and will continue to cooperate with County, State, and Federal agencies in their efforts to manage air quality in the Independence area.

### Willamette Valley Climate

The Willamette Valley is particularly prone to air pollution episodes as a result of climatic and physiographic conditions. Under normal conditions, air temperature decreases with height above the surface of the earth. When the earth's surface is sufficiently warmed by the sun, warm pockets of air rise into the upper atmosphere carrying away air pollutants from a variety of sources. The upward moving air is then replaced by cleaner, cooler, more dense air. This vertical mixing is increased by the presence of turbulent winds. Unfortunately, the Willamette Valley witnesses prolonged periods of poor ventilation, causing less rapid dissipation of air contaminants.

Air pollution problems are made more complex by the presence of temperature inversions, a condition in which contaminants cannot escape into the upper atmosphere. An inversion is a condition in which the colder air at higher elevations has somehow warmed, trapping the more dense cooler air beneath it. Air trapped in the fashion becomes increasingly laden with pollutants, and remains so trapped until a storm or warming occurs to break the condition. Oregon lies under an area of high barometric pressure -- air that is sinking and becoming warmer and denser. This warm air moves over Pacific coastal cities at altitudes of 2000 - 3000 feet, causing high inversions that often persist for days (Britannica, 1973, p.3).

Two additional site specific programs of DEQ are the Notice of Construction (NC) and the Indirect Source Construction Permit (ISCP). A notice of Construction application is required by all persons proposing to construct an air contaminant source. While the Indirect Source Construction Permit is required for construction and operation of certain types of parking facilities, highway, airports, and other types of indirect sources. Both these programs require the local jurisdiction issue a certificate of compatibility.

Oregon has the power to affix a maximum fine of \$500.00, for each day a permit holder is in violation of standards; the Federal Environmental Protection Agency has the power to affix a \$25,000 maximum daily fine. As of January 1978, there were twenty-nine (29) holders of air contaminant permits in Polk County (Dennis St. Louis, person communications).

Oregon has been divided into five Federal Air Quality Control Regions. Independence is located in the portland Interstate Air Quality Control Region. Much of the monitoring of air contaminates in the Portland Interstate AQCR is conducted in the Portland metropolitan area and its environs. Of the sixty-nine (69) air monitoring locations within Oregon, three in Salem (Marion County) and one in Dallas at the Polk County Courthouse. During the past five (5) year (1971-76) Salem has attained compliance with standards as determined through DEQ monitoring.

Air pollution monitoring in the Independence area is limited to field inspection, facility inspection, and the monitoring stations in Salem and at the Polk County Courthouse in Dallas. The Oregon DEQ makes field inspections on an irregular basis, and schedules inspection of facilities a year in advance.

### Air Pollution Sources

#### Industrial

At the present time, there are no major air polluting industries in Independence, however, complaints have been received by DEQ concerning minor problems with some small industries. An inventory of all air pollution industries in Independence is needed.

#### Field and Slash Burning

Field burning and slash burning contribute significantly to air pollution in the Independence area, the main pollutant produced being suspended particulate.

DEQ has responsibility for operating the field burning and monitoring program in Oregon. In 1977, Polk County ranked fifth in the state with regard to field burning acreage. Through 101 registration, 17,449 acres were proposed for burning; approximately 9,000 were actually burned.

### Standards

The Federal Clean Air Act came about in 1967 in an effort to control the pollution entering the air. New legislation in 1970 amended the Act to establish ambient air quality standards for six (6) major air contaminants: suspended particulate matter, carbon monoxide, sulfur dioxide, nitrogen oxides, hydrocarbons, and photochemical oxidants. States were required to submit plans to the Federal Government that would bring their air quality into compliance with the standards. Oregon adopted a Clean Air Implementation Plan in 1972, designed to bring Oregon's air quality into compliance by July 1, 1975. The major focus of the program was to reduce industrial emissions in order to meet standards for suspended particulate and to meet the carbon monoxide and photochemical oxidant standards by reducing automotive emissions. The Oregon Department of Environmental Quality (DEQ) is the state agency responsible for air quality programs.

In January of 1972, as part of the Clean Air Implementation Plan, the State adopted air quality standards equal to or more stringent than the national standards. The federal standards are broken down into:

- Primary standards, designed to protect the public health; and
- Secondary standards, designed to protect the public welfare from such effects as visibility reduction, soiling, nuisance and other forms of damage.

Oregon's program has been directed toward meeting or surpassing the federal secondary ambient air standards for the protection of the public welfare. Federal and State air quality standards may be seen in Table 34, following. When changes are made in DEQ or EPA rules or requirements, local governments are notified through a notice of rule change which may consist of public notice, direct mailing or both. Legislation pertaining to air quality is outlined in Table 35, also following.

### Pollution control and Monitoring

The Oregon Department of Environmental Quality issues Air Contaminant Discharge Permits (ACDP) on a fee basis to industries releasing contaminants into the air. If the applicant is within the allowable level of pollutants, a permit will usually be granted. If the allowable levels are being exceeded, a permit may be issued, but with a compliance schedule attached. If pollutants are not reduced to allowable levels according to schedule, a permit holder is open to fining by State and Federal agencies. Equipment made before 1968 is allowed twice the pollutant standard set for new equipment. An ACDP is not issued by DEQ unless a certificate of compatibility with local plans is issued by the local jurisdiction.

As a result of data collected by their Field Burning Air Quality Surveillance System in 1978, the DEQ will be using a Field Burning Smoke Management Program, the purpose of which is to efficiently handle field burning to direct resultant smoke away from populated areas.

Slash burning is the controlled burning within forested areas for hazard reduction and productivity enhancement and is a long-standing practice in Cascade and Coast Range forests. A permit is required for slash burning, available through the National Forest or Western Oregon Fire District. No fee is charged for the permit, but the fixing of a burning plan is required. Slash and forest land burning in Oregon is controlled by the Smoke Management Plan (adopted in 1972). This plan was designed to keep smoke out of populated areas in Western Oregon by keeping the smoke at levels about 2500 feet over the interior valley and above 2000 feet in coastal areas.

### Summary

Air quality in Independence is generally determined by the quality of air in the Willamette Valley. The major contributor to lowered air quality indigenous to the city is auto exhaust.



Agricultural activities near the city also have an effect on air quality. Winds blowing across fields where plowing, harvesting, and field burning activities are occurring may bring particulate into the city.

## NOISE QUALITY

The Oregon Legislature, when adopting the Noise Control act of 1971, found that noise at "unreasonable levels is as much a threat to the environmental quality of life...and the health, safety, and welfare of the people of this state as is pollution of the airs and waters..." (ORS Chapter 467).

This legislation authorized the DEQ, through the Environmental Quality Commission, to adopt and enforce statewide standards of noise control.

The DEQ noise pollution control rules and guidelines are contained in Oregon Revised Statutes 467.990 and Oregon Administrative Rules Chapter 340, Division 35, Sections 5 to 100. Refer to these statutes and rules for more specific information.

There are presently no significant generators or sources of noise in Independence. Noise levels are low enough not to exceed the DEQ standards. Independence will, through land-use regulation, work to prevent noise problems from occurring. An inventory of noise sources impacting the planning area is needed.

## COMMUNITY PROFILE

This section is designed to provide information regarding the people of Independence--a community profile. In order to properly provide for future community needs for public facilities and services and to determine future land requirements, a profile of the characteristics of the population and a projection of future population growth must be prepared. The following is a discussion of historical population growth trends and present population and income figures. Data relating to population characteristics such as age, sex and education are not treated in this amendment to the comprehensive plan background report.

### Historic Growth Trends

Independence, Polk County and the tri-county region consisting of Polk, Marion and Yamhill counties (commonly referred to as District III) all witnessed rapid population growth in the few decades prior to 1980. In the period between 1960 and 1970. Independence experienced a 34.4% increase in population. This all changed in the early 1980's as the city and the state in general experienced an economic recession.

The July 1, 1985 Center for Population Research and Census (CPRC) population estimates of Oregon counties and incorporated cities showed the following population figures for Independence for the years 1978 through 1985:

1878	1979	1980	1981	1982	1983	1984	1985	1990
3880	4000	4024	4025	3940	3880	3900	4145	4425

On January 30, 1985, the Mid-Willamette Valley Council of Governments revised Polk County's population projections to an annual growth rate of 2.35%. This figure, while perhaps reflecting county-wide growth rates, is high for the City of Independence, as is shown by the following survey.

In June, 1985, the Center for Population research and Census of Portland State University conducted a population and income survey of the City of Independence. The survey concluded that:

"There has been very little housing and population change in Independence since 1980. CPRC's July 1984 population estimates indicate a drop in the city's population from 4,024 to 3,900. As noted earlier, the number of housing units grew by 18, a one percent increase. The residents of Independence are dependent on the timber and agricultural industries, and according to federal census data the city had a 15.4 percent unemployment rate even before Oregon's statewide economic recession of the early 1980's."

The income distribution results of that survey are as follows:

1984 Income Categories	Family Income	Non-Family Income	Total Household Income
Less than \$9,999	122	66	188
\$10,000 to \$12,999	45	15	60
\$13,000 to \$13,999	20	2	22
\$14,000 to \$14,999	15	2	17
\$15,000 to \$15,999	17	4	21
\$16,000 to \$16,999	8	2	10
\$17,000 to \$19,999	38	7	45
Over \$20,000	104	13	117

MEDIAN FAMILY INCOME: \$18,874

MEDIAN HOUSEHOLD INCOME: \$12,599

These figures showed a 7.15 percent decline in median household income, and a 6.2 percent decline in median income for families from the 1980 U.S. Census data. The decline in median income was explained both by differences in the sample sizes of the 1980 and 1984 surveys and by economic conditions in Independence. CPRC's 1984 data covered 31.2 percent of all housing units in the city, nearly double the U.S. Census Bureau coverage of 15.9 percent of all housing units for the 1979 income data.

## POPULATION CHARACTERISTICS

### Age Distribution

The demographic profile of Independence provided by the 1970 U.S. Census reveals a relatively young population (see Table 10). The median age in Independence in 1970 was 24.5 years, below the median age for Polk County (27.7) for that same period. The 20 to 34-year old age group constituted approximately 19 percent for both Independence and the county. The Oregon Employment Division anticipates that this large percentage of 20 to 34 year old will continue through the decade, due largely to the number of job opportunities within the region. (See Table 10)

### Sex and Racial Distribution

Independence's sexual distribution among the population is similar to that of Polk County and other cities within. Women make up 51.5 percent of the population in 1970, while men accounted for 48.5 percent. Table 11 shows that in 1970, Independence had a minority population of 2.9 percent. Independence has the largest Spanish speaking community within Polk County. (See Table 11)

### Income Characteristics

Independence's median income for 1970 was \$7,408, less than the 1970 mean of \$8,341. By way of comparison, Independence's median income (\$7,408) was well below Polk County's median income of \$8,891 and Oregon's median income of \$9,489. Table 12 shows sharp differences regarding income between Polk County and Independence. According to the Oregon Employment Division (Annual Planning Report, FY 1978, April, 1977) 16.6 percent of the families in Independence had income below the federally-defined poverty level, the second highest percentage in the state. The Employment Division lists three factors which contribute the most to Independence's high percentage of families below poverty level:

1. The seasonal and low paying nature of the agricultural industry, an important industry for the Independence area;
2. Farm laborers have remained in the area although the demand for farm laborers has dropped; and
3. The large number of low-income houses built under federal and state programs have attracted low-income people from outside Independence. (See Table 13)

### Educational Achievement

The level of educational achievement for residents of Independence is depicted in Table 14. The table shows that Independence has a level of education somewhat lower than that for the county as a whole. Over 54 percent of Independence residents over 25 years of age had achieved an eleventh-grade education or less, while high school (or higher) graduates accounted for less than half the adult population (45.9%) in 1970. The median years of education completed in Independence is 11.3 years.

TABLE 10  
AGE DISTRIBUTION, 1970

	<u>Polk County</u>		<u>Independence</u>	
	Number	Percent	Number	Percent
Under 5 years	2,565	7.3	272	10.5
5 to 9 years	3,148	10.0	257	9.9
10 to 14 years	3,608	10.2	274	10.6
15 to 19 years	4,115	<u>11.6</u>	290	<u>11.2</u>
20 to 24 years	3,136	8.9	226	8.7
25 to 29 years	2,025	5.7 19.7%	169	6.5 19.1%
30 to 34 years	1,811	<u>5.1</u>	101	<u>3.9</u>
35 to 39 years	1,734	4.9	94	3.6
40 to 44 years	1,955	5.5	124	4.8
45 to 49 years	2,034	5.8	146	5.6
50 to 54 years	1,924	5.4	117	4.5
55 to 59 years	1,632	4.6	115	4.4
60 to 64 years	1,505	<u>4.3</u>	111	<u>4.3</u>
65 to 69 years	1,357	3.8	86	3.3
70 to 74 years	1,126	3.2 11.7%	80	3.1 11.5%
75 years and over	<u>1,674</u>	<u>4.7</u>	<u>131</u>	<u>5.1</u>
	35,349		2,594	
<hr/>				
Median Age	27.7 years		24.5 years	

NOTE: Percentages may not add up due to rounding

SOURCE: U.S. Department of Commerce, 1970 Census, General Social and Economic Characteristics.

**TABLE 11**  
**SEX AND RACE CHARACTERISTICS, 1970**

Population Component	Number	Percentage
<b>TOTAL</b>	2,594	100.0
<b>SEX:</b>		
Male	1,258	48.5
Female	1,336	51.5
<b>RACE:</b>		
White	2,519	97.1
Black	33	1.3
Other	42	1.6

**SOURCE:** 1970 U.S. Census Data

TABLE 12

INCOME DISTRIBUTION:  
INDEPENDENCE AND POLK COUNTY

	<u>Polk County</u>		<u>Independence</u>	
	Number	Percent	Number	Percent
Less than \$2,000	507	5.6	45	7.0
\$2,000 - \$2,999	522	5.8	66	10.3
\$3,000 - \$3,999	513	5.7	30	4.7
\$4,000 - \$6,999	1,671	18.4	163	25.5
\$7,000 - \$9,999	2,218	24.5	142	22.2
\$10,000 - \$14,999	2,090	32.1	124	19.4
\$15,000 - \$24,000	1,187	13.1	59	9.2
\$25,000 and Over	348	3.8	10	1.6
Number of Families	9,056		639	
Median Income	\$ 8,891		\$7,408	
Mean Income	\$10,059		\$8,341	

SOURCE: League of Oregon Cities, Human Resources Data, 1970, October, 1972



**TABLE 13**  
**POVERTY DATA:**  
**INDEPENDENCE AND POLK COUNTY**

1970

Income Less than Poverty Level	Polk County		Independence	
	Number	Percent	Number	Percent
Families	942	10.4	106	16.6
Persons in Families	3,063	9.9	444	18.5
Children in Families	1,253	10.8	272	27.1
Families with Female Head	221	34.4	47	72.3
Unrelated Individuals	1,593	52.6	127	58.5
Persons 65 and Over	348	3.8	10	1.6

**SOURCE:** League of Oregon Cities, Human Resources Data, 1970  
October, 1972

**TABLE 14**  
**EDUCATIONAL ACHIEVEMENT:**  
**INDEPENDENCE AND POLK COUNTY**

1970

Education Level of Adults <sup>1</sup>	Polk County		Independence	
	Number	Percent	Number	Percent
7 year or Less	1,844	9.8	174	13.6
11 years or Less	7,836	41.7	692	54.1
12 years or More	10,944	58.3	586	45.9
Median Years Completed	12.3		11.3	

**SOURCE:** 1970 U.S. Census Data

<sup>1</sup> Adults defined as 25 years or older

# Economics

## Overview of the Independence Economy

Independence provides a number of economic functions to the central and southern portions of Polk County. The community originally developed as a shipping center for agricultural products along the Willamette River. This function continued with the establishment of the railroad. Independence serves as a commercial-service center of outlying rural and agricultural areas and, most recently, has developed as a “bedroom” community for commuters working in larger cities, such as Corvallis and Salem. Affordable housing costs and relatively short commute times to these larger employment centers will continue to foster population growth in Independence.

**Table 1** shows employment data for the Independence area based on employer records with a 97351 zip code.<sup>4</sup> Employment in Independence grew slightly between 1995 and 1999 as 103 new jobs were added. Independence had approximately 2,437 jobs in 1999 representing 17 percent of the estimated total employment in Polk County.<sup>5</sup>

Changes in local employment between 1995 and 1999 appear to be indicative of recent declines in resource-based industries, such as agriculture and forestry. The largest increase in employment locally is in the rubber and plastics products manufacturing. Wholesale trade employment also increased significantly during this period. Overall, non-manufacturing employment accounted for about 65 percent of all local employment in 1999, an increase of four (4) percent from 1995.

---

<sup>4</sup> Some businesses with main offices located outside of the 97351 zip code may not be included in the employment statistics.

<sup>5</sup> Total employment for Polk County is estimated using Oregon Office of Economic Analysis employment forecasts for 1995 and 2000.

**Economics -Table 1  
Independence Employment  
1995 and 1999<sup>6</sup>**

<b>Industry</b>	<b>1995</b>	<b>1999</b>	<b>Change 1995-1999</b>	<b>Percent Change 1995-1999</b>
Agriculture and Forestry, Total	556	466	(90)	-16.2%
Agricultural Production Crops	377	178	(199)	-52.8%
Agricultural Production Livestock	18	28	10	55.6%
Agricultural Services	44	104	60	136.4%
Forestry	117	156	39	33.3%
Manufacturing, Total	347	390	43	12.4%
Lumber & Wood Products	73	60	(13)	-17.8%
Furniture & Fixtures	10	10	0	0.0%
Rubber & Misc. Plastics Products	54	183	129	238.9%
Stone, Clay, Glass & Concrete Products	32	33	1	3.1%
Primary metals	51	19	(32)	-62.8%
Fabricated metals	95	68	(27)	-28.4%
Machinery	14	12	(2)	-14.3%
Transportation Equipment	11	0	(11)	-100.0%
Miscellaneous manufacturing	7	5	(2)	-28.6%
Non-manufacturing total	1,431	1,581	150	11.0%
Construction	77	34	(43)	-55.8%
Trans., Comm., & Public Utilities	52	64	12	23.1%
Wholesale Trade	71	196	125	176.1%
Retail Trade	402	419	17	4.2%
Finance, Insurance, Real Estate	36	25	(11)	-30.6%
Services	288	290	2	0.7%
Government (includes school district)	505	553	48	9.5%
<b>Total</b>	<b>2,334</b>	<b>2,437</b>	<b>103</b>	<b>0.4%</b>

Source: State of Oregon Employment Department data, sorted and summarized by MWVCOG, 2000.

### Long-Term National Economic Trends

A similar economic opportunities analysis for the city of Albany<sup>7</sup> identified five important long-term national trends that will influence economic development in this region over the next 20 years. These trends include:

- AA Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- AA Growth in Pacific Rim trade.
- AA The growing importance of education as a determinant of wages and household income.

<sup>6</sup> Employment figures for 1995 and 1999 are monthly averages for each sector and industry shown.

<sup>7</sup> ECONorthwest, *Albany Economic Opportunities Analysis, September 2000*

- AA The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- AA The increasing integration of non-metropolitan and metropolitan areas.

Economic development in Independence will also be affected by economic trends in Oregon and the Willamette Valley. The following sections describe recent trends in population, income, and employment growth in Oregon, the Willamette Valley, and Polk County, and the economic outlook for Oregon. Recent economic trends and the economic outlook for these areas are the primary basis for our expectations of future economic development in Independence.

### Population Growth

The state of the national economy influences local population growth. As shown in **Table 2**, growth rates for Oregon, the Willamette Valley, Polk County, and Independence exceeded the national growth rate during the expansionary economic periods in the 1970s and 1990s. In particular, Polk County and Independence both grew at several times the national rate. Growth slowed during the recession in the early 1980s. Between 2000 and 2020, Independence is forecast to grow to a population of 9,559 persons at an average annual growth rate of 2.8 percent.<sup>8</sup>

**Economics -Table 2  
Population  
U.S., Oregon, Willamette Valley, Polk County, and Independence, 1980-1999**

Location	1970	1980	1990	1999	Average Annual Growth Rate		
					1970-80	1980-90	1990-99
U.S.	203,211,926	226,545,805	248,709,873	272,690,813	1.1%	0.9%	1.0%
Oregon	2,091,385	2,633,156	2,842,321	3,300,800	2.3%	0.8%	1.7%
Willamette Valley	1,446,594	1,788,577	1,962,816	2,292,700	2.1%	0.9%	1.7%
Polk County	35,349	45,203	49,541	60,100	2.5%	0.9%	2.2%
Independence	2,594	4,024	4,425	6,195	4.5%	1.0%	3.8%

Source: U.S. Census and the Center for Population Research and Census, Portland State University.

### Personal Income

**Table 3** shows the per capita income for the U.S., Oregon, and Polk County for the period from 1969 to 1998.

Per capita income in Oregon actually exceeded the national average prior to the recession in the early 1980s. During this recession, per capita income in Oregon fell to as low as 92 percent of the national figure. For the period from 1969 to 1998, per capita income in Polk County was lower than the Oregon average and ranged from 78 percent to 90 percent of the national figure. The low figure of 78 percent of the U.S. figure was reached in 1992 and 1993.

**Economics -Table 3**

<sup>8</sup> This projection was part of coordinated projections adopted by Polk County for all cities within the county pursuant to Oregon Revised Statutes 195.036. The projection was adopted as part of the *Polk County Transportation Plan*, 1997.

**Per Capita Income  
U.S., Oregon, and Polk County, 1969-1998 (in 1998 dollars)**

Year	U.S.	Oregon	Polk	Percent of U.S.	
				Oregon	Polk
1969	\$14,610	\$13,967	\$12,049	96%	82%
1970	\$14,849	\$14,290	\$12,273	96%	83%
1971	\$15,081	\$14,610	\$12,217	97%	81%
1972	\$15,804	\$15,476	\$12,702	98%	80%
1973	\$16,621	\$16,281	\$14,943	98%	90%
1974	\$16,507	\$16,527	\$14,792	100%	90%
1975	\$16,438	\$16,506	\$14,271	100%	87%
1976	\$17,044	\$17,440	\$15,359	102%	90%
1977	\$17,537	\$17,855	\$14,894	102%	85%
1978	\$18,330	\$18,740	\$15,740	102%	86%
1979	\$18,800	\$19,175	\$16,643	102%	89%
1980	\$18,790	\$18,814	\$16,530	100%	88%
1981	\$19,138	\$18,430	\$16,333	96%	85%
1982	\$19,147	\$17,903	\$15,808	94%	83%
1983	\$19,337	\$18,225	\$16,096	94%	83%
1984	\$20,544	\$19,120	\$16,690	93%	81%
1985	\$21,131	\$19,466	\$17,200	92%	81%
1986	\$21,608	\$19,875	\$17,653	92%	82%
1987	\$22,045	\$20,186	\$17,778	92%	81%
1988	\$22,686	\$20,938	\$18,715	92%	82%
1989	\$23,175	\$21,497	\$18,655	93%	80%
1990	\$23,366	\$21,778	\$18,565	93%	79%
1991	\$23,157	\$21,679	\$18,643	94%	81%
1992	\$23,662	\$21,951	\$18,453	93%	78%
1993	\$23,727	\$22,292	\$18,504	94%	78%
1994	\$24,175	\$22,934	\$19,318	95%	80%
1995	\$24,673	\$23,736	\$19,925	96%	81%
1996	\$25,299	\$24,271	\$20,843	96%	82%
1997	\$26,169	\$25,223	\$21,713	96%	83%
1998	\$27,203	\$25,912	\$22,334	95%	82%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, 2000. Regional Economic Information System.

**Table 4** shows median household income and the percentage of households below poverty in Oregon, Polk County, and Independence for 1979 and 1989. Median household income for Polk County was nearly equal to the statewide median in 1979. In Independence, median household income was about 80 percent of income in these other areas in both 1979 and 1989. The percentage of households below the poverty level was also significantly higher in Independence, particularly in 1989.

This data suggest that households in Independence have a different occupational composition, lower wages, higher unemployment rates, or a larger percentage of non-workers, such as children and retirees.

**Economics -Table 4**  
**Median Household Income and Percent of Households Living Below Poverty Level**  
**Independence, Polk County, and Oregon, 1979 and 1989 (in 1998 dollars)**

Location	Median Household Income		Households Below Poverty Level	
	1979	1989	1979	1989
Independence	\$27,740	\$26,248	17.3%	19.7%
Polk County	\$34,040	\$32,818	16.2%	13.1%
Oregon	\$34,178	\$34,014	11.2%	12.1%

Source: US Census Data. Current dollars converted to 1998 dollars using the price index for the Personal Consumption Expenditure component of Gross Domestic Product, from the *2000 Economic Report of the President*.

**Employment**

The Oregon Employment Department's *2000 Regional Economic Profile for Region 3*<sup>9</sup> (Marion, Polk, and Yamhill counties) states that both the local and statewide economies are shifting from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others. Marion, Polk, and Yamhill counties have traditionally been dependent upon state government, agricultural, and wood products as the predominant sources of local employment.

**Table 5** illustrates the shift in regional employment for the period from 1979 to 1998. During that time, employment in the wood products and food products manufacturing industries have declined while regional employment in the service sector has more than doubled. Recent growth in the trade and construction sectors is indicative of the expansionary economy in the last decade.

The *Regional Profile* notes that in 1958, wood products manufacturing accounted for one in every 12 jobs in Region 3. By 1998, only one in 32 jobs were in the wood products sector.

**Economics -Table 5**  
**Employment by Selected Industry**  
**Marion, Polk, and Yamhill Counties, 1979-1998**

Industry	1979	1982	1992	1994	1996	1998	Percent Change 1979-1998
Manufacturing, Total	15,400	12,500	15,500	17,300	17,900	17,800	15.6%
Wood Products, Mfg.	4,200	2,700	3,600	4,100	4,000	3,900	-7.1%
Food Products, Mfg.	5,100	5,000	4,900	5,300	5,200	5,000	-2.0%
Construction	5,200	2,500	4,800	5,800	6,900	7,900	51.9%
Trade	19,100	18,100	24,700	26,400	27,600	24,100	26.2%
Services	15,400	14,800	25,400	27,700	30,100	32,000	107.8%
Government	27,300	25,900	32,400	33,200	35,700	37,600	37.7%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>9</sup> State of Oregon, Employment Department. 1999. *2000 Regional Economic Profile - Region 3*.

## Economic Outlook for Oregon

Oregon is expected to grow modestly over the next 40 years. The Oregon Office of Economic Analysis projects that between 2000 and 2040, Oregon's population will grow from 3.4 million to about 5.2 million persons.<sup>10</sup> This represents an average annual growth rate of about 1.1 percent. About 1.3 million of the new residents, or about 70 percent, will result from net migration to Oregon. The Willamette Valley is projected to grow at a slightly faster rate during this period.

The Office of Economic Analysis forecasts that total employment in Oregon will grow from about 1.8 million persons in 2000 to about 2.5 million persons in 2040. About 73 percent of this employment growth is forecast to occur in the Willamette Valley.

**Table 6** shows the Oregon Employment Department forecast of employment growth, by industry, for Oregon between 1998 and 2008. The growth in services is expected to continue with employment in this sector increasing by 20 percent during this period. Growth of more than 20 percent is also expected for manufacturing industries that do not produce wood products. The trade sector (18.9%) and transportation industries (20.3%) are also expected to experience significant increases in employment.

---

<sup>10</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.



**Economics -Table 6  
Employment Projections by Industry  
Oregon, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998-2008</b>	<b>Percent Change 1998-2008</b>
Non-farm Payroll Employment	1,556,100	1,843,400	287,300	18.5%
Goods Producing	329,100	362,200	33,100	10.1%
Service Producing	1,227,000	1,461,200	254,200	20.7%
<b>Manufacturing, Total</b>	<b>245,200</b>	<b>266,200</b>	<b>21,000</b>	<b>8.6%</b>
Durable Goods	180,200	199,700	19,500	10.6%
Lumber & Wood Products	50,200	49,000	(1,200)	-2.4%
Other Durable Goods	130,000	150,700	27,000	20.8%
Non-durable Goods	65,000	66,500	1,500	2.3%
Food Products	24,800	24,100	(700)	-2.8%
Other Non-durable Goods	40,200	42,400	2,200	5.5%
<b>Non-manufacturing total</b>	<b>1,310,900</b>	<b>1,577,200</b>	<b>266,300</b>	<b>20.3%</b>
Mining & Quarrying	1,800	2,000	200	11.1%
Construction	82,100	94,000	11,900	14.5%
Trans., Comm., & Utilities	76,500	89,100	12,600	16.5%
Transportation	53,200	64,000	10,800	20.3%
Communications & Utilities	23,300	25,100	1,800	7.7%
Trade	383,800	456,300	72,500	18.9%
Wholesale Trade	96,100	114,400	18,300	19.0%
Retail Trade	287,700	341,900	54,200	18.8%
General Merchandise Stores	36,400	45,600	9,200	25.3%
Food Stores	42,200	48,800	6,600	15.6%
Eating & Drinking Places	104,400	123,200	18,800	18.0%
Other Retail Trade	31,000	37,800	6,800	21.9%
Finance, Insurance, Real Estate	95,100	108,900	13,800	14.5%
Services	416,200	543,700	127,500	30.6%
Business & Professional Services	93,400	140,000	46,600	49.9%
Health Services	105,800	124,600	18,800	17.8%
Other Services	217,000	279,100	62,100	28.6%
Government	255,400	283,200	27,800	10.9%
Federal	30,100	30,400	300	1.0%
State	58,100	65,200	7,100	12.2%
Local	167,200	187,600	20,400	12.2%

Source: Oregon Employment Department, 2000 *Regional Economic Profile - Region 3, 1999*.

**Regional Population and Employment Growth**

**Table 7** shows the Oregon Office of Economic Analysis population and employment forecasts for Polk County through 2040. For the period through 2010, employment is expected to grow at a faster rate than population. From 2010 through 2040, the Polk County population is forecast to grow faster than local employment. This forecast may be indicative of the general aging of the population as “baby-boomers” reach retirement age and leave the work force.

**Economics -Table 7**  
**Forecast Population and Employment Growth**  
**Polk County, 2000-2040**

Year	Population			Employment		
	Total	Change	Percent Change	Total	Change	Percent Change
2000	60,719			14,687		
2005	65,040	4,321	7.1%	15,869	1,182	8.1%
2010	69,402	4,002	6.2%	16,860	1,171	7.5%
2015	73,940	4,538	6.5%	17,601	741	4.4%
2020	78,502	4,562	6.2%	18,307	706	4.0%
2025	82,996	4,494	5.7%	19,029	722	3.9%
2030	87,307	4,311	5.2%	19,876	847	4.5%
2035	91,467	4,160	4.8%	20,775	899	4.5%
2040	95,479	4,012	4.4%	21,560	785	3.8%

Source: State of Oregon Office of Economic Analysis, 1997.

**Table 8** is similar to Table 6. It shows employment forecasts by industry for 1998 to 2008 for the region consisting of Marion, Polk, and Yamhill counties. The forecasts were developed by the State of Oregon Employment Department. As with the statewide economy, the most significant increases in employment growth within Region 3 will occur in the services sector. Employment in this sector is forecast to increase by nearly 30 percent between 1998 and 2008, with the largest gains in the professional services industry.

Manufacturing employment is forecast to increase by about 10 percent. About 2,300 new jobs will be added in this sector. Approximately 74 percent of these jobs will be in industries that manufacture durable goods other than wood products.

**Economics -Table 8**  
**Employment Projections by Industry**  
**Marion, Polk, and Yamhill Counties, 1998-2008**

<b>Industry</b>	<b>1998</b>	<b>2008</b>	<b>Change 1998-2008</b>	<b>Percent Change 1998-2008</b>
Total Non-farm Payroll Employment	162,000	191,100	29,100	18.0%
Goods Producing	34,100	37,900	3,800	11.1%
Service Producing	127,900	153,200	25,300	19.8%
Manufacturing, Total	24,200	26,500	2,300	9.5%
Durable Goods	14,300	16,100	1,800	12.6%
Lumber & Wood Products	5,100	5,200	100	2.0%
Other Durable Goods	9,200	10,900	1,700	18.5%
Non-durable Goods	9,900	10,400	500	5.1%
Food Products	6,100	6,200	100	1.6%
Other Non-durable Goods	3,800	4,200	400	10.5%
Non-manufacturing total	137,800	164,600	26,800	19.4%
Mining & Quarrying	400	500	100	25.0%
Construction	9,500	10,900	1,400	14.7%
Trans., Comm., & Utilities	4,700	5,600	900	19.1%
Transportation	3,400	4,100	700	20.6%
Communications & Utilities	1,300	1,500	200	15.4%
Trade	34,500	41,300	6,800	19.7%
Wholesale Trade	5,200	6,300	1,100	27.5%
Retail Trade	29,300	35,000	5,700	19.5%
General Merchandise Stores	4,000	5,100	1,100	27.5%
Food Stores	4,800	5,600	800	16.7%
Eating & Drinking Places	10,800	12,900	2,100	19.4%
Other Retail Trade	9,700	11,400	1,700	17.5%
Finance, Insurance, Real Estate	7,800	8,800	1,000	12.8%
Services	39,200	50,900	11,470	29.8%
Business & Professional Services	7,600	10,500	2,900	38.2%
Health Services	11,700	13,900	2,200	18.8%
Other Services	19,900	26,500	6,600	33.2%
Government	41,700	46,600	4,900	11.8%
Federal	2,200	2,300	100	4.5%
State	19,200	20,800	1,600	8.3%
Local	20,300	23,500	3,200	15.8%

Source: Oregon Employment Department, *2000 Regional Economic Profile - Region 3, 1999*.

Overall, the data suggest modest growth for the Independence economy in the coming years. Regional employment growth is expected to occur in several sectors, most notably manufacturing of durable goods, retail trade, and services that are all important elements of local employment. Independence has some locational factors that should encourage modest growth in the local manufacturing sector.

Agriculture and forestry remain an important part of the local economy. Through 2008, these industries are projected to grow at a slightly slower rate than the average for all industries in Region 3 (17 percent versus 18 percent).<sup>11</sup>

<sup>11</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3, 1999*.

The next section of the report examines supply-side factors that may affect business location and development in Independence.

### **Factors Affecting Forecasted Growth**

The existing pattern of development in Polk County reflects the influence of locational factors and comparative advantages in the region and this pattern is unlikely to change substantially in the future. Independence developed based on its importance as an agricultural shipping center. Over time, a number of small manufacturing firms have located in the community due to the availability of less expensive industrial land and ready access to Highways 51 and 99W.

The following sections discuss supply-side factors that may affect business location and economic development in Independence.

#### **How Firms Make Business Location Decisions**

The main goal for business firms is to locate where they can maximize revenue and profits. By merely listing all relevant location considerations, a decision maker can add all the costs and benefits accruing to a facility at each potential location. The location with the lowest net costs (after subtracting benefits) is in most situations the best location. Alternative locations should be compared for the cost of material and energy inputs, including the charges for transporting them, the cost of employees (wages, salaries, benefits, payroll taxes, unemployment insurance, training costs), construction or purchase and remodeling costs, taxes on corporate property, income, and inventory, and public incentives for new investment. Personal income taxes and housing costs are relevant to the extent that they represent a cost differential for current employees whom the company wants to relocate to a new location. These considerations are measurable, and can be added (or subtracted) for each potential location. Other considerations are less quantifiable, such as the availability of workers with particular skills, the appropriateness of an existing building, the quality of life, or the likelihood of competitive reaction to the company's investment.

#### **Quality of Life**

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Economic factors are discussed elsewhere in this report.

Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Net migration is expected to comprise about 70 percent of Oregon's population growth over the next 20 years.<sup>12</sup> A more attractive quality of life may help Independence attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community.

Independence possesses a number of characteristics that contribute to quality of life. The community offers urban amenities, such as shopping, health care, parks, and schools within a small town environment. Independence has an active downtown that includes shopping opportunities, a historic

---

<sup>12</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.

district, and access to the Willamette River. Further, residents have access to other nearby cultural and recreation amenities that can easily be reached from the Willamette Valley.

An Independence Visioning Committee met regularly during the fall of 2000 to develop an action plan for the community. The Committee listed the following qualities of Independence as most desirable (the number of votes for each feature follows in parentheses):

- Beautiful landscape / Natural amenities - River view / Waterways - Ash Creek & Willamette River / Wetlands - bird flight path - (23)
- Friendly - "Hometown USA" / Historic district (culture) / Friendly engaged citizens / Working-class town (13)
- Low crime rate (police force) (12)
- Cross-cultural mix (9)

### **Transportation**

Available transportation access is one of the most important factors affecting economic development. Transportation affects the cost of doing business at a location. Firms depend on ready transportation access to ship and receive goods. Ready access allows for reduced production costs and more convenient automobile access for customers and employees.

State Highway 51 is located at the eastern edge of Independence and provides access to State Highway 22 that connects to I-5. I-5 serves as the primary transportation artery in the Willamette Valley and is located approximately 15 miles east of Independence. Interviews with several local firms indicate that Highway 51 provides adequate transportation access for shipment of materials and finished products. To a lesser extent, firms in Independence also have access to State Highway 99W which serves Corvallis to the south and McMinnville to the north.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. Independence is served by a rail line that runs north/south, passing through the old downtown area and an industrial area to the north. A short line railroad, the Portland & Western Railroad, provides local service between Portland and Eugene and connections to the national rail network through Burlington Northern Railroad and Union Pacific Railroad. The Portland & Western rail line parallels Highway 99W between the Portland metro area and Corvallis, then cuts east through Albany and follows Interstate 5 to Eugene. Connections to Burlington Northern can be made in Portland and to Union Pacific in Eugene or Portland.

### **Labor Force**

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. The Oregon Employment Department notes that in recent years employers in the mid-Willamette Valley have expressed concerns regarding recruiting and retaining skilled workers.<sup>13</sup>

The unemployment rate for the Salem Metropolitan Statistical Area (MSA), which includes Polk County, has been at or slightly lower than Oregon's unemployment rate since 1980. The Salem MSA unemployment rate has generally declined since peaking at 10.5 percent in 1982. Seasonally adjusted

---

<sup>13</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

unemployment in the Salem MSA for November 2000 is 4.2 percent, the same as the Oregon rate. In general, the lower unemployment rate does not provide a comparative advantage in a tight labor market. However, because the statistical area includes all of Polk and Marion counties, it is impossible to determine the actual unemployment rate for Independence.

The Oregon Employment Department notes that in-migration will be a critical factor in the determining long-term growth in Region 3.<sup>14</sup> Not only do new residents create demand for goods and services, but they also supply additional workers. For the period from 1990 to 1997, the population of Polk County grew by 15.9 percent. In-migration accounted for 82 percent of the population growth. During this same period, Oregon's population grew by 13.2 percent, with in-migrants representing about 70 percent of this figure.<sup>15</sup>

### **Training Opportunities**

Chemeketa Community College is located approximately 12 miles east of Independence. The Chemeketa Career Center provides educational and vocational rehabilitation assistance. Chemeketa coordinates its program for various companies in the Mid-Willamette Valley Region who need specific educational training for their employees.

Western Oregon University in Monmouth can assist industrial firms, if WOU has contacts for experts in the specific area. The Conference and Nonacademic Program Department's activities include customizing training in the business field. Previously, WOU customized training for managers at Teledyne-Wah Chang's Albany office.

The availability of employee training programs for specific firms depends on the kind of resources the specific firm wants delivered and what time constraints may exist.

### **Dallas-Monmouth-Independence Enterprise Zone**

The Dallas-Monmouth-Independence Enterprise Zone includes industrial areas along Highway 51 and near the Independence State Airport. In October 2000, the Enterprise Zone was expanded to include the Boise-Cascade office property in Monmouth as well as a large portion of the Independence Central Business District (CBD). The CBD area was added to the Zone to encourage development of an overnight lodging facility in the downtown area consistent with the Independence Downtown Development Plan.

Both new and existing businesses located within the Enterprise Zone are eligible for benefits as long as these firms produce 75 percent of gross income from non-retail sales. Enterprise Zone benefits include:

- 100 percent waiver for property taxes for three (3) years).
- 100 percent waiver of land use permit fees.
- 50 percent discount for building permit fees.
- 25 percent discount for System Development Charges.

---

<sup>14</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>15</sup> Portland State University, Center for Census and Population, 1998.

## **Land Cost**

The Salem Economic Development Corporation maintains a database of available commercial and industrial properties in the mid-Willamette Valley. The most recent database listing shows 36 properties with advertised sales prices, most of which are in Salem. These properties range in size from 0.9 acre to 79.2 acres. Sale prices for the properties range from \$35,803/acre to \$376,666/acre. The average sales price is \$109,950/acre and the median price is \$99,722/acre.

Of the 36 properties listed, one (1) industrial property, 56 acres in size, is listed from Independence. This property has an advertised sales price of \$38,000/acre which is the second lowest price listed. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem market, are lower in the Independence area. This factor was also borne out in interviews conducted with several firms located in Independence. Lower land cost was often cited as a primary reason for the firm's location.

## **City Policies Affecting Economic Development**

The Independence Comprehensive Plan includes an economic development goal and associated policies. As stated in the Independence Comprehensive Plan, the city's economic development goal is:

“To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.”

Associated economic development policies include:

- Encouraging a wide variety of commercial activities in convenient and desirable locations to serve city residents.
- Retaining downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
- Emphasizing the waterfront and existing historic structures in any overall downtown redevelopment plan.
- Encouraging new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
- Discouraging strip development along roads and highways and promoting the clustering of commercial uses.
- Encouraging non-polluting labor-intensive industries to locate within the City.
- Encouraging the industrial park concept in soliciting new industry for the area.
- Encouraging the development of economic activities that will provide jobs to utilize the skills of the local labor force.
- Encouraging the development of local job training programs for residents seeking employment.

- Encouraging economic development planning and programming activities to stimulate private sector development.
- Cooperating with relevant federal, state, regional, and local government agencies in economic development planning for the area.

### Local Employment Growth Forecast

Employment growth is forecast for both Oregon and Polk County over the next 20 years. **Table 9** shows the forecast for covered employment in Independence for 2020. Independence's share of Polk County employment in 1995 was 18 percent. In 1999, this figure fell to 17 percent. With the comparative location advantages found in Independence, such as lower land costs and available transportation access, there is no reason to believe that this figure will decline. The local employment forecast is based on an assumption that this percentage will remain the same in 2020. The forecast also makes assumptions regarding the distribution of employment in Independence in 2020. These assumptions are based on projected trends for employment growth within the region and current information regarding proposed industrial development.

**Economics -Table 9  
Forecast of Covered Employment  
Independence, 2020**

	1995		1999		2020	
Polk County Total Employment	12,877		14,303		18,307	
Independence Share of Polk Co. Total	18%		17%		17%	
Sector	Percent	Total	Percent	Total	Percent	Total
Agriculture, Forestry, Fishing	23.8%	556	19.1%	466	15.0%	494
Construction	3.3%	77	1.4%	34	1.8%	59
Manufacturing	14.9%	347	16.0%	390	21.5%	710
Trans., Comm., Utilities	2.2%	52	2.6%	64	2.5%	82
Wholesale Trade	3.0%	71	8.0%	196	8.0%	265
Retail Trade	17.2%	402	17.2%	419	17.0%	560
Finance, Insurance, Real Estate	1.5%	36	1.0%	25	1.3%	44
Services	12.3%	288	11.9%	290	12.8%	422
Government	21.6%	505	22.7%	553	20.0%	659
<b>Total</b>	<b>100.0%</b>	<b>2,334</b>	<b>100.0%</b>	<b>2,437</b>	<b>100.0%</b>	<b>3,295</b>

Source: 1995 and 2020 Polk County employment forecast from the State of Oregon Office of Economic Analysis. 1999 Polk County forecast calculated by MWVCOG. 1995 and 1999 local employment distribution calculated by MWVCOG from Oregon Employment Department covered employment data. Local employment forecast for 2020 calculated by MWVCOG.

Covered employment includes only those workers covered under unemployment insurance. The data tends to underestimate total employment by excluding certain employees, such as business owners and some agricultural workers. Overall, covered employment accounts for only about 81 percent of all employment in Oregon. In **Table 10**, covered employment is converted to total employment using statewide conversion ratios. Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment.



**Economics -Table 10  
Total Employment  
Independence, 1999 and 2020**

Sector	Wage & Salary Percentage Total	1999 Total	2020 Total	1999-2020 Growth
Agriculture, Forestry, Fishing	62%	752	797	45
Construction	73%	47	81	34
Manufacturing	94%	415	755	340
Trans., Comm., Utilities	87%	74	94	20
Wholesale Trade	94%	209	282	73
Retail Trade	84%	499	667	168
Finance, Insurance, Real Estate	60%	42	73	31
Services	74%	392	570	178
Government	100%	553	659	106
<b>Total</b>		<b>2,983</b>	<b>3,978</b>	<b>995</b>

Source: MWVCOG, 2001.

**Table 11** shows the 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Economics - Table 11  
Total Employment Growth by Land Use Type  
Independence, 2020**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	<b>2,983</b>	<b>3,978</b>	<b>995</b>	<b>100%</b>

Source: MWVCOG, 2001.

A primary function of the economic opportunities analysis is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development. Several assumptions were made to convert the employment growth shown **Table 11** to vacant acres needed by land use type. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. Some workers or business owners may work from their home. The 1990 Census showed that less than one-half of one percent of all workers in Independence worked at home. With the recent development of advanced telecommuting technology, this figure

can be expected to increase. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.

- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least \$5,000 (based on Polk County Assessor records), where the ratio of land value to improvement value is 1:1 or greater. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

Table 12 shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51.4 acres will be needed to accommodate projected employment growth through 2020.

**Economics - Table 12  
Land Need by Land Use Type  
Independence, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
Total	889		9	89	791	51.4

Source: MWVCOG, 2001.

**Table 13** shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Independence urban area. Inventories of vacant and redevelopable commercial and industrial properties are included as appendices B and C. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Economics -Table 13  
Commercial and Industrial Buildable Lands Inventory Summary  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Redevelopable</b>	<b>Total Acres</b>
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Commercial</b>	<b>10.8</b>	<b>2.7</b>	<b>13.5</b>
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.7	39.4
<b>Industrial</b>	<b>93.2</b>	<b>13.2</b>	<b>106.4</b>
<b>Total</b>	<b>104.0</b>	<b>15.9</b>	<b>119.9</b>
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.0	6.3
<b>Total</b>	<b>6.3</b>	<b>0.0</b>	<b>6.3</b>
<b>Independence Urban Area Total</b>			
Commercial	10.8	2.7	13.5
Industrial	99.4	13.2	112.6
<b>Total</b>	<b>110.2</b>	<b>15.9</b>	<b>126.1</b>

Source: Polk County Assessor data, MWVCOG, 2001

**Table 14** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand.

**Economics -Table 14**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial	112.6
<b>Total Supply</b>	<b>126.2</b>
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	<b>51.4</b>
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	74.6
<b>Total</b>	<b>74.8</b>

Source: MWVCOG, 2001.

OAR 660-09 states that cities should survey existing businesses to identify the types of sites needed for future expansion. MWVCOG conducted a survey of seven (7) existing industrial employers in Independence. Only one, Royal T Manufacturing, indicated that they planned to expand. That expansion will occur on a 2-acre site adjacent to their existing facility.

**Table 15** shows the size characteristics of developed, vacant, and redevelopable commercial and industrial properties in Independence. In general, commercial properties in Independence have developed on properties that are between 0.2 and 0.5 acres in size. Larger properties have developed in the Commercial Retail (CR) Zone. This zone provides for a broader range of commercial uses. Developed industrial properties have tended, on average, to be about 1.7 to 3.4 acres in size. Larger properties have developed in the Heavy Industrial Zone, a zone where more intensive industrial uses are permitted.

For all zones, except for the Heavy Industrial (IH) Zone, the average size of vacant and redevelopable properties is consistent with the average size of developed properties. **Figure 1** of the Land Use section of the Comprehensive Plan shows all vacant and redevelopable properties, by zone within the Independence urban area. All of the vacant and redevelopable properties have public facilities readily available.

In the IH Zone, the mean size for vacant parcels is 1.2 acres and the average size of developed parcels is approximately 3.4 acres. In this zone, two (2) vacant properties are significantly larger than the average size of developed parcels in this zone. Further, in several locations, a number of smaller vacant parcels zoned IH adjoin each other and could be consolidated into larger parcels for development purposes.

Based on this information, adequate sites are available within Independence to accommodate the types of uses that could be expected to locate in the city.

**Economics -Table 15**  
**Size Characteristics of Developed, Vacant, and Redevelopable Properties by Zone**  
**Independence, 2000**

Zone/Plan Designation	Developed			Vacant			Redevelopable		
	Acres	Mean	Median	Acres	Mean	Median	Acres	Mean	Median
Commercial Office Zone (CO)	1.8	0.2	0.2	1.1	0.4	0.5	0.0	0.0	0.0
Commercial Retail Zone (CR)	35.7	0.5	0.2	8.3	0.5	0.2	2.7	0.4	0.5
Commercial Highway Zone (CH)	6.8	0.3	0.2	1.4	0.2	0.2	0.0	0.0	0.0
Light Industrial Zone (IL)	35.5	1.7	1.1	57.5	5.7	0.9	9.5	1.6	0.9
Heavy Industrial Zone (IH)	108.6	3.4	2.0	35.7	1.2	0.4	3.7	1.2	0.7
Industrial (I) (inside UGB)	8.0	8.0	8.0	6.3	2.1	2.7	0.0	0.0	0.0

Source: MWVCOG.

### **Key Findings and Future Planning Implications**

Covered employment in Independence in 1999 was 2,437 persons or about 17 percent of total employment in Polk County. Employment in the Independence area is dominated by the Government, Agriculture, Forestry, and Fishing, Retail Trade, and Manufacturing sectors, which together comprise about 75 percent of the area's total employment. The largest industries in Independence include:

- Government, including Central School District (553 jobs in 1999),
- Agriculture, Forestry, and Fishing (466 jobs),
- Retail Trade (419 jobs), and
- Manufacturing (390 jobs).

Overall, the economy in Region 3, comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth over the next 20 years. Independence should be able to capitalize on that growth. Independence has some comparative advantages related to quality of life factors, the availability of suitable commercial and industrial sites that have public services readily available, and transportation access to Highways 51 and 99W. The city is located between major markets in Eugene and Portland. Local comprehensive plan policies are generally supportive of economic development.

Total employment in Independence is forecast to reach 3,978 persons in 2020, an increase of 33 percent over 1999 total employment. Manufacturing, Services, and Retail Trade sectors will experience the largest employment growth over the 20-year period.

An adequate amount of vacant or redevelopable commercial and industrial land is available to meet the forecasted need through the year 2020. All vacant and redevelopable properties have services readily available. The type and size of available commercial and industrial sites is typical of sites that have been previously developed.

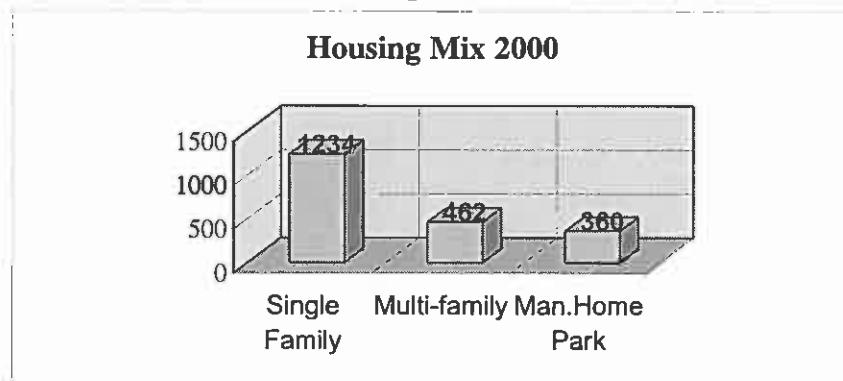
## Housing

### Existing Conditions

Figure 1 shows the existing mix of residential housing units within the city limits as determined through the buildable lands analysis. Of the 2,056 residential units, 1,234 units, or 60 percent are single-family residential units. Approximately 22 percent of the units are multi-family residences and the remaining 18 percent of the units are manufactured homes within manufactured housing parks.

A total of 56 units of government-assisted housing are currently provided in Independence. This accounts for about 2.7 percent of all residential units. These include 29 multi-family units constructed by the Polk Community Development Corporation using state-funded construction grants and low-interest mortgage. In exchange, rents are offered at this complex are lower than market rates. The remaining units are offered at market rates and Housing and Urban Development (HUD) funds are used to subsidize a portion of the rent. All but two (2) of the subsidized units are multi-family units.

Figure 1



### Housing Needs Analysis

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.* a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of a 20-year period from 1999 to 2020.

The analysis of housing need introduces the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. We have assumed a 5.0 percent vacancy rate for 1999 and 2020. This rate is based on an average vacancy rate calculated from the 1980 and 1990 Census data. In 1980, Independence's housing vacancy rate was 7.8 percent and the rate was 4.0 percent in 1990. The two vacancy rates average to 5.90 percent, however the rate declined significantly between 1980 and 1990. Consequently, we use a lower rate of 5.0 percent.
- (2) Persons per household. We have assumed there are approximately 3.17 persons per household for 1999, and that the household size will remain the same in 2020. While this information is

included in the data, analysis conducted by the Oregon Housing and Community Services Department in developing the housing needs model showed that household size is not necessarily a factor affecting need for particular types of housing. Data from the 1980 Census showed 2.80 persons per household, and 1990 Census data showed 2.95 persons per household. The figure we use, 3.17 persons per household, was derived from the estimated 1999 population and the actual number of occupied residential units identified in the buildable lands study.

- (3) Group Quarters. The percentage of persons living in 'group quarters' will remain constant in both 1999 and 2020. The U.S. Census Bureau classifies all persons not living in households as living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.
- (4) The ratio of owner-occupied (owned) units to rental units is the same for vacant units as it is for occupied units.
- (5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. We assume that economic conditions in 2020 are similar to those in 1999. Household income, as well as housing costs, is expressed in 1999 dollars for ease of comprehension.
- (6) The analysis assumes that price ranges and rents are commensurate with the financial capabilities of local households. This means we assume that no more than 30 percent of gross household income is used to pay housing costs. The 30 percent threshold is the same as that used by the Department of Housing and Urban Development to determine housing affordability.

### **Current Housing Needs**

The 1999 population estimate for Independence is that developed by the Center for Population Research and Census at Portland State University. The Center produces annual estimates for every incorporated city in Oregon. The 2020 population projection used in this report is the same projection developed for the *Independence Water System Master Plan, 1997*. The 2020 population projection has been adopted by Polk County for the City of Independence through a coordinated process required under state law (ORS195.036).

**Table 1** shows various estimates regarding the local housing need in 1999. The estimated population is 6,195 persons and the total number of dwelling units is 2,056. The resulting household size is approximately 3.17 persons per dwelling. The housing needs model shows that approximately 1,120 owner-occupied units are needed.

**Housing - Table 1  
Housing Status (estimated)  
Independence, 1999**

Population (estimated)	Persons in Group Quarters <sup>1</sup>	Persons per Household	Total Dwelling Units <sup>2</sup>	Occupied Dwelling Units <sup>3</sup>	Vacant Units <sup>4</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
6,195	58	3.14	2,056	1,954	102	1,120	834	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

<sup>2</sup> "Total dwelling units" does not include group quarters dwelling units.

<sup>3</sup> "Occupied dwelling units" does not include group quarters dwelling units.

<sup>4</sup> Based on an assumed vacancy rate of 5 percent.

The housing model shows that 834 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. From the buildable lands analysis we know that 462 multi-family units are currently located in Independence. The Joint Center for Housing Studies at Harvard University has noted that, nationwide, single-family residences account for fully one-third of all rental units.<sup>2</sup> Assuming that 33 percent of the 834 needed rental units are single-family residences, as many as 278 single-family units are currently used as rental units. Combined with the 462 existing multi-family units, the estimated rental supply in Independence consists of 740 units where 834 units are needed. As shown in **Table 2**, the estimated supply of rental housing units in Independence does not meet the current need for rental units.<sup>3</sup>

**Housing – Table 2  
Rental Housing Supply and Need  
Independence, 1999**

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
834	462	278	740	-94

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2000

**Projected Housing Needs**

The projected population of Independence in 2020 is 9,559 persons. As shown in **Table 3**, 3,166 dwelling units will be needed to accommodate this population. This represents an additional 1,110 housing units that will be needed over the next 20 years (an estimated 20 units will also be removed - see **Table 15**).

Of the 1,110 new residential units, 42.7 percent, or about 473 units, will be needed to meet the projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then,

<sup>2</sup> The Joint Center for Housing Studies of Harvard University, *The State of the Nation's Housing: 2000*, June 27, 2000, page 20.

<sup>3</sup> At the time this report was completed, permits had been submitted for construction of a 42-unit multi-family housing complex.



approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the amount of available multi-family units currently available is about 94 units short of the existing need. Consequently, in order to meet existing and project need for such housing, 406 multi-family units will be needed over the next 20 years.

**Housing - Table 3  
Projected Housing Status  
Independence, 2020**

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
9,559	89	3.17	3,166	3,015	151	1,728	1,287	57.3	42.7

Source: Oregon Housing and Community Services Housing Needs Model, 2000

<sup>1</sup> The 2020 population projection has been coordinated with the projections for Polk County as required by Oregon Revised Statutes 195.036. This projection is from the Independence Water System Plan (1997) and was adopted as part of the Polk County Transportation Systems Plan, 1997.

<sup>2</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

<sup>3</sup> Total dwelling units do not include group quarters dwelling units.

<sup>4</sup> Occupied dwelling units do not include group quarters dwelling units.

<sup>5</sup> Based on an assumed vacancy rate of 5 percent.

**Table 4** shows the total number of additional dwelling units that will be needed by the 2020 population. With the estimated removal of 20 units from the housing supply, an estimated 1,090 additional dwelling units be needed during this 20-year period.

**Housing - Table 4  
Additional Dwelling Units Needed in Independence by 2020**

Total Dwelling Units 2020	Total Dwelling Units 1999 <sup>1</sup>	Dwelling Units Removed	Additional Dwelling Units Needed	Additional Group Quarters Needed
3,166	2,056	20	1,090	31

Source: Oregon Housing and Community Services Housing Needs Model, 2000

## TRANSPORTATION

The transportation system in the City of Independence presently consists of streets and highways, rail facilities, a state-owned airport, and a pedestrian/bikeway system. While these are the principal existing transportation modes, the expansion and alternatives discussed herein require careful consideration in any future determination on land-use in the Independence area.

With the mobility granted us by a fully integrated transportation system, we are better able to plan to separate the incompatible land uses thereby maximizing the quality of our home, work and recreation environments.

### Streets and Highways

There are three main elements to the street system in Independence: arterial, collector and local streets. Each of these provides a particular function and is classified according to its degree of access from abutting property and its movement of through-traffic.

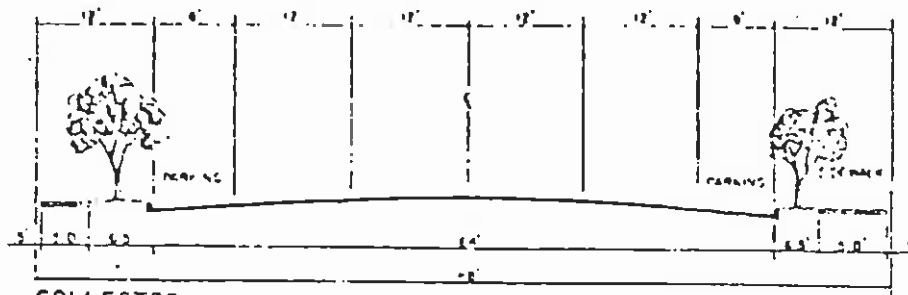
The arterial system's primary function is to carry traffic between and through communities and to provide links to the freeway/interstate highway system. Highway #51 and Monmouth Street, which both pass through Independence are classified as arterial. In 1975, a study was made of the Independence transportation system by the Oregon Department of Transportation (ODOT). The study projected that Highway 51, which passes through the city's business district, would be operating at capacity by 1992. The overload condition was projected to occur during peak traffic hours with satisfactory conditions during other hours. To date, the city has not increased in population as originally projected (5900 persons projected in 1985 vs. 4145 persons actual, in 1986) thus the projected traffic overload has yet to develop. It is projected that at the present rate of growth, Highway 51 will not be operating at near capacity until the year 2010. Average daily traffic along the major east-west arterial, Monmouth Street, has not increased significantly from 1980 to 1985, based on ODOT traffic counts.

The 1975 ODOT study also looked at four alternatives to improve the arterial system in the future and they are shown on Map 11. The ODOT study indicated that the projected overload is one that several Willamette Valley cities would consider reasonably acceptable. While it may be acceptable based on projections for population and traffic, it is possible that the situation could be unacceptable at some time in the future. It will be important for the City of Independence to coordinate with the City of Monmouth to plan for traffic alternatives to attempt to eliminate future traffic problems. The initial steps of this coordination effort have already started. In 1986, Independence and Monmouth formed a joint-urban area to qualify for Federal-Aid Urban funds, a program under the U.S. Department of Transportation. Under this program, a system of roads and streets within

Street Standards

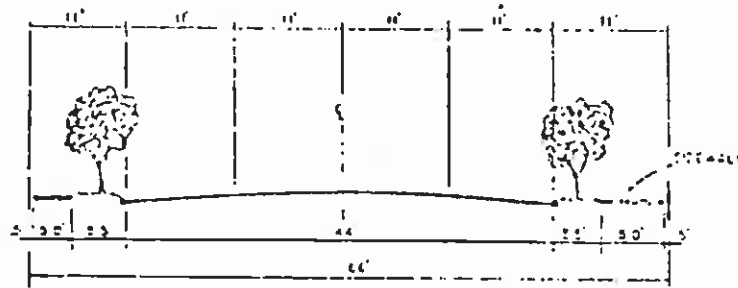
Section	Type of Street	Right-of-Way Width	Paving Width
A	Arterial . . . . .	88'	<del>44'</del> 44'
B	Collector Streets . . . . .	66'	<del>36'</del> 36'
C	Commercial and Industrial other than arterials . . . . .	80'	44'
D	Local Residential Streets serving more than 20 dwelling units. . . . .	60'	36'
E	Local Streets and cul-de-sacs serving 20 or less dwelling units . . . . .	50'	28'
F	Circular ends of cul-de-sacs . . . . .	112' diameter	90'

ARTERIAL



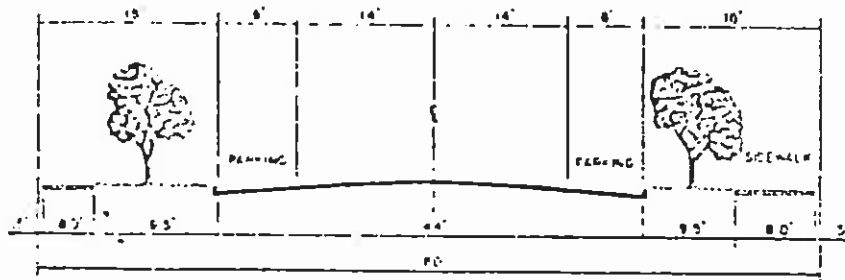
Section A

COLLECTOR



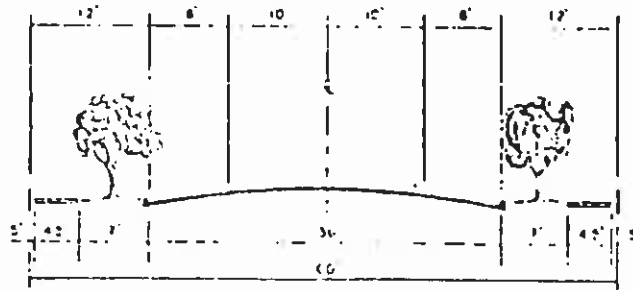
Section B

COMMERCIAL - INDUSTRIAL



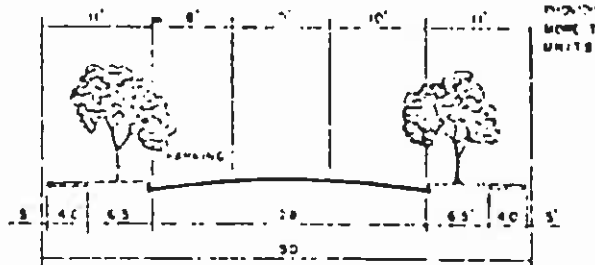
Section C

RESIDENTIAL



Section D

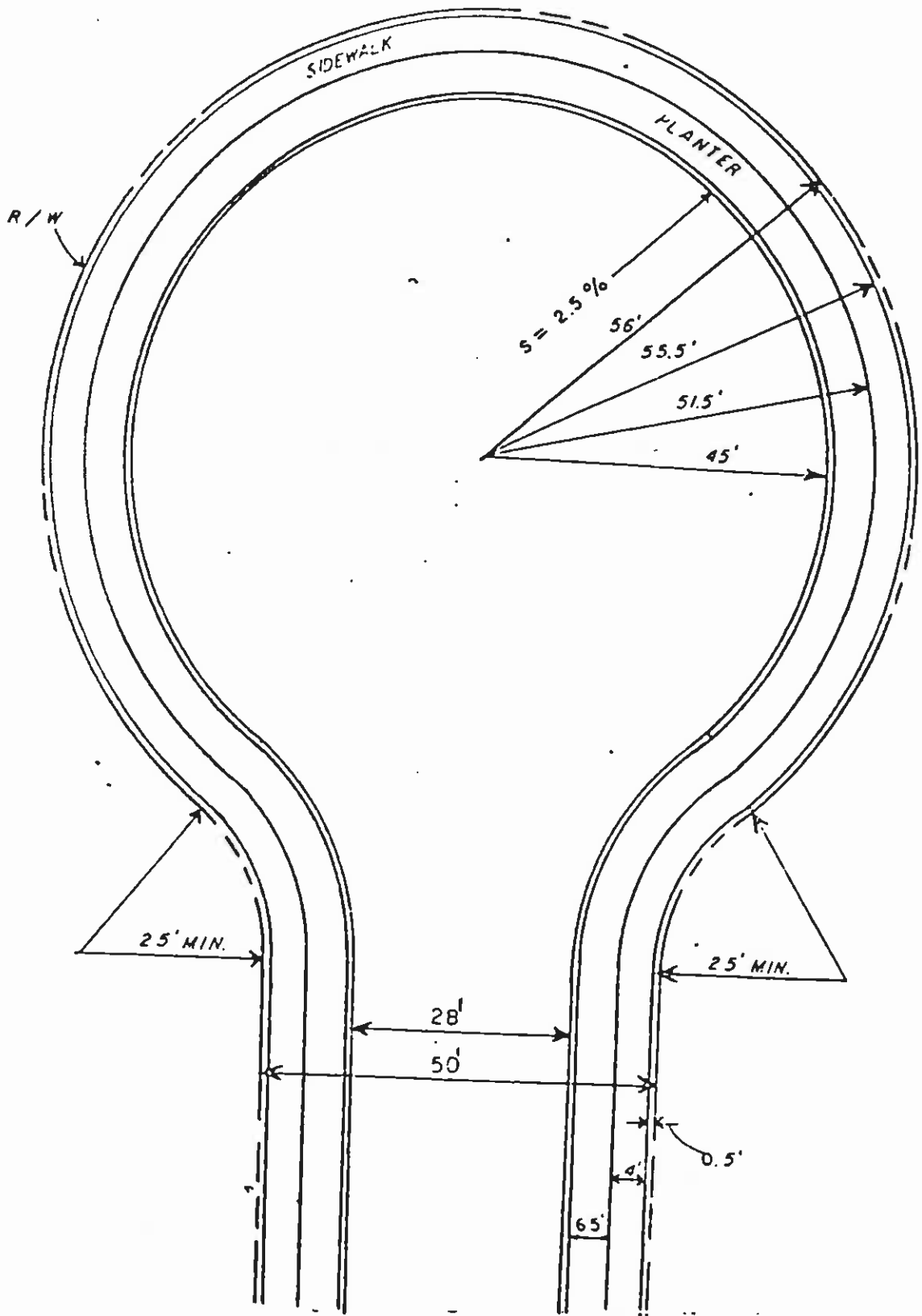
LOCAL STREET



PROVIDING ACCESS FOR MORE THAN 20 DWELLING UNITS.

Section E

PROVIDING ACCESS FOR 20 OR LESS DWELLING UNITS.



STANDARD CUL DE SAC

the designated urban area considered the most important from a traffic and activity-serving viewpoint, was prioritized for both communities. These streets, as shown on Map 11A, presently serve as collectors. As funds become available, the top priority projects in each of the communities will be completed on an alternating basis. Approval of priorities is given by a committee consisting of representatives from Independence, Monmouth and Polk County. The priority of the proposed projects is reviewed by the committee on a semi-annual basis.

The collector street system is designed to serve residential areas and moves traffic between local streets and the arterial system. The design of collector streets is a most important factor in traffic safety. It should have a right-of-way width greater than the local streets intersecting it and will vary over 60 feet with improvement widths commensurate to the projected ADT (average daily traffic). Additional design criteria include controlling traffic movements from local streets onto the collector, sidewalks separated from the curb by planting strips, and clear sight distances at intersections must be adequate with no visual barriers adjacent to the corners. The spacing of collectors to serve residential areas is partially controlled by the factors affecting residential trip generation such as automobile ownership and population density. Intervals of up to a half mile between collectors is generally suitable when establishing the street system. It is not desirable to form a continuous system as it would allow traffic a continuous way through neighborhoods, violating a basis principal of residential planning--to keep through-traffic out. (See amendment - Goal 12, for street circulation system standards).

Concerned about the condition of the city's streets, a committee was formed by the City Council in the spring of 1986 to study this matter. The committee was to survey the condition of the present street system and bring back recommendations to the Council. The committee found that the city streets could be classified into the following categories:

Very good condition	1%
Good condition	41%
Fair condition	20%
Poor condition	28%
Very poor condition	10%

The committee recommended that more money be spent yearly on increased maintenance and approximately \$470,000 be spent on construction, reconstruction and resurfacing. The recommended projects are listed in the committee report, incorporated by reference into this document.

### Street Circulation System Standards

The local streets primary function is to provide access to abutting property, as opposed to its secondary function, which is to carry traffic. Local streets also have other functions, such as providing easement for all types of utilities, providing light and air to adjoining properties

and serving as a fire break. Finally, they are used as temporary storage space (on-street parking) for automobiles.

They make up the largest percentage of the total mileage of the city street system, but carry a proportionately small volume of traffic. In and around the core shopping area, the local streets may carry excessive volumes, however, in local residential areas ADT volumes normally wouldn't exceed 500-1000 vehicles.

Within the local street classification, three subclasses are established to indicate the type of area serviced: residential, industrial and commercial (retail). These more specific designations emphasize different type of service demands placed on the local streets. In fact, the priority list for establishing and maintaining these local streets should be geared to their sub-class, that is, their dominant use.

Streets shall be designed in accordance with Standards "A" through "F" below to serve their anticipated function, with variations in street design standards possible within the limits of sound engineering, planning, previous plans approved by the City Council and amendment to the street standards for a specific street or section of a street, approved by the City Council for reasons of inability to obtain right-of-way and/or financing.

#### Railroads and Rail Facilities

At present there is one railroad serving Independence providing freight service to the north and south (a Portland to Eugene connection), the Southern Pacific Railroad. The primary industries in the Independence area are the lumber and agriculture businesses, this economic reliance on two industries makes the continuance of the railroad an absolute necessity.

The Valley & Siletz Railroad owned and operated by Boise Cascade was recently abandoned, thus eliminating service from the lumber mills in the area and placing a greater burden on road usage through increased trucking of goods. At one time the V & S served three mills in the City of Independence and had a spur south of the city running to the river. This allowed log trains to dump their logs into the river in the slack water area immediately north of the Willamette River bridge. The logs were then formed into rafts and floated downstream. That rail spur has been abandoned and the track removed. The right-of-way now is under public ownership and is part of the State Greenway project.

The loss of the Valley & Siletz Railroad is unfortunate, not only for its economic significance, but for the historical value of this scenic line. This loss forces the City of Independence to recognize that proximity to rail transportation is a primary requisite of industries looking for new locations. The City of Independence will oppose any further elimination of rail service to the city and publically file such objections with the Public Utility Commissioner upon any petition for abandonment which will affect the economic stability of the city.

The City of Independence will be designating land for industrial expansion provided for suitable access to the existing rail facilities. The City of Independence will encourage the railroad systems be given a high priority both regionally and locally as a necessary transportation link outside the Salem Metropolitan statistical area. The City of Independence will also support the re-opening of the east-west railroad line as consistent with the best interests of the Independence area.

At present there are no rail passenger facilities in operation in the City of Independence. The industries located near the railroads generally have their own loading facilities so they do not rely on Southern Pacific to provide this service. A unique resource exists on Second Street lying between South 'E' Streets. This site could serve the City of Independence with a satisfactory location for a senior or community center. Nationally old railroad stations have been reconstructed for community use using the motif of a turn of the century train depot. The City of Independence should consider the acquisition of this property for the construction of such a center. The compatibility of historical significance and community use would make the old train depot a logical site for the city library, senior center and community meeting center.

### Independence State Airport

In August, 1984, the State of Oregon Aeronautics Division, Department of Transportation, retained Century West Engineering Corporation to develop a Master Plan for the Independence State Airport. The Master Plan is intended to determine airport needs and development schedules, and to identify methods to implement airport-related programs for the planning period 1985 to 2005. In addition, the study identifies airport lands suitable for development and provides guidance for environmentally compatible off-airport land-use planning in the vicinity of the airport. Emphasis is placed on development of plans consistent with OAD desires and financial capabilities and also with community desires.

In order to coordinate planning between the City of Independence, Polk County and the State of Oregon Aeronautics Division, the Master Plan is to be incorporated into the City's plan Background Report. Therefore, replace those portions of pages 75 through 77 of the Plan's Background report with the Independence State Airport Master Plan. 1985-2005, dated November 1985, incorporated by reference herein.

### Public Transit

#### Bikeway

The City of Independence should take steps to preserve the rail right-of-ways (especially the Valley & Siletz) as the future development spots for a scenic bikepath. At present an unimproved bike route exists along Monmouth Street on the south side of the road. This route is obstructed in many areas and lacks clear signs indicating the routes existence.



The City of Independence should improve the existing route by removing obstacles, relocating mailboxes, and widening routes to a minimum of six feet. The City of Independence should also develop bike routes along Main Street from Hoffman Road in the north to the River Road Bridge in the south. The City of Independence shall adopt a policy which encourages Marion County to expand and develop a bikepath along South River Road to Independence. This development will fully integrate the bikepath to serve as a functional system of primary transportation and for recreation.

### Pedestrian Ways

Pedestrian ways, other than normal sidewalks, are non-existent in Independence. Many areas in the city are even without a sidewalk forcing pedestrians, particularly school children and the elderly, into the streets. This is a situation which should be considered intolerable in a city that has as high a percentage of young and old (non-drivers) citizens as Independence does.

The City of Independence has adopted an ordinance which requires all new residential developments to have sidewalks installed subject to state building codes. The City of Independence should also install and maintain suitable sidewalks in existing developments where economically feasible.

### Water-Borne Transportation and Recreation

Historically, it was proximity of the agricultural and forest lands to the Willamette River that lent impetus to Elvin A. Thorp to plat the town of Independence where he did. Boat docks and warehouses were constructed and goods transported in by wagon were transferred to boats for shipment downstream to Salem and Portland. Thus, Independence became a regular stop for steamboats working the river and a shipping facility for the surrounding areas primarily in Polk County.

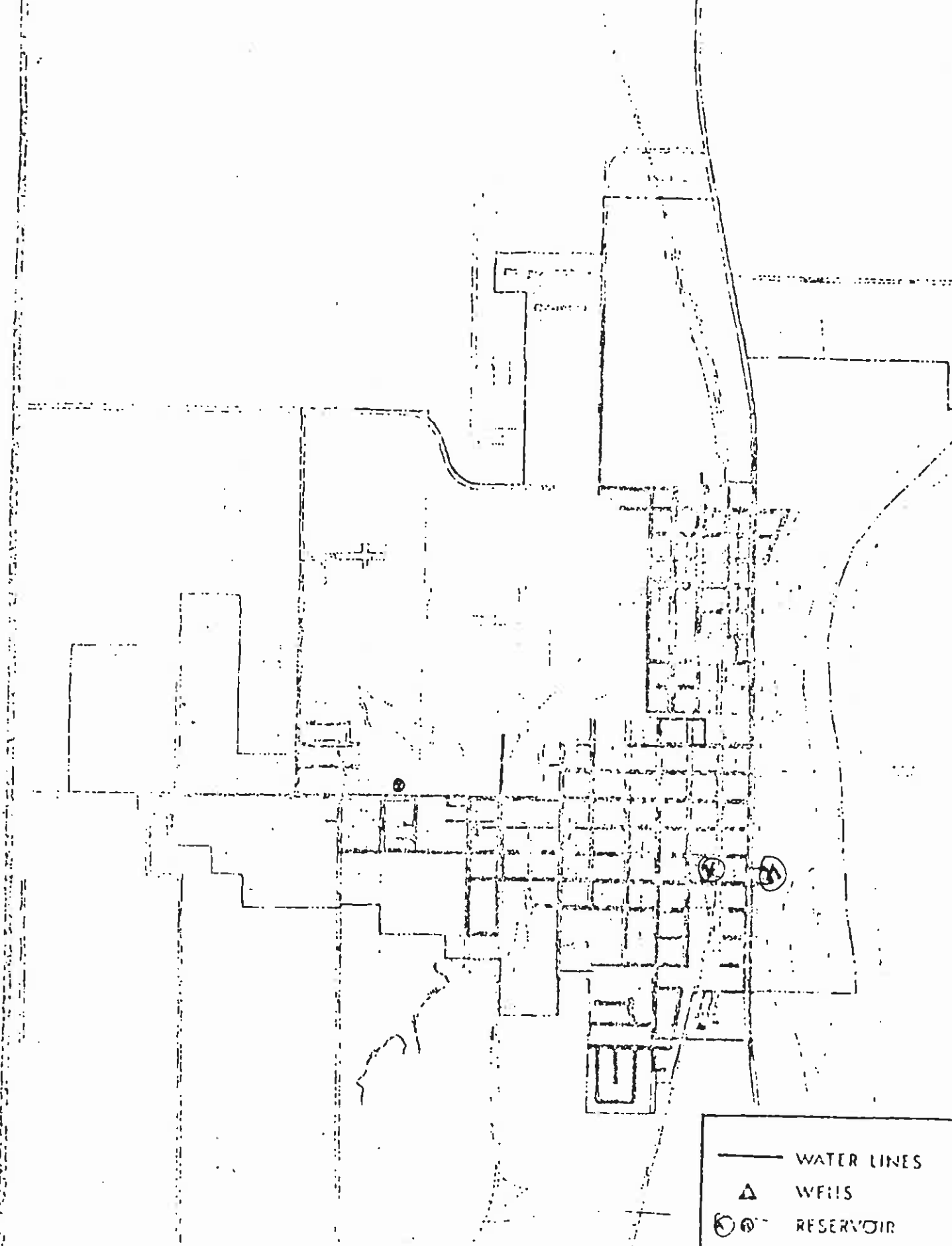
With the end of the water-borne commerce era and the emergence of the automobile as the primary source of transportation, the waterways of the Willamette River were ignored except for minimal aesthetic value and limited recreation.

The Willamette River has been extensively retrieved from its eminent death of the sixties and now is used for all kinds of water-related recreation, e.g., water-skiing, boating, swimming, racing, hiking, hunting, and many other activities. With this interest it is important that the city maintain its waterfront areas in uses that are complementary to the river and that could be compatibly used for future water-borne transportation, should that become economically viable. This policy will facilitate the recreational use of the river and preserve the transportation options of the Independence area.

## Pipelines

At present, the City of Independence has no major pipeline network in the area, but construction of two Monmouth service pipelines will be passing through the Independence area in the near future.

1. A secondary water-resource pipeline originating from a well located on the Marion County side of the South River Road Bridge will pump water via pipeline to the City of Monmouth's water treatment plant passing through the Independence area. This pipeline is presently being constructed and is scheduled to be completed in the near future.
2. A sewage outfall pipeline is scheduled for construction in the near future from the city of Monmouth's sewage treatment plant through the City of Independence to the Willamette River.



— WATER LINES  
△ WELLS  
⊙ RESERVOIR

WATER SYSTEM

146



MAP IN  
2

## PUBLIC FACILITIES & SERVICES

### INTRODUCTION

Public facilities and services are of great importance to the general welfare of a community. Various levels of government or private institutions either own or operate these facilities for the benefit of the community. Some of the services provided are necessities of life, such as sewer, storm sewer and water, whereas others substantially enhance the quality of life, such as schools, park and recreation facilities. Considering the continued population growth, rising living standards, increased leisure time and educational expectations, the City anticipates an increased demand for various types of public services within the planning period. Advance and systematic planning of these public facilities is essential to assuring that the City meets future demands.

#### A. WATER SYSTEM

##### 1. System Planning

The 1997 City of Independence Water Master Plan guides the governing body in the development of the water system. This plan continues to be the design plan for Independence. The plan consists of several phases to the year 2017. Copies of the plan are available for review through City Hall or for purchase based upon the cost of reproduction.

The 2003 update to the Public Facilities Element, Water System, includes excerpts and summary information from the Water System Master Plan, prepared by Stettler Company, adopted by the City in 1997, and information collected by staff members from the City's Community Development Department.

##### 2. Existing System

#### GROUNDWATER

The City currently has access to eight individual groundwater wells. Six of these wells; five at the South Well Field and one at the Polk Street location are currently in use. Old Wells #4 and #5 located behind the Main Street Reservoir are not used due to water quality concerns. All of the wells that supply water to the City are constructed in younger or older alluvium formations. **Table 1** outlines information about the wells within the South Well Field. **Table 2** provides information regarding the Polk Street well.

**Public Facilities Element - Table 1  
South Well Field**

Well Number	Year Drilled	Diameter	Depth	SWL <sup>1</sup>	Perforations	Seal Depth	Seal Material	1997 Avg. Prod.
1	1951	12"	71.5'	45'	30'-68'	Unk	Unk	150 GPM
2	1951	12"	78'	45'	Unk	Unk	Unk	180 GPM
3	1953	12"	84'	45'	30'-74'	Unk	Unk	180 GPM
4	1992	8"	80'	50'	55'-73' 74'-77'	0'-26'	Cement	160 GPM
5	1992	8"	80'	49'	55'-74'	0'-26'	Cement	170 GPM
Total Current Well Field Flow								840 GPM

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

**Public Facilities Element - Table 2  
Polk Street Well**

Well Number	Year Drilled	Diameter	Depth	SWL <sup>1</sup>	Perforations	Seal Depth	Seal Material	1997 Avg. Prod.
Original Well	1957	16"	50'	18'	20'-45'	None	None	NA
Modified Well #6	1990	12"	51'	19'	22'-45'	0'-20'	Cement-bentonite	500 GPM

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

#### WATER RIGHTS

The total permitted flow for the City is currently 2,355 Gallons Per Minute (GPM) or 3.39 Million Gallons Per Day (MGD). The current production is equivalent to water production capacity for a population of 10,598 (3,312 residential units) maximum (24 Hrs/Day) or the recommended limit (20 Hrs/Day of pumping) of a population of 8,830 (2,760 residential units) at current rates of leakage and loss.

#### SURFACE WATER

All of the wells are drilled into a relatively shallow alluvial aquifer but are generally free from coliform bacteria, with the exception of the Polk Street Well. The Polk Street Well has a confirmed presence of coliform bacteria and is equipped with equipment and a contact pipeline to alleviate this problem.

All of the wellheads are terminated at least 12 inches above finished grade and are adequately sealed. The Polk Street Well is located within the Willamette River 100-year flood plain, but is elevated above this level at the pump house floor with the well casing termination 18 inches above the floor level. Each well is equipped with an individual flow meter and water level indicator (air line). All wells are individually enclosed within a locked pump house to preclude unauthorized access.

The South Field Wells are equipped with individual carbon adsorption systems, not currently in use, to remove pentachlorophenol that has been detected in low levels in one of the wells. The design flow for each of these individual filter systems is 150 GPM and that value will be used when computing future well yields from this well field. Groundwater quality at the South Field is generally acceptable with reasonable levels of iron and manganese.

Chlorination for these wells is performed at the Main Street Pump Station. The Polk Street Well, however, has higher levels of iron, manganese, and calcium hardness and prolonged operation of this well has led to water quality complaints, mostly in the northern area of the city. None of the wells appear to be influenced by surface water due to different water chemistry and temperatures observed versus the nearby Willamette River. Based on this information, the Oregon Health Division has classified all existing wells as groundwater influenced exclusively and not under any significant influence of surface water. The City has adopted a Wellhead Protection Program, which is felt to be vital in protecting the City's water sources. Due to the nature of the shallow aquifers the City uses, the City should prepare an emergency plan that would deal with any chemical spills on nearby roads or well contamination.

#### WATER DISTRIBUTION SYSTEM

The City's distribution system consists of older OD (outside diameter) dipped and wrapped steel (ODDW), asbestos-cement (AC), cast iron (CI), and Polyvinyl Chloride (PVC) pipe. All pipe installed within the past 15-20 years has been PVC pipe exclusively. Table 3 shows the approximate distribution of pipe size within the city.

**Public Facilities Element - Table 3  
Water Distribution System**

Pipe Diameter	Total Length	Type
10-inch	5,665 feet	PVC
8-inch	61,068 feet	PVC, AC, ODDW
6-inch	52,036 feet	PVC, AC, ODDW, CI
4-inch	16,857 feet	PVC, AC, ODDW
2-inch	5,505 feet	PVC, Galv. Steel
Total Length	141,131 feet	(26.7 miles)

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Static water level when drilled

The system has adequate isolation valves and fire hydrants throughout the distribution system. In 1994, the City embarked on an ambitious pipeline replacement project that resulted in the replacement of approximately 14,000 lineal feet of 6 inch, 8 inch, and 10 inch pipe. Most of the replacement pipe was constructed from older steel with considerable deterioration and water leakage. The project resulted in a significant decrease in water loss. Services are exclusively copper from the main to service meter. Most of the distribution system is looped, where possible, to improve delivery and lessen water quality impacts.

## BOOSTER PUMP STATIONS

The City operates three individual booster pump stations:

Main Street Pump Station: This station is the original pump station, built in 1948, used for the water system. The current pumps in use are 30 and 50 horsepower vertical turbine pumps. Both pumps receive atmospheric stored water from the adjacent 300,000-gallon steel reservoir, which is supplied from the South Well Field. These pumps were installed in 1988 to replace older centrifugal pumps that were inefficient and subject to flooding.

Monmouth Street Pump Station: This pump station, installed in 1976, contains two split-case centrifugal pumps. Water supply is provided from an adjacent 750,000-gallon reservoir, which is back-fed for refilling from the distribution system.

North Reservoir/Pump Station: This pump station, built in 1992, was constructed to address residential and possible industrial growth in the northern area of the City. Suction supply is provided from an adjacent 750,000-gallon reservoir that is filled directly from the Polk Street Well.

## STORAGE FACILITIES

There are three ground-level reservoirs and one elevated reservoir in service within the City.

Main Street Reservoir: This reservoir, built in 1948, is a welded type, coated steel reservoir with a full capacity of 330,000 gallons. The reservoir is partially buried and is in need of recoating particularly at the base. The reservoir supplies water to the Main Street Pump Station and is supplied only from the South Well Field. The approximate dimensions of this reservoir are 28 feet in diameter and 18 feet high.

Monmouth Street Reservoir: This reservoir was built and placed into service in 1976. It is a coated welded-steel reservoir with a capacity of 750,000 gallons. The reservoir's dimensions are 57 feet in diameter and 40 feet high. The reservoir is generally in good condition with a minimal amount of loss of coating. This reservoir is back-fed from the distribution system for refill and supplies water to two booster pumps at the adjacent pump station. This reservoir is located behind the existing PP&L substation off Monmouth Street.

North Reservoir: This reservoir, built and placed into service in 1992, is a bolted-steel, glass coated, reservoir. The nominal capacity of this reservoir is 750,000 gallons with nominal dimensions of 62 feet in diameter x 33 feet high. This reservoir is in good repair and can be back-fed from the distribution system for filling as well as direct receiving supply from the Polk Street well.

Elevated 50,000 Gal. Reservoir This storage reservoir is the only elevated vessel in service for the City. Built in 1951, the reservoir has a nominal capacity of 50,000 gallons and a high-water service head of 110 feet (48 psig). Since the water system pressure generally operates higher than the reservoir elevation, the reservoir does not provide active storage for the system. Upon power failure or excessively high demand, however, the reservoir will provide water as system pressure falls to 47-48 psig. Water is periodically turned over and replaced through an automatic

valve to avoid stagnation. This reservoir was recently inspected and found to have significant coating damage and corrosion. Due to this reason and lack of serviceability, eventual abandonment and removal of this facility is contemplated.

## GROUNDWATER

The current water rights permitted capacity under valid permits (2,355 GM) is adequate to supply all projected water demands through 2017, however, the existing source capacity (1,440 GPM) does not fulfill this requirement. Before 1992, the wells in the South Well Field were operated continuously to maintain water in the Main Street reservoir. In 1992, an automatic control system was installed that allowed the wells to shut-off upon reaching high level in the Main Street reservoir.

The South Well Field also produces the highest quality of water of all existing sources, with moderate to low levels of iron, manganese, and hardness. Unfortunately, the discovery, in 1994, of a regulated organic (pentachlorophenol) at two wells in this field raises a concern of continued high rate pumping from this well field.

Old Wells #4 and #5 located behind the Main Street Pump Station each have unacceptable levels of iron and iron bacteria as well as past detections of regulated and unregulated organic contaminants and will be slated to be fully abandoned.<sup>11</sup> The only other current ground water source available to the city is the Polk Street well. This shallow well has good yield (over 1,000 GPM), but also contains elevated levels of iron.

Adjacent to the Polk Street well site are two existing 16-inch wells under City ownership, however, the City does not currently own the property in which these wells are located. These wells, referred to as the River Drive Wells, do not produce the high volume of the Polk Street well, but these wells also do not have the high iron level of the Polk Street well.

Recent discoveries of available wells adjacent to the South Well Field (Clinton Well) and a test well drilled for the City of Monmouth provide a potential for additional yield from the southern area of Independence. The Clinton Well, which is located to the immediate east of the South Well Field was recently tested at 90 GPM. This site is felt to be large enough to support the existing well as well as one additional well to provide up to 150 GPM additional South Well capacity. The City may eventually purchase this parcel (and existing well) for the development of additional source capacity. The test well drilled for the City of Monmouth is located approximately one-half mile south of the South Well Field on Oregon State Parks property adjacent to Corvallis Road. This well, drilled in 1978, yielded 135 GPM when drilled, but was not felt to be adequate for continued development by the City of Monmouth. It is believed that a second well could be drilled at this site to produce a projected total of 250 GPM.

The City intends to develop these two well fields for addition to the South Well Field supply. This is due to the higher water quality known to exist from the southern wells and the prior existence of wells on these sites. Work at the Polk Street Well site will entail installation of iron

---

<sup>1</sup> In 1991, traceable levels of 1,1 Dichloroethane, 1,1,1 Trichloroethane, and Methylene Chloride were detected in Old Well #4. Neither of these wells have been used since this incident occurred.



removal filters followed in future years by the eventual drilling of a new well at the site of one of the River Drive Wells (150 GPM projected flow) and abandonment of the existing two wells to avoid contamination to the new well.

Table 4 shows the City's planned groundwater source development schedule.

**Public Facilities Element - Table 4  
Groundwater Source Development Schedule**

<b>Well Field Area</b>	<b>1997</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2017</b>
Existing South Well Field	750 GPM	750 GPM	750 GPM	750 GPM	750 GPM
Clinton Wells (2 ultimate)	0 GPM	0 GPM	150 GPM	150 GPM	150 GPM
Corvallis Road Wells (2 ultimate)	0 GPM	250 GPM	250 GPM	250 GPM	250 GPM
<b>Total South Field Capacity</b>	<b>750 GPM</b>	<b>1,000 GPM</b>	<b>1,150 GPM</b>	<b>1,150 GPM</b>	<b>1,150 GPM</b>
Polk Street Well	600 GPM <sup>1</sup>	600 GPM <sup>1</sup>	600 GPM <sup>1</sup>	600 GPM	900 GPM
River Drive Well	150 GPM	150 GPM	150 GPM	150 GPM	150 GPM
<b>Total Polk Street Capacity</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>750 GPM</b>	<b>1,050 GPM</b>
<b>Total Source Capacity</b>	<b>1,500 GPM</b>	<b>1,750 GPM</b>	<b>1,900 GPM</b>	<b>1,900 GPM</b>	<b>2,200 GPM</b>
Total Required Source Capacity	1,360 GPM	1,660 GPM	1,825 GPM	1,815 GPM <sup>2</sup>	2,100 GPM <sup>3</sup>
Net Reserve Capacity	140 GPM	90 GPM	75 GPM	85 GPM	100 GPM

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Existing well pump is capable of these flows without replacement

<sup>2</sup> Values are reflective of 12% system leakage and loss and 20 hour per day well pump operation.

#### WELLHEAD PROTECTION PROGRAM

The City of Independence, in conjunction with the City of Monmouth, has adopted a Joint Wellhead Protection Program. This is believed to be a very important venture and the City is encouraged to proceed to completion of this project. Many of the proposed monitoring and regulatory components of the 1996 SDWA are tied to implementation of a Wellhead Protection Program.

A properly prepared Wellhead Protection Program includes many elements such as; delineation of the aquifer recharge zone, control and protection agreements with local sources of possible contaminants, and specific wellhead protection criteria.

#### AESTHETIC CONCERNS

The City derives water from two separate and distinct aquifers of differing aesthetic quality. The South Well Field has a moderate pH and low to moderate levels of iron, manganese, and hardness while the Polk Street Well has high levels of iron and manganese and moderate-to-high hardness. Aesthetic complaints from customers are infrequent during operation of the South Wells and therefore treatment for this source is not contemplated while prolonged operation of the Polk Street Well usually results in localized complaints of "reddish" or "brown" water. The

Water Master Plan proposes to correct this situation through a multi-step process over several years.

## WATER STORAGE

Water storage is provided to equalize supply and demand for daily flow variations, maximum day, and peak hour requirements, to provide emergency reserve supply during pipeline breaks, mechanical failures, and power outages, and to provide fire protection.

**Table 5** shows the estimated average day, maximum day, and peak hour water demands for the period through 2017.

**Public Facilities Element - Table 5  
Water Demand  
1997-2017**

Year	Population	Average Day (GPD) <sup>1</sup>	Maximum Day (GPD) <sup>1</sup>	Peak Hour (GPD) <sup>1</sup>
1997	5,100	637,500	1,632,000	2,448,000 (1,700 GPM)
2005	6,850	856,200	2,192,000	3,290,400 (2,285 GPM)
2017	8,700	1,087,500	2,784,000	4,320,000 (3,000 GPM)

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> For water storage planning purposes, values reflect current non-revenue and unaccounted for water losses of 20 percent.

**Public Facilities Element - Table 6  
Water Storage Requirements  
1997 - 2017**

Storage	1997 (GPD)	2000 (GPD)	2005 (GPD)	2010 (GPD)	2017 (GPD)
Operational Storage (25% of Max. Day)	408,000	496,000	550,000	605,000	700,000
Fire Reserve Storage <sup>1</sup>	720,000	720,000	720,000	720,000	720,000
Reserve Emergency Storage (2 days x average day)	1,275,000	1,551,000	1,712,500	1,890,500	2,175,000
Total Required Storage	2,403,000	2,767,000	2,982,500	3,215,500	3,595,000
Less Available Storage	<1,880,000>	<2,630,000>	<3,750,000>	<3,750,000>	<3,750,000>
Total (Deficit), Surplus (+):	(523,000)	(137,000)	+767,500	+534,500	+155,000 Cal

Source: City of Independence Water System Master Plan, 1997

<sup>1</sup> Fire Storage Requirement: 3,000 GPM x 60 mins/hr x 4 hrs duration = 720,000 gals.

**Table 7** shows the planned schedule for improvements to the city's water storage capacity.

**Public Facilities Element - Table 7**  
**Planned Water Storage Addition Schedule**  
**1997 - 2017**

Facility	1997 (GPD)	2000 (GPD)	2005 (GPD)	2010 (GPD)	2017 (GPD)
Main St. Pump Station	330,000	330,000	Abandoned	Abandoned	Abandoned
North Res. Pump Station	750,000	1,500,000	1,500,000	1,500,000	1,500,000
Monmouth Street	750,000	750,000	750,000	750,000	750,000
South Well Field	--	--	1,500,000	1,500,000	1,500,000
Elevated Reservoir	50,000	50,000	Abandoned	Abandoned	Abandoned
<b>Total</b>	<b>1,880,000</b>	<b>2,630,000</b>	<b>3,750,000</b>	<b>3,750,000</b>	<b>3,750,000</b>

Source: City of Independence Water System Master Plan, 1997

As proposed in the Water Master Plan, a second 750,000-gallon reservoir was constructed at the existing North Reservoir/Pump Station site. By 2005, a new reservoir (1.5 MG) is planned for construction at the South Well Field. This reservoir will replace the existing Main Street and elevated reservoir during this period. Both of these reservoirs as well as the Main Street pump station is slated for abandonment during this period. A new pump station will be constructed at the South Well Field to replace the Main Street Pump Station.

#### Hydraulic Analysis Summary

The existing distribution system is adequate in capacity, size, and reinforcement to handle all current (1997) average day, maximum day, and peak hour demands. To satisfy maximum fire flow demands, improvements in pumping capacity are necessary at the Monmouth Street pump station. The addition of the 2,000-3,000 GPM engine-driven booster pump at this site will satisfy this requirement.

The 2017 average day, maximum day, and peak hour demands can be met by the water system after completion of the proposed improvements describes in the Master Plan. A new 12-inch main to replace an undersized 8-inch supply main on Monmouth Street is required to deliver the desired 3,500 GPM to Central High School at an acceptable residual pressure. Without these specific improvements, only 2,000 GPM will be available to this site under maximum day demands.

Adequate and automatically controlled booster pumps are needed to deliver the needed fire flows. Since the City has no appreciable gravity storage available, it is imperative that all booster pumps be designed, installed and maintained for automatic starting and operation. This requirement must be independent of telemetry control and should be backed up by local pressure activation, if necessary, to ensure proper operation.

#### Capital Improvement Program

The Water Master Plan established four planned phases for future system improvements. These are:

- Phase I: 1997 - 2000
- Phase II: 2000 - 2005
- Phase III: 2005 - 2010
- Phase IV: 2010 - 2017

Since the adoption of the Water Master Plan in 1997, the City has completed a number of the system improvements. The improvements coincide with the proposed schedule contained in the Master Plan. All Phase I improvements have been completed and the City is currently working toward completion of the Phase II improvements. Improvements completed since adoption of the Master Plan include:

- Installing iron removal equipment at North reservoir to remove iron and manganese from Polk Street/River Drive wells.
- Adding the River Drive Well, which has considerably lower levels of iron than Polk Street, and operates with the Polk Street Well to provide dilution.
- Adding of new Corvallis road wells to South Well Field supply
- Installing iron removal equipment at North reservoir to remove iron and manganese from Polk Street/River Drive Wells.
- Upgrading the River Drive well site.
- Purchasing the new Corvallis Road well site, installation of a first well on the site, connection to the South Well Field, with a new 6-inch water main and ten service connections.
- Establishing a second well at the Corvallis Road site.

The city is currently in the process of completing a new 1,500,000-gallon steel reservoir at South Well Field and constructing a new 2,500 GPM pump station.

**Table 8** shows the remaining improvements, with costs estimates, to be completed as part of Phase II.

**Public Facilities Element - Table 8  
Phase II Water System Improvements  
2003 - 2005**

Priority #	Projected Year	Description	Estimated Cost
1.	2003-2005	A. New 10" intertie pipeline from South Field booster pump station west to 45 <sup>th</sup> St.	\$66,000.00
2.	2005	A. Abandon Main Street reservoir/pump site	\$60,000.00
		B. Abandon Elevated reservoir	\$60,000.00
Total			\$186,000.00
		(+) 10% Contingency	\$18,600.00
		(+) 10% Engineering and Legal	\$18,600.00
		<b>TOTAL PHASE II</b>	<b>\$223,200.00</b>

Source: City of Independence Water System Master Plan, 1997 with cost estimates adjusted by MWVCOG, 2003.

The Phase III improvements (2005 – 2010) include an aggressive pipeline replacement program. The proposed replacement is intended to lower lost water to 12 percent of total production by 2010. In addition, much of this work will reinforce existing undersized piping and increase the distribution system capability to the northern area. Also included is increasing of the Polk Street well pump and increase of capacity in the existing iron removal filtration for this well. Table 9 shows the improvements, with costs estimates, to be completed as part of Phase III.

**Public Facilities Element - Table 9  
Phase III Water System Improvements  
2005 - 2010**

Priority #	Projected Year	Description	Estimated Cost
1.	2005	Increase Polk Street Well pump to 900 GPM capacity	
		<b>TOTAL PRIORITY 1.</b>	\$18,000.00
2	2005-2005	Increase 600 GPM iron removal/filtration equipment capacity at North reservoir to 900 GPM	
		<b>TOTAL PRIORITY 2.</b>	\$28,000.00
3	2006-2007	Main Street Pipeline Replacement. Install 1,700'-10" D.I. from 10" PVC at Main Street reservoir north to Ash Creek bridge.	
		<b>TOTAL PRIORITY 3.</b>	\$174,600.00
4	2006-2007	Monmouth Street Pipeline Replacement. Replace 1,200'-4" C.I. with 8" from Main Street west to 4 <sup>th</sup> Street.	
		<b>TOTAL PRIORITY 4.</b>	\$106,000.00
5	2007-2008	Main Street North Reinforcement. Replace 1,240'-4" C.I. with 8" from Albert Street North to Picture Street.	
		<b>TOTAL PRIORITY 5.</b>	\$92,600.00
6.	2008-2010	Various waterline replacement of primarily O.D. steel pipe with PVC pipe	
		A. Polk Street: 320'-6", Walnut to Log Cabin, 300' – North from Polk St.	\$44,510.00
		B. Marsh St.: 1200'-8", Boar Landing South to Oak Street	83,600.00
		C. Log Cabin: 300'-8", Boat Landing South to Picture St.	22,210.00
		D. Butler Street: 620'-6" Ash to Walnut	37,400.00
		<b>TOTAL PRIORITY 6</b>	\$165,510.00
		<b>SUBTOTAL PHASE III</b>	\$584,710.00
		(+) 10% contingency	58,500.00
		(+) 10% Engineering and Legal	58,500.00
		<b>TOTAL PHASE III</b>	\$701,710.00

Source: City of Independence Water System Master Plan, 1997.

The Phase IV improvements (2010-2017) include the remainder of proposed pipeline work in the City intended to replace all remaining steel pipe and provide grid reinforcement. Table 10 shows the improvements, with costs estimates, to be completed as part of Phase IV.

**Public Facilities Element - Table 10**  
**Phase IV Water System Improvements**  
**2010 - 2017**

Priority #	Projected Year	Description	Estimated Cost
1.	2010-2015	A. 10 <sup>th</sup> Street. Monmouth south to 'D' 300'-8"	\$24,600.00
		B. 'D' Street. East 10 <sup>th</sup> to 7 <sup>th</sup> 1200'-6". I-RR bore, 1 creek crossing	93,200.00
		C. 9 <sup>th</sup> Street. South from Monmouth to 'F' 680'-6"	56,400.00
		D. 'F' Street. 10 <sup>th</sup> to between 9 <sup>th</sup> and 8 <sup>th</sup> 840'-6". I-RR bore, 1 creek crossing.	64,000.00
		E. 'D' Street. Between Main and 3 <sup>rd</sup> . 760'-8". I-RR bore	52,600
		<b>SUB TOTAL PHASE IV</b>	<b>\$290,800.00</b>
		(+) 10% Contingency	29,000.00
		(+) 10% Engineering and Legal	29,000.00
		<b>TOTAL PHASE IV</b>	<b>\$348,800.00</b>
		<b>TOTAL WORK: PHASES I-IV</b>	<b>\$3,085,000.00</b>

Source: City of Independence Water System Master Plan, 1997.

## B. SEWER SYSTEM

### 1. System Planning

The 1994 City of Independence Sewerage Facilities Plan Update guides the governing body in the development of the sewer system. This plan continues to be the design plan for Independence. The Facilities Plan Update is supplemented by a 1996 Sanitary Sewer Preliminary Design Report and the 2000 Final Performance Evaluation Report – Independence Sanitary Sewer Improvements. The 1996 report developed alternatives to address system deficiencies identified in the Facilities Plan Update. The 2000 report later evaluated the adequacy of the improvements after construction. Copies of these plans are available for review through City Hall or for purchase based upon the cost of reproduction.

The 2003 update to the Public Facilities Element, Water System, includes excerpts and summary information from the Sewerage Facilities Plan Update, prepared by ASCG, Inc. and the Sanitary Sewer Preliminary Design Report, prepared by David Evans and Associates. and information collected by staff members from the City's Community Development Department.

### 2. Existing System

The sewerage system for the City of Independence is for the most part very old and in below average condition. The majority of the gravity collection system is comprised of clay or concrete pipes, many of which were identified as needing repair or replacement in the 1977 sewerage facilities plan. In recent years, much of the collection system has been prone to very high inflow and infiltration (I&I) during rainy periods.

The sewage collection system includes a total of six pump stations located throughout the City. In general, the stations are adequate for existing flows and, with some sewer rerouting, can convey anticipated future flows. When the Facilities Plan Updates was prepared in 1994, none of the existing sewage pump stations met current DEQ criteria for control reliability, emergency storage or emergency standby power.

All sewage generated in the City is pumped to the treatment facility from one of four pump stations. The largest of these pump stations, the Riverview Pump Station, is located in the City's park along the Willamette River. As part of a system upgrade in 1999, this station was relocated to a point outside of the 100-year flood elevation for the Willamette River. The new station serves over 50 percent of the City's residents including all of the downtown. The lagoon pump station located near the treatment lagoon discharge point, serves approximately 35 percent of the City. The smallest, the Williams Street station, serves most of the newly developed areas near the airport including the new airport housing development.

All of the City's sewage is treated by a four-cell facultative lagoon system located along Ash Creek. The facultative lagoon treatment system for the City, lies on over 60 acres of land near the geographical center of the City with an entrance at the end of Williams Street. The system consists of four cells, usually operated in series, with a chlorination contact chamber at the end of the system. All City sewage is treated by this system and discharged through a joint outfall to the Willamette River, which is shared with the City of Monmouth. National Pollutant Discharge Elimination System (NPDES) permits issued to both cities allow discharges to the river during the rainy season from November 1 to May 31.

In 1999, the city completed a series of improvements to the sanitary sewer system. These improvements had been identified in the Sewerage Facilities Plan Update and Sanitary Sewer Preliminary Design Report and were intended to reduce inflow and infiltration (I/I) problems within the existing system. The improvements at updating key components that were beginning to experience failure and were targeted to remove approximately 20 percent of the system inflow from surface runoff and rain-induced infiltration. These system improvements included:

- Replacing the Middle Interceptor from approximately the intersection of 12<sup>th</sup> and Monmouth streets down to the intersection of 9<sup>th</sup> and Monmouth where it will turn and flow north along an alignment approximated by the existing 10-inch bypass sewer. The new interceptor would discharge into a new pump station at the north end of 9<sup>th</sup> Street, but directly south of the wastewater treatment facility.
- Constructing a new pump station above the 100-year flood elevation near 9<sup>th</sup> Street, south of Ash Creek directly across from the wastewater treatment facility. The new Middle Interceptor described above discharges into the new pump station.
- Constructing of a new force main for the new pump station.
- Relocating the Riverview Pump Station and force main. The new pump station location is located inside the 100 year floodplain, but above the 100-year flood elevation. As a result of this relocation, the existing Riverview Pump Station and mechanical plant at Riverview Park was abandoned.

- Completing systems rehabilitation efforts, including: disconnecting illegal roof drains, catch basins, and area drain connections, as well as replacing leaking service laterals.
- Providing telemetry and auxiliary power connections to the existing pump stations at Williams Street, Main Street, Maple Street, and the Sewage Lagoon.
- Improvements to the Wastewater Treatment Facility, including: re-directing all existing and proposed force mains to the new headworks structure, a new influent parshall flume, a new control building, composite influent and effluent samplers, a new influent flow measurement equipment, telemetry between the control building and city shops, replacement of the existing wooden walkways and telescoping valves, and installation of steps in the Lagoon Pump Station wetwell.
- Replacing the North Interceptor from the Riverview Pump Station to the intersection of Oak Street and Main Street.
- Abandoning the existing Creek Interceptor and redirecting services to the other existing gravity line.

### Pumping Systems

The City of Independence has a total of eight sewage pump stations with four serving as intermediate lift stations that eventually feed one of three stations discharging directly to the City's lagoon treatment system. With the exception of the two largest pump stations, Riverview and Lagoon, the stations are very small package units with capacities of fewer than 300 gpm. **Table 11** shows the characteristics of the sewage pump stations.

**Public Facilities Element - Table 11  
Sewage Pump Station Summary**

Pump Station	Constructed/Modified	Actual Capacity (gpm)	TDH (ft)	Force main (Size-Length)
Riverview	Relocated 1997	2000	60	12" - 4790'
Lagoon	Constructed 1985	810	Unknown	6" - 400'
Williams St.	Constructed 1975	245	42	10" - 1365'
Maple St.	1972/1990	250	15	4" - 170'
13 <sup>th</sup> St.	Constructed 1974	Unknown	Unknown	4" - 680'
9 <sup>th</sup> Street	Constructed 1999	850	51	10" - 2,160'-
Albert Street	Constructed 1999	147	22.3	4" - 342'
North Main	Constructed 1979	100	30	4" - 1550'

Source: City of Independence Sewerage Facilities Plan Update, 1994 and Final Performance Evaluation Report, Independence Sanitary System Improvements, 2000.

### Treatment Systems

The City of Independence sewerage system uses a four cell facultative lagoon with chlorine disinfection of the effluent. The system was originally designed as a two-cell system to replace a



primary treatment facility jointly operated by the City of Independence and the City of Monmouth. The original facility was converted to the Riverview Pump Station which pumps to the lagoon treatment facility. The two-cell system built in 1968, consisted of 22 acres of ponds with an operating depth of six (6) feet. Original treatment capacity was designed to serve a population of 4,200 persons limited by summer storage at the rate of 70 gallons per day per capita over a 152 day summer period. Based on the recommendations provided in the 1977 Sewerage Facilities Plan, the pond was expanded to a four-cell system in 1979.

The four lagoon cells comprise a total average surface area of approximately 50 acres, and have a summer storage capacity of over 78 million gallons. The size of the system is currently adequate to serve a population of over 6,600 people based on current storage and discharge requirements.

The Sewerage Plan Update developed in 1994 planned for the sewerage system through 2012. The Sewerage Plan used a 2012 population of 6,634 persons.<sup>2</sup> For planning purposes the projected population for Independence in 2020 is 9,559 persons.<sup>3</sup> The 2000 Census population for Independence is 6,035 persons. The most recent population estimate for Independence is a July 1, 2002 estimate of 6,580 persons. The Sewerage Plan notes that the existing ponds are just adequate to accommodate the summer flow for the projected 2012 population of 6,634 persons – which is now the estimate of the current population. The City intends to update the Sewerage Plan to identify the extent of storage and system improvements necessary to accommodate the projected 2020 population. The City will also participate with Polk County in developing revised 20-year population projections for the community.

### C. STORM DRAINAGE SYSTEM

The city has an overall adequate storm drainage system to serve all developed areas. New developments are required to provide storm drainage system compatible with the city system. Outfalls from the city system are drained into either Ash Creek or the Willamette River.

A preliminary stormwater master plan for the cities of Monmouth and Independence was prepared by Whitaker Engineering, in 2001, as a precursor to developing a regional plan. The focus of the plan is on areas of potential new development of those portions of existing systems that may be affected by future development. The preliminary master plan describes the hydrologic and hydraulic analyses of portions of the stormwater management systems of both Monmouth and Independence, identifies pipe segments that may be inadequate for conveyance of estimated stormwater flows, and provides guidance for establishing policies related to stormwater detention strategies and development of stormwater systems. The City will explore various funding options that will fund develop of a master plan. Planned improvements identified in the master plan will be included

---

<sup>2</sup> The 2012 population estimate was prepared by the Center for Population Research and Census at Portland State University.

<sup>3</sup> The 2020 population projection has been coordinated with the projections for Polk County as required by Oregon Revised Statutes 195.036. This projection is from the Independence Water System Plan (1997) and was adopted as part of the Polk County Transportation Systems Plan, 1997.

The Ash Creek Water Control District, which includes Independence, is responsible for improvement of the Ash Creek channel to prevent damage to property located near or adjacent to the Creek. The District's Five Year Plan 1999-2003 calls for a number of structural improvements to Ash Creek including:

- Channel clearing;
- Erosion control;
- Channel widening; and
- Channel alignment.

The District also conducts vegetation control and debris removal along Ash Creek.

#### D. POLICE SERVICES

The Independence Police Department includes a Police Chief, three (3) sergeants, nine (9) officers, two (2) administrative assistants, and 10 reserve officers. The mission statement of the Police Department is: "To enhance community livability by protecting, the safety, health, and welfare of all citizens by providing professional, efficient, and fair law enforcement, while utilizing partnerships with the community in problem solving efforts."

Emergency services are provided by Salem 911 through the Willamette Valley Communication Center.

Police Department Equipment includes: six (6) marked patrol cars, two (2) unmarked police cars, one (1) speed reader board trailer, and six (6) patrol bicycles. Communications equipment includes: 17 two-way radios, seven (7) cellular/mobile phones, and 13 pagers.

#### E. FIRE SERVICES

The Polk County Fire Protection District No. 1 provides fire protection for the City of Independence. The mission of the Polk County Fire Protection District No. 1 is to "Serve, Train, Educate and Protect our Community." Its service area is approximately 185 square miles and service population is approximately 20,000 people. The rural district has a staff of 80-90 volunteers and 12 paid positions. Emergency communications services are provided by the Willamette Valley Communications Center.

The Insurance Service Office (ISO) reviews fire districts/departments and applies a fire suppression-rating schedule. Before assigning the rate, the ISO evaluates fire protection services based upon the available water supply, ability to transport water, the number and type of trained personnel, type of available equipment, and handling emergency alarms. Rating ranges from one (1) to ten (10) with number one (1) being the best and number 10 being the worst. In 1998, the City's fire ISO rating was three (3).

The Fire Protection District has 15,000 gallons of water in storage, plus the capacity of the pumpers and tankers. The pumpers have the ability to draft from streams or ponds for additional water.

Apparatus available to the district in 2003 includes the following:

Amended by Ord. 1422/July, 2003

- Two 1993 and one 1992 International H&W Pumpers.
- One 1970 Ford Western States Engine.
- One 1987 Ford Pierce Mini-Pumper.
- One 2002 Sutphen Telescopic Aerial Ladder truck.
- One 1983 Ford 1800 Gallon Tanker.
- One 1988 Kenworth 3000 Gallon Tanker.
- Two 1997 Peterbuilt 3000 Gallon Tankers.
- One 1977 Chevrolet Brush Truck.
- One 1989 Ford Brush/Rescue Truck.
- One 1998 Freightliner Rescue Engine.
- One 2002 and One 1996 Medtech Ambulances.
- One 1992 Road Rescue Ambulance.
- One 1996 Stillenger Rescue Boat.
- One 1991 Kawasaki Water Rescue Jet Ski.
- One 1996 Nash 22-foot Rehab Trailer.
- One 1984 Ford Pick-up for Staff use.

F. SCHOOL SYSTEM

In 2001, there were approximately 2,628 students in the Central School District 13J in 2001. In addition to Independence, the Central School District also includes Monmouth and Rickreall. Table 12 shows that since 1990, school district enrollment has remained near 2,500 students.

**Public Facilities Element - Table 12  
Central School District Enrollment  
1996 - 2002**

<b>Year</b>	<b>Enrollment</b>
1990	2,468
1991	2,534
1992	2,544
1993	2,560
1994	2,585
1995	2,606
1996	2,667
1997	2,634
1998	2,674
1999	2,645
2000	2,668
2001	2,628
2002	2,588 <sup>1</sup>

Source: Oregon Department of Education, 2003

<sup>1</sup> As reported October 2001.

In September 2002, the new Ash Creek Intermediate School opened adjacent to Central High School. The new school is intended to initially serve 450 students in grades 5 and 6. The school

building is designed to ultimately serve 500 students in a K-5 grade configuration by offering two shifts per classroom per kindergarten.

**Table 13** shows the October 2001 enrollment figures for schools within the Central School District.

**Public Facilities Element - Table 13  
Central School District 13J Enrollment and Capacity  
By School – October 2001**

School	Grades	2001 Enrollment	Capacity
Central High School	9-12	825	814
Eola Elementary School	9-12	25	25
Ash Creek Intermediate School	5-6	NA	500
Talmadge Middle School	6-8	613	544
Henry Hill Elementary School	K-5	326	375
Independence Elementary School	K-5	316	300
Monmouth Elementary School	K-5	494	475
Oak Grove Elementary School	K-5	34	50

Source: Oregon Department of Education, 2003

<sup>1</sup> As reported October 2001.

#### I. LIBRARY SERVICES

The Independence Library has a present circulation of 40,257 volumes and has 28,935 volumes at present. Construction of a new 7,300 square foot library near City Hall was begun in February 2003. The new facility will be open in September 2003. A significant increase in circulation is expected with the completion of the new library facility.

A bookmobile also serves part of Independence. The library is part of the Chemeketa Cooperative Regional Library Service, which provides improved services to the libraries of Polk and Marion counties, parts of Yamhill County and Linn County, and Chemeketa Community College.

Special services offered by the library include children story hours (also offered in Spanish) a large selection of Spanish books, records, and reading materials, summer children's reading program, after school program, and holiday craft program.

#### G. SOLID WASTE

Independence does not have a solid waste disposal facility. Local collection is handled by contract with Brandt's Sanitary or by individuals hauling their own waste. Curbside recycling is available to citizens in the community. The company disposes waste at the Coffin Butte landfill near Corvallis.

Citizens are able to participate in a curbside recycling program similar to larger communities in the area. If the City chooses to expand the program, additional opportunities are available but does require an increase in fees.

The City's regional contact is through the Polk County Community Development Department, which administers a solid waste collection franchise ordinance. The Community Development Department also coordinates recycling, and household hazardous waste collection programs.

It is important that the City participate in a regional solid waste management program. A regional solid waste management program strives to maximize the use of existing sites, endorse energy conservation and recycling of wastes, and coordinates solid waste activities of counties in the region. Independence supports a regional solid waste management program that includes recycling opportunities.

## PUBLIC UTILITIES

Pacific Power and Light owns the electric services. The City owns the water services, purchased from PP& L in 19- . Northwest Natural Gas serves the Independence area with natural gas. Telephone service is provided by AT&T and U.S. West Communications.

### Electricity and Gas

The costs of extending new electric lines are paid by the developer of the new subdivision. So in essence, the new homeowners pays for the electrical hook-up charges. Pacific Power and Light will charge \$160.00 to connect a new service from an overhead source to underground. An extension from the underground junction box to the home normally costs the consumer nothing. Trenching costs for undergrounding are determined on an individual basis, paid by the builder or customer. The 1978 rates are \$27.87 per 1000 KWH or converted to BTU's, for 100,000 BTU the cost is \$.80 (utilizing winter rates).

Northwest Natural Gas furnishes gas main extensions into new subdivisions if they can recover the cost of their investment within a reasonable time. They will install a gas main extension for a new residence of up to 400 feet (123m) at no charge. They will install up to 125 feet (38 m) of pipeline from the property line to the residence for service off of a pre-existing main for nothing, and charge \$3.80 per additional foot (30.48 cm), after the original 125 feet.

Rates for natural gas for 100,000 BTU's are 35.4 cents for the "raw" energy. Assuming a gas furnace is 80% efficient, the cost of 100,000 BTU then will become \$.42 per 100,000 BTU.

### Water

The water system in Independence was purchased by the City from Pacific Power and Light Company. Source of the water consists of five (5) wells tapping an aquifer in Willamette alluvium in the southeast part of town. Flows from all the wells can exceed 1700 gallons (49.98 kl) per minute. There are three storage reservoirs: an elevated storage reservoir with 50,000 gallon (189.39 kl) capacity; a ground level reservoir with a 300,000 gallon (1,136 kl) capacity; and a ground level reservoir with a 750,000 (2,840 kl) capacity.

The demand for water has been fairly constant over the past years with only a normal increase in demand. This demand has been met by the existing supplies. However, a new well was drilled in 1978 and will be on line in the summer of 1979. The supply should be adequate to serve the projected population in 1990, assuming the service is extended to newly developed areas, (MWVCOG, 1968).

Residential rate charges are currently based on a 400 cu foot minimum costing \$6.75. Additional charges are dependent on amount of water used.

Pacific Power is in the process of drilling several new wells. Current wells provide water when drilled to 80 feet (24.4 m). Potable water has not been a problem as far as supply is concerned, but the cost of providing the water has risen dramatically.

Transportation

Plan 149

(foldout)



## POLICE PROTECTION

The City has a mutual aid agreement with all surrounding law enforcement agencies. Police dispatching is contracted through the Mid-Willamette Valley Communication Center, 9-1-1 system.

There are nine full-time law enforcement officers, twelve reserve officers (authorization by Charter for up to 20), 4 patrol vehicles and three unmarked vehicles.

The staff of the Police Department will need to be increased to maintain an adequate level of protection of people and property as the city grows. The current police budget, for FY 1992-93, is \$586,095.

## FIRE PROTECTION AND AMBULANCE SERVICE

As of 1986, the fire departments of the cities of Independence and Monmouth combined their services for fire protection and ambulance service into Polk County Fire District #1.

## COMMUNITY HEALTH AND SOCIAL SERVICES

### Services Available in Independence

**Mental Health** - The outreach office offers all types of counseling, from individual, group, alcohol, drug, marriage, child management, mental retardation and developmental disabilities, to any kind of problem that affects a person's mental health. There is no income requirement, they have a sliding scale based on ability to pay.

**Independence Information and Referral Center** - Located at 164 C Street the Center is primarily a referral and information dispersal center. They can guide a person seeking a service or help of some kind to the right place. In addition, they offer a weatherization program for low-income seniors, an energy crisis intervention program for seniors of low-income, and also offer an emergency food bank for people in need.

### Services Available from County Offices in Dallas

**Mental Health Department** - The Mental Health Department offers counseling of all types in their offices; they have a singles groups for persons undergoing relationship changes, a teenage group, a stress management workshop and a grief and dying workshop. In addition

TABLE 22  
COMMUNITY HEALTH SERVICES

Clinic Names	Services Offered	Clinic Hours	Location
Child Development Clinic	Evaluates birth - 12 yrs. Serves those having emotional, behavioral or educational problems. Psycho evaluation, social history speech & hearing, if needed, physical examination.	Need Appointment	Health Dept.
F.P.C.	Offers physical exams, Contraception counseling, and testing.	Need Appointment	Health Dept.
Immunizations	Shots for foreign travel and allergy shots.	Mon. 9-12, 1-4 9-12	Health Dept.
Pre-natal Care	Education & physical help for low income.	Once a week (Wednesday's)	Health Dept.
Communicable Disease Control.	Investigation, preventative measures for communicable diseases.	Variable- Call for information.	Health Dept.
Health Education	Speakers on Womens health, and others - consultants, on all health matters.	Variable- call for information	Health Dept.
T. B. Followup	Periodic Checks for T.B.	Variable- call for information	Health Dept.
Chest X-Ray	Low cost chest X-ray at Polk County on doctors referral. Costs \$8.25. Evaluated by radiologist.	Variable - call for information	Hospital
School Health Nurse	All schools visited for immunizations, communicable diseases.	Variable - call for information	In the schools

TABLE 22 (continued)

Clinic Names	Services Offered	Clinic Hours	Location
Home Health Agency	Medicare Coverage in home services Follow upon Doctors orders. Aides give baths, shampoo hair, etc.	By arrangement	In individual homes
Nutrition Aide	60 yrs. older non welfare recipients. Helps to prepare meals, shop, nutrition counseling.	By arrangement	In the home

Health Van	Child Health Clinic at City Hall. RN - physical exams, immunizations, complete physical. Birth - 21 yrs.	1st & 2nd Thurs. (Monthly)	City Hall
Eldercare Clinic	Health Screener, diabetes, high blood pressures, glaucoma, weight, nutritional counseling, medicine consultant.	2nd & 4th Wednes. (Monthly)	Senior Center
WIC	Women-Infant-Children. Supplementary food program Federally funded, provides help to pregnant women, Children birth to 4 years	Every other month	Senior Center In Monmouth For exact time and details call Health Dept.

Source: Polk County Health Department.

to the counseling services, the treatment clinic offers a follow-up service for those recently discharged from the state hospital.

**Health Department** - Located in the Academy Building, they offer family planning, pre-natal care, child development clinics, health education, WIC, home health, communicable disease control, TB check-ups, immunizations and all kinds of shots, a children's dental clinic and they keep birth and death records for the county.

**Legal Aid** - Primarily designed to help low income people, they will give aid regarding legal problems of a civil matter.

**Extension Service** - Agriculture, family living, forestry, livestock, grains and cereals, horticulturalists, water resources, urban horticulture, and youth development programs are offered by the extension service, more as educational tools than as service oriented. They are in the County Courthouse.

**Adult and Children Services** - Formerly the Welfare Office, they are located in the Academy Building.

## **LIBRARY SERVICES**

The Independence Library has a present circulation of 47,708 and has 15,000 volumes at present. A bookmobile also serves parts of Independence. This library is a member of the Chemeketa Cooperative Regional Library Service which provides improved services to the libraries of Polk, Marion, parts of Yamhill, parts of Linn counties, and Chemeketa Community College.

Special services offered by the library include children story hours (also offered in Spanish), a large selection of Spanish books, records and reading materials, summer children's reading program, and holiday craft programs.

The Library has outgrown its building. At present a Library Building Committee is reviewing building sites and looking into financial means to build a new library.

The library received \$72,450 in FY 1992-93 from the city budget.

## PUBLIC SCHOOLS

### Chemeketa Community College

Independence is in the Chemeketa Community college District. Chemeketa is a 2-year college with classes held both on the campus and in the community. Classes in the Independence area are held in the high school. Students enrollment from Independence was as follows for the 1978 school year: Fall quarter, 45 students; Winter, 97; Spring, 67. Approximately two-fifths of the total student population taking day or evening classes in this area came from Independence.

No establishment of a permanent center within the city limits is anticipated within the next 5 years, as the demand is not yet sufficient. If the attendance significantly increases then a center may be established for use as a day/evening center. The community college is financed through taxes, the 1978 rate was \$1.27 per \$1,000.00.

### School District 13J - Central School District

There are approximately 1,000 Independence students in the Central School District, or slightly less than half the student population in the 1977-78 school year. The defeat of the bond election in March 1979 may mean the high school could lose its accreditation in 1979 if the issues are not resolved. Most of the schools are operating at capacity. The table on the next page displays information on the Independence schools.

Central High School is experiencing the most urgent needs for expansions. Expansion and remodeling are dependent on passage of the bond issue in 1979. If the voters approve the expansion plans, the current tax base of \$12.73 per 1,000 of assessed value will be raised by a currently undetermined amount. This money would double the size of the high school, move 9th graders to the high school, expand Talmadge Jr. High to include 6th through 8th grades.

The elementary schools would house grades 1 through 5, and both of them would be remodeled.

TABLE 23  
 SCHOOL DISTRICT 13J  
 CENTRAL SCHOOL DISTRICT

School	Grades	Class-rooms	Pupil Teacher Ratio	Facilities Other than Classroom	Site Size	Approximate Number Independence Pupils
Central High	10-12	27	1-19	Gym, library, cafeteria library	27 $\frac{1}{2}$ ac	242
Talmadge	7-9	30	1-19	Multi-purpose gym, library	27 $\frac{1}{2}$ ac	588
Henry Hill	4-6	12	1-25	Gym, library, cafeteria	8.7 ac	250
Independence	1-4	12	1-23	Gym, library, cafeteria	2.9 ac	268

SOURCE: District Superintendent

## SOLID WASTE

The local sanitary landfill closed on October 15, 1977. Solid wastes are now hauled primarily to the Coffin Butte landfill in Benton County. The Chemeketa Region Solid Waste Management Plan, published in 1974, recommended establishment of a transfer station in Rickreall to handle solid wastes from the Independence-Monmouth area. If this were to become effective, a recycling station could be set up along side the waste compactor and reduce the amount of wastes to be hauled to the landfill. The solid waste problem in Independence cannot be ignored. There is a shortage of good sanitary landfill sites in Polk County. Department of Environmental Quality (DEQ) standards for landfills are becoming stricter and the D.E.Q. is trying to encourage recycling.

However, the volume of solid waste can be reduced by throwing away less and re-using more. A significant reduction in solid wastes generated at the home would in turn reduce the amount that has to be transported and buried. Many alternatives to landfilling exist, and when utilizing one of these methods, an investigation of the alternative may be in order.

There are two types of recycling, dependent upon where the separation of recycleables is done. It can either be a source recycling (at a person's home), or at the landfill, where refuse is shredded and the recycleables are moved. Either way the volume of garbage is considerably reduced, and energy and resources are conserved.

The Environmental Protection Agency has estimated the national average for the amount of solid wastes generated per capita per day at 4.94 lbs. The census for Independence lists the population at 4,350 as of January 1979. So Independence generate 3,920 tons of solid waste yearly.

The role of the City of Independence in the Chemeketa Plan is to cooperate and support the purpose and implementation of this regional plan.

Of all that solid waste, approximately 1763 tons are recyclable, leaving 1,910 tons of non-recoverable solid waste, or about one-half of the total amount prior to separation and recycling.

Paper makes up about 34% of the solid waste stream, glass 5%, ferrous metals 8%, and non-ferrous metals (example, aluminum) approximately 1%.

Market prices vary for recyclable products. High grade office paper can bring from \$60 to \$150 a ton, newspaper \$20 per ton and up, mixed paper \$8 per ton. Non-ferrous metals (aluminum) can be sold for \$350 a ton, tin cans (or other ferrous metals) \$20 per ton.

The City entered into a 5-year Solid Waste Franchise Agreement with Brandt's Sanitary Service, Inc., an Oregon corporation, on May 14, 1987. In addition to the collection,

transportation and disposal of solid waste, Brandt's also provides the 'opportunity to recycle'. Recycling activities include:

... To Residential Dwelling Units - weekly curbside recycling collection service for: newspapers, tinned cans, container glass, aluminum, waste oil, cardboard, corrugated and draft paper, and high-grade and computer paper.

To Commercial and Industrial Sources - monthly collection at source, or daily/weekly collection for an adequate volume of material or difficulty in storage for: cardboard and corrugated, kraft paper in quantity, newspapers in quantity, tinned cans in quantity, unbroken container glass, separated by color, in quantity, fine papers in quantity, computer paper in quantity.

**TABLE 24**

**APPROXIMATE VALUE OF RECYCLEABLES**

	<u>% of Solid Waste Stream</u>	<u>Tonnage</u>	<u>Value Per Ton</u>	<u>Total Value</u>
Paper	34	1,244	\$8-\$150	\$9952 - \$186,600
Glass	5	183	\$30	\$5489
Non-ferrous metals	1	37	\$350	\$12950
Ferrous metals	8	293	\$20	<u>\$5860</u>
<b>TOTAL GROSS WORTH</b>				<b>\$34,251 - \$210,899</b>

**SOURCE:** EPA and Oregon



## WATER

- The water system in Independence was purchased from Pacific Power in November 1984 and is now owned and operated by the City.

The system source of water consists of five (5) wells located in the southeastern part of town that obtain water from an underlying aquifer known as the Willamette Alluvium. Combined flows from all wells is approximately 1600 gallons per minute of 2.3 million gallons per day. The present wells can provide sufficient water for a population of 4950 persons before an additional source is required.

The water system presently has three storage reservoirs: an elevated reservoir with 50,000 gallon capacity: a ground level reservoir with a 300,000 gallon capacity: and another ground level reservoir with a 750,000 gallon capacity. The distribution system contains 22.9 miles of pipe of which 32% is uncoated steel pipe varying in age from 20 to over 50 years old. Because of a deterioration problem with the old steel pipe, the distribution system frequently develops leaks and requires repairs. The problem of leaking pipes was pointed out in "A Feasibility Study for the Purchase of Pacific Power and Light Owned Water System in Independence", October 1983, incorporated by reference herein. When the water system was purchased, the City developed a plan for a 10-year waterline replacement program that will replace many of the older, leaking and undersized steel lines to reduce the non-revenue water losses. The waterline replacement will also increase the fire flow capability of the system. The first year of line replacement has been completed and a \$310,000 revenue bond is being purchased from U.S. Farmer's Home Administration for major line replacements in the summer of 1988.

## SEWAGE TREATMENT AND DISPOSAL

The City of Independence sanitary sewage system utilizes a 4-cell stabilization pond arrangement consisting of 51-acres of treatment of municipal sewage. The sewage collection system consists of 14.6 miles of sewer mains that serve all presently developed areas of the City and can be extended to serve any areas in which development may occur.

In 1978 improvements were made to update the sewage collection and treatment system to eliminate raw sewage by-passes into the Willamette River that had been occurring during periods of high flows during the winter months. The improvements consisted of: 38 additional acres of stabilization ponds for sewage treatment and storage, along with chlorination facilities to disinfect the treated effluent: a 36" discharge line to redirect the winter effluent discharge from the North Fork of Ash Creek to the Willamette River (the City of Monmouth also shares this outfall): upgrading the Riverview Park main pump station with larger pumps to eliminate by-passing of raw sewage into Ash Creek and the Willamette River during periods of high sewage flows: 8000 feet of solid clay tile sewer were

replaced and 16,000 feet of mainline was cleaned and grouted to reduce groundwater infiltration into the sewer system. Storm drain cross-connections were also eliminated.

With the improvements completed, the sewage system now has the capacity to service a population of 6800 persons. The sewage treatment and collection system also has the capacity to accommodate additional industrial flow, but each should be evaluated on a case-by-case basis to assure compatibility with the municipal sewage system components.

The Water System Evaluation and Master Plan for the City of Independence, incorporated by reference herein, was completed in November 1985 after a year of City operation and identifies the strengths and weaknesses of the present water system.

The demand for water has been fairly constant, with only a normal increase in demand proportional to population increase. The city presently has no industries requiring large amounts of water and present demands can be met with existing wells. As the city lies over the Willamette Alluvium, obtaining additional water when needed should not be a problem.

As the city grows, particularly in the industrially-designated areas, a minimum of 1 million gallons of additional storage will be needed, along with additional waterline looping to connect the northwestern and northeastern portions of the water system. Estimated costs and details of the proposed water system expansion are covered in the Water System Master Plan.

Residential rate charges are currently based on a 100 cubic feet minimum, costing \$7.30. Additional charges are dependent on the amount of water used.

### **STORM DRAINAGE SYSTEM**

The city has an overall adequate storm drainage system to serve all developed areas. New developments are required to provide storm drainage systems compatible with the city system. Outfalls from the storm drain system are drained into either Ash Creek or the Willamette River. This could create a possible water pollution problem should an accidental spill occur or if the volume of run-off is excessive. There have been no problems to date, however.

New construction activity has been occurring in the industrial area of North Main Street. Additional buildings and paving of parking areas have created additional quantities of run-off that previously was able to follow the natural topography of the area and along the right-of-way of Highway 51. New development has changed that pattern however. The city is now developing a storm drainage plan to extend the present storm drainage system northerly 1300 feet along the east side of Highway 51 to intercept the run-off from the North Main Street area. It is anticipated the storm drainage extension will be completed under a three-year program.

## PIPELINES

The City of Independence has no major pipeline network in the area except for two Monmouth utility pipelines:

1) The City of Monmouth has drilled a water supply well at the Marion County side of the South River Road bridge. A water transmission line extends from the well, across the Willamette River via the bridge and extends westerly across the south side of Independence to the Monmouth water system.

2) A 24" treated sewage outfall line extends from the Monmouth treatment plant, closely paralleling Ash Creek, until it reaches the Independence sewage treatment plant. The line then enlarges to 36" and continues easterly to its final discharge point, the Willamette River. Effluent from both the Independence and Monmouth plants share the 36" outfall.

Absorption Fields  
and Existing Sewer  
Mains 161  
(foldout)

**COMP**

Parks 162

(fold out)

## RECREATION

The recreation element of the Comprehensive Plan is organized to accomplish two tasks: Satisfy LCDC Goal Number 5 requirements, and then to develop a brief framework for beginning an indepth parks system study. A map of the present park system is on page 97.

This section is organized in the following manner--available demand information, an inventory of current supply, and a needs assessment and recommendation section.

Before the city embarks on any park and recreation study, a network of local citizen advisory committees should be developed in order to provide abundant local input and guide the study to matters of local neighborhood concern.

### Demand

For the purposes of this report, demand will be defined as the desire of any individual to participate in a given activity. There are several methods for determining demand; the most common of which is to record the current participation levels for an activity. But it should be noted that current participation is not totally equivalent to demand. For example, certain recreational activities may be desired (thus, in a sense, demanded) by many individuals ut actual participation is limited because the activities are inaccessible or overcrowded.

There are actually several factors that influence demand: 1) The cost of the activity; 2) Location and condition of a facility; and 3) The energy shortage. Of these three, the rising costs of fuel resulting from the energy shortage will probably influence demand the most. People will tend to limit their trips to those areas close by due to high costs of gasoline and other petroleum products.

It is difficult to judge the severity of these effects, however, because some of them may have conflicting impacts. Energy shortages may limit employees' mobility; but the redistribution of work hours to capitalize on non-peak electricity usage may increase leisure time and thus the e\demand for recreation activities.

It is probable that residents in Independence will suffer from increases in motor fuel costs, rather than from actual energy shortages. Increases in fuel costs, or the actual shortage of energy, may increase the popularity of, and the demand upon, local recreational facilities. This increased demand, which could be especially heavy on the water-oriented facilities of Polk Marine Park, would be the result of county residents attempting to limit their travel time to close, local recreation areas.

Other sources of increased demand for local facilities are the cost, location and condition of those facilities. These items will be discussed in detail in the inventory part of this section. High costs, overcrowdedness and poor condition of recreation facilities can lessen demand.

## Inventory

### Supply

Supply is measured as a physical resource - structure (picnic table), facility (tennis court), or area (neighborhood park). Supply data are used in conjunction with demand data to make an assessment of the need for specific facilities and areas.

An increase in the recreational supply will often result in an increase in recreation demand. For example, should Independence build more tennis courts, more people would use them, creating more demand.

The discussion on supply will be divided into two basic categories: active and passive. The active category includes, but is not limited to, such sports as baseball and softball, basketball, bicycling, field and track events, fishing, football, picnicking, swimming, tennis and walking. The passive category includes art exhibits, the theater and other cultural events; and also personal education courses.

### Active Recreation Facilities

Most of the active recreational facilities in Independence are located either in city parks or on school grounds. The table on page shows the parks in Independence, the type of facilities and the approximate acreage of each. In addition, a list of the type and number of active recreation facilities found at the Central School District schools can be found on the following page.

Recreation Programs - Central School District sponsors programs for students from 7th through 12 grades. A private organization, Monmouth-Independence Kids, Incorporated (MIKI), sponsors and organizes a sports program for those students between 3rd and 6th grades. The high school is also making efforts to equalize the amount of effort and money put into the girls sports program. Following is a listing of sports available to girls and boys. A part-time parks and recreation direction will be hired to develop a recreation program for the city for the summer of 1979.



	<u>GIRLS</u>	<u>BOYS</u>
Fall	volleyball gymnastics cross-country	cross-country football
Winter	basketball	wrestling basketball
Spring	track tennis golf	track tennis golf baseball

There are other sports programs sponsored by private groups, civic (e.g., the Jaycees) and church related. These programs range from basketball to wrestling, and are organized during the winter months, (it should be noted that for any of the above, privately sponsored activities, Central School District activities have first priority for use of the facilities).

### Passive Recreation Activities

Passive recreation activities include art exhibits, drama, and other cultural events as well as personal development courses. The activities listed in this segment are sponsored by both private and public organizations. There are three organizations responsible for organized passive recreation activities in the Monmouth-Independence area: Chemeketa Community College, Monmouth-Independence Community Arts Association (M-ICCA) and Oregon College of Education.

Chemeketa Community college offers a wide variety of courses--from personal enrichment to college transfer--under their adult education program (Siegel, August, 1978, page 37). Courses are taught at one of three locations: 1) Central High School, 2) Talmadge Junior High, or 3) the Monmouth Fire Department. Chemeketa also sponsors a film series, in addition to Planetarium shows on its Salem campus. The Salem campus offers self-enrichment courses as well.

The Monmouth-Independence Community Arts Association (M-ICCA) is a private, non-profit organization that provides the "bulk" of organized passive recreation activities. It receives financial support from the cities of Monmouth and Independence, and Polk /County as well as several state and national art foundations (e.g., Oregon Arts Commission, the Western States Arts Federation, the Oregon Arts Foundation, and the National Endowment of the Arts). M-ICCA was formed in 1973. M-ICAA offers activities ranging from classes to exhibits to concerts to plays and films. It is located in the basement of the Courtyard Building next to Oregon College of Education in Monmouth. The Oregon College of Education offers theaters and concerts and also classes relating to the arts.

	<u>GIRLS</u>	<u>BOYS</u>
Fall	volleyball gymnastics cross-country	cross-country football
Winter	basketball	wrestling basketball
Spring	track tennis golf	track tennis golf baseball

There are other sport programs sponsored by private groups, civic (e.g., the Jaycees) and church-related. These programs range from basketball to wrestling, and are organized during the winter months, (it should be noted that for any of the above, privately sponsored activities, Central School District activities have first priority for use of the facilities).

TABLE 25  
EXISTING PARKS AND FACILITIES  
INDEPENDENCE, OREGON  
1978

Name	Type	Facilities	Acreage
Ash Creek Park	---	Undeveloped	3
Henry Hill Park	Community Park	Swimming pool, Play-ground equipment, picnic tables.	4
Pioneer Park	Mini-Park	Picnic sites	2
Polk Marine Park	Water-Oriented	Boat ramp, fishing, swimming, picnic sites.	16

SOURCES: Jack McElravy, Independence City Manager, Polk County Department of County Development, Planning Division, Recreational Needs, August, 1978, Table 9, page 29.

Regional Park and Recreation Agency, Regional Parks and Recreation Facilities Plan-Needs and Opportunities, May 1975, Table 1, page 4.

TABLE 26  
 ACTIVE RECREATION FACILITIES  
 LOCATED AT CENTRAL SCHOOL  
 DISTRICT (13J) SCHOOLS  
 INDEPENDENCE, OREGON  
 1978

Type	Number
Baseball Fields	2
Basketball Courts	3
Football Fields	1
Softball Fields	3
Swimming Pools	1
Tennis Courts	4
Track Fields	1

SOURCES: Regional Park and Recreation Agency, Park and Recreation Facilities Plan, September, 1975, page 63.

Regional Park and Recreation Agency, Regional Parks and Recreation Facilities Plan, Needs and Opportunities, May, 1975, Table 2, page 5.

Passive Recreation Activities

Passive recreation activities include art exhibits, drama, and other cultural events as well as personal development courses. The activities listed in this segment are sponsored by both private and public organizations. There are three organizations responsible for organized passive recreation activities in the Monmouth-Independence area: Chemeketa Community College, Monmouth-Independence Community Arts Association (M-I CAA) and Oregon College of Education.

Chemeketa Community College offers a wide variety of courses -- from personal enrichment to college transfer -- under their adult education program (Siegel, August, 1978, page 37). Courses are taught at one of three locations: 1) Central High School, 2) Talmadge Junior

### Condition and 'Crowdedness'

A windshield tour of the parks in Independence in 1979 indicated that all of the developed parks were in good shape. It is beyond the resources of the planning staff to evaluate the parks and obtain current user data at present, but this should be done as soon as can be arranged and funded. The park system must be studied in depth: user data collected, condition and adequacy of facilities evaluated, and a program developed to correct any problems.

### Analysis of Need and Recommendations

As indicated in the Inventory, Independence is well supplied with recreation facilities and activities for both active and passive programs. However, RPRA recommends that an additional football and track field be incorporated with the construction of any new junior or senior high school.

According to RPRA standards, a city the size of Independence should have a least tow types of parks - neighborhood and community parks. As indicated in Table 25, Independence has a community park, mini-park, and water-oriented park, but no neighborhood parks.

The fact that Independence has both a mini-park and a water-oriented park should be considered a "plus". According to RPRA suggested standards (see Table 27), there should be 3.03 acres per 1,000 persons for a water-oriented park. Considering Independence's population of 4,425 residents, Riverview Park (formerly Polk Marine Park) should be 13 acres or greater; as indicated in Table 27, Riverview is 16 acres. RPRA does not have a standard for minimum size of a mini-park.

Neighborhood parks, according to Table 27, should have 2.5 acres per 1,000 persons. Independence does not have any parks designated for neighborhood use. Accordingly, to meet the RPRA suggested standards, Independence today should have at least 11 acres of land developed for neighborhood park use.

For community parks, the RPRA suggested standard is also 2.5 acres per 1,000 persons. Accordingly, if Independence were to meet the suggested standards, it would have to develop six more acres for community park use.

Ash Creek Park is not developed at this time. Because of its size, it could be developed into either a mini-park or a neighborhood park.

## METHODS OF FUNDING AND ACQUISITION

The most common source of funding for parks and recreation programs, is the city general fund. Annual general fund monies are usually utilized for the operation and maintenance of city parks. Actual acquisition of land for park use is accomplished by such means as gifts, land dedication by developers, and the reversion of tax-delinquent lands. In Independence, the parks were developed through a combination of the above means. As shown on city records, Ash Creek Park was donated by Howard Wildfang; Henry Hill Park was developed gradually, some of it was bought and/or traded for; Pioneer Park was purchased; and Riverview Park (Polk Marine Park) was developed through purchase, donation, and trade.

Funds for park acquisition and development may also be obtained through general obligation bonds and by special serial levy. Indirect methods of financing acquisition include the transfer of deed from one government agency to another and the joint use of school grounds. The collection of fees for use of recreational facilities may become a necessary method of offsetting expenditures on new facilities.

There is funding available from state and federal sources. The City of Independence could apply for Community Development Block Grants from the Federal Department of Housing and Urban Development for park acquisition and development. The City of Salem has utilized Block Grants for this purpose in the past (Russ Richards, 12/31/78).

There are monies available for park land acquisition from the State under the Willamette River Greenway program. Such grants can be used for land acquisition only. The maximum match allowed is 50 percent. The land to be acquired has to be either on the Willamette River or on a site that overlooks the River (Russ Richards, 12/31/78).

Independence may apply for monies through the State Marine Board Facility Grant program. The program provides funding for water-oriented (and support facilities) projects, excluding swimming pools. Sources of funding for this program are unrefunded gas tax monies and boat registration fees. Grants are allocated by the State Marine Board which meets twice a year to review project requests. Grants of 100 percent are available, but the Board likes to see a match provided by the applicants (Russ Richards, 12/31/78).

Under the Land and Water Conservation Fund act of 1964, matching grants of 50 percent are available for planning, acquisition, and development of park lands which comply with the Statewide Comprehensive Recreation Plan. The basic idea of this program is for the state to disperse federal monies to the counties and then for the counties to disperse the monies to the cities. The federal funds are from the Heritage Conservation and Recreation Service (HCRS) which are administered by the State Parks Branch of the Highway Department. The State allocates Land and Water funds to counties using a formula which combines equal share and weighted population factors. Funds allocated within the counties are based on guidelines, giving incorporated areas first priority, county parks second priority and (in Marion and Polk counties) the City of Salem last priority. (Owens, 9/78, page 78).

The most common source of funding for parks and recreation programs, is the city general fund. Annual general fund monies are usually utilized for the operation and maintenance of city parks. Actual acquisition of land for park use is accomplished by such means as gifts, land dedication by developers, and the reversion of tax-delinquent lands. In Independence, the parks were developed through a combination of the above means. As shown on city records, Ash Creek Park was donated by Howard Wildfang; Henry Hill Park was developed gradually, some of it was bought and/or traded for; Pioneer Park was purchased; and Riverview Park (Polk Marine Park) was developed through purchase, donation, and trade.

Funds for park acquisition and development may also be obtained through general obligation bonds and by special serial levy. Indirect methods of financing acquisition include the transfer of deed from one government agency to another and the joint use of school grounds. The collection of fees for use of recreational facilities may become a necessary method of offsetting expenditures on new facilities.

There is funding available from state and federal sources. The City of Independence could apply for Community Development Block Grants from the Federal Department of Housing and Urban Development for park acquisition and development. The City of Salem has utilized Block Grants for this purpose in the past (Russ Richards, 12/31/78).

There are monies available for park land acquisition from the State under the Willamette River Greenway program. Such grants can be used for land acquisition only. The maximum match allowed is 50 percent. The land to be acquired has to be either on the Willamette River or on a site that overlooks the River (Russ Richards, 12/31/78).

Independence may apply for monies through the State Marine Board Facility Grant program. The program provides funding for water-oriented (and support facilities) projects, excluding swimming pools. Sources of funding for this program are unrefunded gas tax monies and boat registration fees. Grants are allocated by the State Marine Board which meets twice a year to review project requests. Grants of 100 percent are available, but the Board likes to see a match provided by the applicants (Russ Richards, 12/31/78).

Under the Land and Water Conservation Fund act of 1964, matching grants of 50 percent are available for planning, acquisition, and development of park lands which comply with the Statewide Comprehensive Recreation Plan. The basic idea of this program is for the state to disperse federal monies to the counties and then for the counties to disperse the monies to the cities. The federal funds are from the Heritage Conservation and Recreation Service (HCRS) which are administered by the State Parks Branch of the Highway Department. The State allocates Land and Water funds to counties using a formula which combines equal share and weighted population factors. Funds allocated within the counties are based on guidelines, giving incorporated areas first priority, county parks second priority and (in Marion and Polk counties) the City of Salem last priority. (Owens, 9/78, page 78).

It is probable that the Ash Creek land was meant to serve as a park for the residents of the Ash Brook subdivision.

In order to help keep pace with the recreation needs of future residents moving into Independence, the City may require the dedication of subdivision land (or payment in lieu of land to a park fund in areas where parkland is not desired in conjunction with new subdivisions) for park purposes.

As mentioned in the previous segment on demand, the recreation activities of walking, bicycling, swimming and outdoor games are the most popular with Independence residents. It is assumed in this report that there are enough facilities in Independence to support adequate levels of participation by its residents for swimming and outdoor game activities. It is not known whether the City has enough sidewalks (or designated roadways) to support adequate and safe levels of participation for those interested in walking or bicycling activities. More study is needed to determine whether something other than sidewalks should be used for bicycle use. It would appear that for safety reasons, bicyclists and walkers should not be forced to use the same paths. In certain cities (e.g., Salem) bicycle lanes are designated on streets. Again, more study will be needed.

Passive recreation activities for the Independence-Monmouth area are varied and cover the full spectrum of cultural events. The residents have an excellent opportunity to participate in the performing and graphic arts, in addition to attend courses which help in the pursuit of personal enrichment.

The level of organized passive recreation activities presently available to Independence-Monmouth residents appears to be adequate. But emphasis should be given of the need to support some of the organizations sponsoring the activities. Support can be on a fiscal (donation of money or membership subscription) or personal (the volunteering of one's time) level.

### Special Recreation

The City of Independence has recognized the specialized demands of certain segments of their population (i.e., elderly and handicapped persons) and will provide for equitable recreational opportunities in all park developments.

The City of Independence shall develop adequate access points to public parks and recreation areas to ensure participatory opportunities for the elderly and handicapped. In addition to providing access to the standard recreation areas, the City of Independence will prepare a program development plan for specialized recreation developments within two years of acknowledgement of the comprehensive plan.

The City of Independence will include in any new park and recreation development plan, a handicapped and elderly use component. The City of Independence will make every effort

to provide for new park area improvements, which are designed to serve the handicapped and elderly. Immediate attention will be given to providing water-related access (fishing docks, picnic sites, etc.), special scenic area viewing spots, and senior citizen activity center.



TABLE 27

RPRA SUGGESTED STANDARDS FOR PARKS

INDEPENDENCE, OREGON

1978

TYPE OF FACILITY: Mini-Park

PURPOSE: Supply a minimum of park land in residential areas of sub-neighborhood size where a neighborhood park is not warranted; also supplements neighborhood parks in high density residential areas. Provides green areas in commercial core.

AREA (ACRES) OR FACILITIES PER "X" POPULATION: N/A

SIZE: 2,500 Square Feet to Several Acres

SERVICE AREA: 500 to 2,500 Persons

LOCATION: Determined by need; may range from a single housing development to a portion of a neighborhood. Children and elderly shall not have to cross major arterials.

FACILITIES ACTIVITIES: Play equipment, hard surfaced area for wheeled toys, sand areas, benches and tables for senior citizens. Benches and vegetation in downtown mini-parks.

---

TYPE OF FACILITY: Neighborhood Park

PURPOSE: Neighborhood center for active and passive recreation, education, and cultural enrichment

AREA (ACRES) OR FACILITIES PER "X" POPULATION: 2.5 Acres  
1,000 Persons

SIZE: 5 to 20 Acres

SERVICE AREA: 2,000 to 10,000 Persons

LOCATION: Should be centrally located.

FACILITIES ACTIVITIES: Shall provide a playground, open play area, natural area, picnic tables. Should provide multi-purpose court, (including tennis, basketball, volleyball) small shelters, areas for sitting, horseshoe and shuffleboard courts, trails and paths. Additional facilities shall be adjusted to meet the needs and desires of particular neighborhoods, and character of the site.

---

TABLE 27  
PARK STANDARDS CONTINUED

TYPE OF FACILITY: Community Park

PURPOSE: Supplement the recreation facilities provided by several adjacent neighborhood parks. Provide near-at-hand recreation facilities and play areas needed by the urban population.

AREA (ACRES) OR FACILITIES PER "X" POPULATION: 2.5 Acres  
1,000 Persons

SIZE: 20 to 80 Acres

SERVICE AREA: 8,000 to 32,000 Persons

LOCATION: One to three miles of each home (15 minutes). Localized pedestrian access. Site should be adjacent to junior or senior high school.

FACILITIES ACTIVITIES: Shall provide ballfields, tennis courts, paved areas for multi-use (including basketball, volleyball and shuffleboard), picnic tables and cooking facilities, open play areas, trails and paths. Should provide moderately sized shelters, natural areas and activity centers.

---

TYPE OF FACILITY: Local Community Park.

PURPOSE: Provide for the general park needs of the incorporated communities within the bi-county area (excluding Salem).

AREA (ACRES) OR FACILITIES PER "X" POPULATION: 2.5 Acres  
1,000 Persons  
After first 5 Acres  
Provided

SIZE: Minimum of 5 Acres per incorporated area.

SERVICE AREA: Entire Community Population.

LOCATION: Reasonably accessible to all parts of the community.

FACILITIES ACTIVITIES: Shall provide a playground, open play area, picnic tables, natural area, paths, and benches. Additional facilities should be provided depending on desires of the community and the degree to which local school facilities are provided and utilized.

---

TABLE 27  
CONTINUED

TYPE OF FACILITY: Water-Oriented Park

PURPOSE: Encourage access to and use of waterways.

AREA (ACRES) OR FACILITIES PER "X" POPULATION:  $\frac{3.03 \text{ Acres}}{1,000 \text{ Persons}}$

SIZE: N/A

SERVICE AREA: Variable

LOCATION: Should be well distributed, depending upon available resources.

FACILITIES ACTIVITIES: Swimming, boating and fishing access. Improvements such as docks, rafts, buoys and boat ramps shall be provided depending on park emphasis.

---

SOURCE: Regional Park and Recreation Agency, Regional Parks and Recreation Facilities Plan - Needs and Opportunities, May, 1975, Table 1, page 4.

RPRA SUGGESTED STANDARDS  
ACTIVE RECREATION FACILITIES  
INDEPENDENCE, OREGON

1978

TYPE OF FACILITY	FACILITIES PER POPULATION	GENERAL COMMENTS
Football Field	1 Field per junior and senior high school (3)	Fields with goal posts; provided by schools.
Softball Field	1 Field/1,300 Persons (2)	One four-field tournament level complex is needed within the Greater Salem Area.
Baseball Field	1 Field/6,000 Persons (2)	
Track	At every football field (3)	
Basketball Court	1 Court/2,125 Persons (2)	
Tennis Court	1 Court/2,000 Persons (1)	Indoor tennis center needed within Salem Urban Area.
Swimming Pool	1 Pool/16,500 Persons (3)	
Activity Center	1 Center/25,000 Persons (1)	Salem Area only
Ranges	1 Range/50,000 Persons (1)	Greater Salem Area Only
Golf Courses	1 18 Hole Course/20,000 Persons (3)	
Boating Access	1 Ramp/14,275 Persons (2)	
1) National Standard 2) Existing Level of Service 3) Created Standard		

SOURCE: Regional Park and Recreation Agency, Regional Parks and Recreation Facilities Plan, Needs and Opportunities, May, 1975, Table 2, page 5.

## ENERGY CONSERVATION

### Introduction

The energy conservation element of the Comprehensive Plan is divided into three sections: resource inventory, energy use, and a conservation section. Most of the information found in this element of the plan was drawn from either the Salem Urban Area Energy Study (COG, 1978) or the Energy Background report (Bunn, 1978) of the Polk /County Comprehensive Plan. Both of these reports are available from either Polk County Planning Division or City of Salem, Planning Division.

### Resource Inventory

Almost all of the energy that Independence uses must be imported from outside the City. Since there is no electricity generated within the City, the City must rely on outside sources. This is true of natural gas and propane as well.

There are two possible indigenous sources of energy. The most promising is the use of the heat from the sun. It can be used for space and water heating. The solar alternative is becoming more feasible every year.

The second source of indigenous energy is biomass conversion. There are two possible uses of biomass--one is to burn it, thus producing heat; the other is to ferment it to produce a gas. Currently neither of these alternatives provide incentives high enough for the City to consider large scale use.

### Energy Use:

Residential Sector - Space heating consumes the largest of all home energy use. The energy study done by COG in 1978 shows that 68% of the total energy consumption is used for space heating (see Table 19). The next major type of energy use is for water heating (14% of total). It is assumed that the figures for Salem would be similar to those for Independence. In any event, the proportion of dollars spent relative to each other is what is important.

Table 29 displays the Salem Urban Area Residential Consumption of Energy for 1970. While Salem is very different from Independence in that it is a large urban area, the basic housing type tends to remain the same. For further information on residential energy use, please refer to the Energy Background Report and the Salem Urban Area Energy Plan.

Commercial Sector - Natural gas appears to be the most requested type of heating used in the downtown area followed by electricity (Karren, Personal Communication). By the year 2000, costs for this natural gas are projected to be 31 times the 1970 cost for natural gas

TABLE 29

## SALEM URBAN AREA RESIDENTIAL CONSUMPTION OF ENERGY, 1970

END USE	ELECTRICITY		NATURAL GAS		PETROLEUM		PERCENT OF TOTAL
	BILLION BTU	PERCENT OF TOTAL	BILLION BTU	PERCENT OF TOTAL	BILLION BTU	PERCENT OF TOTAL	
SPACE HEATING	664	36.0%	965	86.0%	1340	97.3%	63.1
WATER HEATING	458	25.0%	129	12.0%	31.3	2.3%	14.4
COOKING	145	7.8%	24	2.2%	6.6	.5%	4.1
CLOTHES DRYER	78	4.2%	1.8	.16%	---	---	1.9
LIGHTING	127	6.9%	---	---	---	---	2.9
OTHER	386	21.0%	---	---	---	---	8.9
TOTAL	1658	-----	1130	---	1378	---	4367

SOURCE: Energy Consumption in the Pacific Northwest, 1971, Environmental Research Center, Washington State University, Pullman, Washington, April 1974. (Table 20)

(Bunn, 1978). Electrical costs are expected to rise by 20 times. Consumption of energy is expected to double (Bunn, 1978).

Industrial Sector - Natural gas appears to be the most common form of energy used by the manufacturing plants in Independence. Electricity is second in actual BTU's consumed (Bunn, 1978). Propane and other petroleum products are utilized in lesser amounts.

At the present time, little research has been done on the generation of power at the plant site (or on the possibility of co-generation of power) for the individual plants found in town. With de-regulation of oil prices and the rising costs of electricity and natural gas, this local method of power production may become cost effective in the near future.

Transportation Sector - In 1970 about 24 million gallons of motor fuel was consumed in Polk County (Bunn, 1978). If we scale this down to Independence, we get about 1.76 million gallons for 1970. About 76 percent of motor fuel is used by automobiles, trucks only use 13 percent. The study projects an increase of \$260 million by the year 2000 for the Salem Urban Area (COG, 1978).

Energy consumption by the auto sector is expected to increase approximately 1.6 times, with costs increasing 17 times. Energy consumption by the truck sector is expected to double, with costs increasing 22 times (Table 29). For autos, that is an increase of from \$5.76 million in 1970 to \$96 million in the year 2000; for trucks, from \$.992 million in 1970 to \$21.44 million in the year 2000.

#### Energy Conservation:

Residential Sector - Insulation of houses is one of the most important consideration with regard to conservation of energy. Electricity costs make up about 68% of the total residential energy costs, and is expected to continue to be the dominant energy form. Costs for electricity are forecast to raise 17 times the current price levels. The process of natural gas and petroleum products is also expected to raise by 27 and 24 times respectively (Bunn, 1978). Thus retrofitting houses with adequate insulation will save many dollars.

The City can help energy conservation efforts in new housing by either encouraging or requiring by Ordinance, solar orientation to take advantage of passive solar heat.

A publication by the Yamhill County Energy office describes in depth some of the possibilities for conserving energy through planning techniques. Independence shall investigate those techniques (such as setback requirements, solar orientation and housing standards for insulation and thermal storage) as a part of the next plan revision.

Commercial Sector - Many of the conservation techniques available to the residential sector are available to commerce as well.

Commercial buildings can be weatherized, insulated, solar-oriented (in some instances), landscaped (for climate improvement), and situated within the urban environment in such a way as to conserve transportation fuel just as in the residential sector.

The differences, however, are due to such things as limited building usage and the overheating potential developed because of high lightning levels and high density human occupation. (Yamhill Co., 1977, page 36)

The Yamhill County study compiled the following energy saving suggestions for commercial establishments.

1. Increase the use of sunshades, both interior and exterior;
2. Use reflective or heat-absorbent glass;
3. Locate structures to minimize "heating-loading" (30% heating or cooling load reduction can occur through property orientation);
4. Increase structural mass and use highly insulative materials;
5. Increase plantings;
6. Extended building usage.

As in the construction or repair of new homes, greater attention must be given to the "lifecycle cost" of commercial buildings so that the end use and operating efficiency maximize the concept of energy conservation.

Industrial Sector - Co-generation of electricity (using waste heat to generate electricity, or generating electricity and using waste heat from that for the industrial process) is a definite possibility for Independence to consider.

Another possibility is a community heating system. Waste steam or heat from, for instance a foundry or lumber mill could be used to heat nearby residences.

When the city considers additional industry for Independence, a primary consideration should be its ration of energy consumption to number of employees. Energy demanding industries will begin to find that, as energy becomes scarce, the increased costs to their plant mean also increased costs to all taxpayers. With the energy "crunch" upon us, the city will need to consider carefully the effects of a large increase in energy consumption upon the local taxpayers.



## Land Use

### Introduction

A land use plan indicates the area into which various types of activities are expected to occur. Independence designates seven (7) categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall not exceed a density of twelve (12) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall not exceed a density of twenty (20) units per gross acre.
4. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.
6. Public Services. Public Service uses include all government and semi-public lands and uses.
7. Agriculture. The Agriculture designation is intended to protect areas for the continued practice of agriculture and permit the establishment of only those new uses that are compatible to agricultural activities.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2000, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage for residential, commercial and industrial land in the city.

**Land Use - Table 1**  
**Developed Land Uses within the Independence UGB**  
**By Zone, 2000**

Zoning Designation	Acres <sup>2</sup>	Percent of Total Area <sup>1</sup>
Residential	298.6	59.8
Commercial	48.8	9.8
Industrial	152.1	30.5
<b>Total</b>	<b>499.5</b>	<b>100%</b>

Source: MWVCOG, 2000.

<sup>1</sup>Does not include land zoned for public or agricultural uses

<sup>2</sup>Acreage data is from the Polk County Assessor and does not include public rights-of-way.

**Buildable Lands Inventory**

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant, partially vacant, and redevelopable. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is partially vacant and/or redevelopable.

- ☞ Vacant land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Independence is 5,000 square feet.
- ☞ Within the city limits, partially vacant land consists of residential parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land.
- ☞ For land between the city limits and the UGB, partially vacant land consists of residential parcels that are at least 1.0 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.50-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land. The larger area attributed to the existing residence in this portion of the urban area is intended to account for the presence of larger homes and an adjacent septic system serving the residence.
- ☞ Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

This analysis also assumes that 27 percent of the gross vacant or partially vacant residential land area will be dedicated for use as public facilities (rights-of-way, parks, etc). This percentage has been subtracted from the gross amount of buildable residential land in these categories.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

**Figure 1** shows vacant, partially vacant, and redevelopable land within the Independence urban area by zoning designation.

### Residential Land

**Table 2** shows the amount of buildable land for each residential zoning district within the Independence urban area (both city limits and UGB). Approximately 299.2 net buildable acres are available for residential development within the urban area. Of that amount, approximately 178.8 acres are available within the city limits and an additional 120.3 acres are available between the city limits and UGB. Within the urban area, approximately 21.0 acres designated for residential use can be considered redevelopable. Approximately 299 acres within the Independence UGB are currently developed for residential use.

**Land Use - Table 2  
Buildable Residential Land  
Independence, 2000**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	36.5	3.5	4.3	44.3
Medium Density Residential Zone (RM)	64.1	10.9	14.5	89.4
High Density Residential Zone (RH)	12.4	0.1	1.9	14.5
Single Family Residential Airpark (RSA)	30.3	0.00	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	143.3	14.5	21.0	178.8
<b>Between the City Limits &amp; UGB</b>				
Residential (R)	21.0	80.3	19.0	120.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	21.0	80.3	19.0	120.3
<b>Net Buildable Acres Within the Urban Area<sup>1</sup></b>	164.3	94.9	40.0	299.1

Source: Polk County Assessor data, MWVCOG, 2000.

## Commercial Land

**Table 3** shows that approximately 13.6 net vacant acres are available for commercial development within the Independence city limits. (No land designated for future commercial use is located between the city limits and urban growth boundary.) Approximately 2.7 acres designated for commercial use can be considered redevelopable. Approximately 49 acres within the Independence UGB are currently developed for commercial use.

**Land Use - Table 3  
Buildable Commercial Land  
Independence, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
<b>Within City Limits</b>			
Commercial Office Zone (CO)	1.1	0.0	1.1
Commercial Retail Zone (CR)	8.3	2.7	11.0
Commercial Highway Zone (CH)	1.4	0.0	1.4
<b>Net Buildable Acres Within the City Limits</b>			
	10.8	2.7	13.6

Source: Polk County Assessor data, MWVCOG, 2000

## Industrial Land

**Table 4** shows the amount of buildable land for each industrial zoning district within the Independence urban area (both city limits and UGB). Approximately 99.4 net vacant acres are available for industrial development within the urban area. Of that amount, approximately 93.1 vacant acres are available within the city limits and an additional 6.3 acres are available between the city limits and UGB. Within the urban area, an additional 13.2 acres designated for industrial use can be considered redevelopable. Approximately 152 acres within the Independence UGB are currently developed for industrial use.

**Land Use - Table 4  
Buildable Industrial Land  
Independence, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
<b>Within City Limits</b>			
Light Industrial Zone (IL)	57.5	9.5	67.0
Heavy Industrial Zone (IH)	35.7	3.6	39.3
<b>Net Buildable Acres Within the City Limits</b>			
	93.1	13.2	106.3
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	6.3	0.00	6.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>			
	6.3	0.00	6.3
<b>Net Buildable Acres Within the Urban Area</b>			
	99.4	13.2	112.6

Source: Polk County Assessor data, MWVCOG, 2000

## Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2020 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

### Future Residential Land Needs

#### Average Net Density

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-family, multi-family, and manufactured homes within manufactured home parks.

ORS 197.296 requires that jurisdictions review the density of development that has occurred during the period since the last periodic review of comprehensive plans. The last periodic review of the Independence Comprehensive Plan was conducted in 1987.

The average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – 5.5 units/acre
- Multi-family residential – 9.9 units/acre
- Manufactured home parks – 7.8 units/acre.

The origin of these densities is described below.

#### Single-Family Development

Since 1987, six (6) subdivisions have been approved and at least partially developed. Table 5 shows recent single-family residential development. This includes subdivision development and infill development through the partitioning process. During this period, 360 single-family dwelling units have been developed on 74.4 acres. The resulting average net density of the development is 4.8 units per acre.

**Land Use – Table 5  
Single-Family Residential Development  
Independence, 1987-2000**

Subdivision	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
Airpark	RSA	50	17.5	2.9
Ashbrook	RM	123	25.3	4.9
Donita Estates	RS	42	8.4	5.0
Mt. Fir Estates	RS/RM	64	10.0	6.4
Northgate	RM	38	5.6	6.8
River Oak	RS	26	4.7	5.5
Infill Partitions	RS/RM	17	2.9	5.8
<b>Total</b>		<b>360</b>	<b>74.4</b>	<b>4.8</b>

Source: City of Independence, MWVCOG, 2000

The Airpark Subdivision is a unique residential development with lots that average about 0.25 acre (about 10,800 square feet) in size. Such lots are more than twice the minimum size allowed for single-family development in other zones. If the recently developed area within the Airpark Subdivision is excluded,

the average net density of single-family development in these subdivisions and infill partitions is approximately 5.5 units per acre. This density is more typical of standard single-family residential development and is the density used to calculate future single-family residential land needs.

### Multi-Family Development

Except for 47 units developed as part of the Ashbrook Subdivision, recent multi-family developments have occurred on existing platted lots. Table 6 shows the location, size and density of multi-family developments constructed since 1987. The average net density of these developments is 9.9 units per acre.

**Land Use – Table 6  
Multi-Family Residential Development  
Independence, 1987-2000**

Map & Tax Lot	Zone District	Multi-Family Units	Net Acres Developed	Net Density (units/acre)
8-4-20DC 7900	RM	4	0.5	8.7
8-4-20DC 12100	RM	2	0.2	8.3
8-4-20DC 12800	RM	2	0.2	8.7
8-4-21DB 501	RM	4	0.2	20.0
8-4-28BA 6700	CO	4	0.2	17.4
8-4-29AC 500	RM	4	0.3	12.1
8-4-29BD 1700	RM	2	0.2	10.5
8-4-16C 1801	RM	2	2.6	0.8
8-4-20DC 3600	RM	72	6.1	11.8
8-4-29BD 1800	RM	2	0.2	10.5
8-4-29BD 1900	RM	2	0.2	10.5
8-4-29BD 2400	RM	2	0.2	10.0
8-4-21CD 901	RM	2	0.1	14.3
8-4-21CA 4600	RM	2	0.3	6.5
8-4-29AC 3101	RM	2	0.2	8.7
8-4-29BD 2100, 2200	RM	42	2.6	16.5
8-4-16C 1800	RM	32	2.7	11.8
8-4-29BD 2300	RM	2	0.2	10.5
Ashbrook Subdivision	RM	47	5.9	7.9
<b>Total</b>		<b>231</b>	<b>23.3</b>	<b>9.9</b>

Source: City of Independence Building Permit data, MWVCOG, 2000

### Manufactured Housing Parks

Several manufactured home parks have been established in Independence. One park, Green Acres, with 45 units sited on 11 acres has been established since 1987. Overall, 360 manufactured homes are located on approximately 47.3 acres in manufactured parks within the city resulting in an average net density of 7.6 units per acre.

**Future Residential Land Needs**

The housing needs analysis (see Housing - Table 4) identified 1,110 new residential units that will be needed to accommodate the projected 2020 population of 9,559 persons. Of the 1,110 new residential units, 42.7 percent, or about 473 units, are needed to meet projected need for rental units. This analysis assumes that 66 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 312 new multi-family residences will be needed to meet the projected need in 2020. In addition, as shown in Table 5, the current rental market supply is currently about 94 units short of the existing need. In this analysis, we assume that this unmet need can be met by providing additional multi-family units<sup>1</sup>. Consequently, in order to meet existing and projected need for such housing, 406 additional multi-family units will be needed over the next 20 years.

**Land Use – Table 7  
Projected Housing Mix and Residential Land Needs  
Independence, 2020**

Housing Type	Existing Units	Additional Units Needed 2020	Percent of New Units	Net Density (units/acre)	Acres Needed 2020
Single Family	1,234	510	45.9	5.5	93.6
Multi-Family	462	406	36.6	9.9	40.9
Manufactured Homes in Parks	360	194	17.5	7.6	25.5
<b>Total</b>	2,056	1,110	100.0	7.0	159.9

Source: MWVCOG, 2000

Looking back at Table 2, adequate vacant, partially vacant, or redevelopable land is available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 299 acres are available for residential development within the entire urban area, with 179 acres available within the city limits. An estimated 160 acres will be needed to accommodate future residential growth.

About 41 acres of land designated for multi-family development will be needed by 2020. Table 2 shows that about 104 acres of land zoned RM or RH are currently available for development within the city limits. Duplexes are also allowed in the RS Zone and some of the need for multi-family land can be met through development of duplexes in this zone.

Approximately 94 acres will be needed for single-family development through 2020. At present, about 75 acres zoned either RS or RSA are available to accommodate single-family residential development. An additional 120 acres outside the city limits, but within the UGB, can be designated for future single-family development.

While the buildable lands inventory shows that sufficient land is available to accommodate residential development, the housing needs analysis (see Housing -Table 4) shows that the local housing market is not meeting the need for multi-family housing. Based on age and income characteristics of the local

---

<sup>1</sup> Some portion of the unmet need for rental units may also be provided as new single-family residences are constructed to meet the needs of the owner-occupied market and older single-family residential units, that were formerly owner-occupied, are converted to rental units. The number of owner-occupied single-family units that will be converted to rental units is impossible to predict, however. For purposes of this analysis, we assume that new multi-family units will need to be constructed to meet the unmet need.

population, a need exists for an additional 94 rental units. In order to meet this unmet need and the additional needs of the population by 2020, about 406 units of multi-family housing should be constructed.

Also, an additional 25 acres will be needed to accommodate manufactured homes in manufactured home parks. Manufactured home parks are allowed as a conditional use only in the Medium-Density Residential (RM) and High-Density (RH) zones.

In response to the need to provide adequate land for development of multi-family housing and manufactured home needs, several parcels of land in the city limits were rezoned and a number of additional parcels between the city limits and UGB were redesignated on the city's Comprehensive Plan Map. These properties remain under Polk County's land use jurisdiction (zoning) until they are annexed into the city.

**Table 8** shows the properties that have been redesignated and rezoned to meet future residential land needs.

**Land Use - Table 8  
Residential Land Re-designations to Meet Projected Need  
Independence, 2020**

Map & Tax Lot Number	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Net Buildable Acres
<b>Within City Limits</b>					
416C0 1500	Light Industrial	IL	Residential Medium Density	RM	1.1
8429BC 1900	Low Density Residential	RS	High Density Residential	RH	3.5
8429 600 (portion)	Heavy Industrial	IH	Residential Medium Density	RM	9.8
<b>Between City Limits &amp; UGB<sup>1</sup></b>					
8428CC 4100	Residential	SR	Medium Density Residential	(RM)	13.5
843300 200 (portion)	Residential	SR	Medium Density Residential	(RM)	7.3
842000 700	Residential	SR	Medium Density Residential	(RM)	0.9
842000 701	Residential	SR	Medium Density Residential	(RM)	1.5
842000 702	Residential	SR	Medium Density Residential	(RM)	1.5
842000 800	Residential	SR	Medium Density Residential	(RM)	5.8
842000 801	Residential	SR	Medium Density Residential	(RM)	0.7
842000 900	Residential	SR	Medium Density Residential	(RM)	5.4
842000 901	Residential	SR	Medium Density Residential	(RM)	1.0
8420C0 200	Residential	SR	Medium Density Residential	(RM)	3.7
8420C0 201	Residential	SR	Medium Density Residential	(RM)	9.1
8420C0 300	Residential	SR	Medium Density Residential	(RM)	2.9
<b>Total</b>					<b>67.7</b>

Source: MWVCOG, 2001.

<sup>1</sup> Areas between the city limits and the urban growth boundary are under the zoning jurisdiction of Polk County until annexed into the city. The proposed zoning designation shown in parentheses would only become effective upon annexation.



Table 9 shows the buildable residential land within the urban area after properties have been re-designated to meet projected housing need. With the additional 67.7 acres, more than 170 acres of land designated for multi-family housing and manufactured home parks are available for development within the Independence urban area. This is more than half of the total amount of buildable residential land within the city. With this additional acreage, the city's land use plan provides the opportunity for adequate numbers of needed housing units to be constructed to serve various sectors of the housing market consistent with Statewide Planning Goal 10.

**Land Use - Table 9  
Buildable Residential Land After Re-designations  
Independence, 2001**

<b>Zone/Plan Designation</b>	<b>Vacant (acres)</b>	<b>Partially Vacant</b>	<b>Redevelopable</b>	<b>Total</b>
<b>Within the City Limits</b>				
Low Density Residential Zone (RS)	33.0	3.5	4.3	40.8
Medium Density Residential Zone (RM)	65.2	10.9	14.5	90.6
High Density Residential Zone (RH)	15.9	0.1	1.9	17.9
Single Family Residential Airpark (RSA)	30.3	0.0	0.3	30.6
<b>Net Buildable Acres Within the City Limits</b>	<b>144.4</b>	<b>14.5</b>	<b>21.0</b>	<b>179.9</b>
<b>Between the City Limits &amp; UGB</b>				
Single-Family Residential (RS)	18.8	59.3	2.4	80.5
Medium Density Residential (RM)	15.7	21.0	16.6	53.3
<b>Net Buildable Acres Between the City Limits &amp; UGB</b>	<b>34.5</b>	<b>80.3</b>	<b>19.0</b>	<b>133.8</b>
<b>Net Buildable Acres Within the Urban Area</b>	<b>178.9</b>	<b>94.8</b>	<b>40.0</b>	<b>313.7</b>

Source: Polk County Assessor data, MWVCOG, 2001.

### **Future Commercial and Industrial Land Needs**

The Economics section of the Comprehensive Plan includes a 2020 forecast of local employment (see Economics - Table 9). One purpose for forecasting local employment determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

Table 10 shows the forecasted 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Land Use - Table 10**  
**Total Employment Growth by Land Use Type**  
**Independence**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent of Total
Commercial	933	1,310	377	38%
Industrial	1,497	2,009	512	51%
Public	553	659	106	11%
<b>Total</b>	2,983	3,978	995	100%

Source: MWVCOG, 2001.

Several assumptions were made to convert the employment growth shown in **Table 10** to vacant acres needed for commercial and industrial uses. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.
- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. An analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Independence identified both vacant and redevelopable commercial and industrial land. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 11** shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 51 acres will be needed for projected employment growth through 2020.

**Land Use - Table 11**  
**Commercial and Industrial Land Needs**  
**Independence, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	377	25	4	38	335	13.4
Industrial	512	12	5	51	456	38.0
Total	889		9	89	791	51.4

Source: MWVCOG, 2001

**Table 12** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Independence urban area to meet the forecast demand. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Land Use - Table 12**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Independence, 2000**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	13.6
Industrial <sup>1</sup>	111.2
<b>Total Supply</b>	124.8
<b>Demand</b>	
Commercial	13.4
Industrial	38.0
<b>Total Demand</b>	51.4
<b>Surplus (Deficit)</b>	
Commercial	0.2
Industrial	73.2
<b>Total</b>	73.4

Source: MWVCOG, 2001.

<sup>1</sup> 1.5 acres subtracted from Industrial land supply for the Light Industrial parcel rezoned to Residential Medium Density.

## URBANIZATION

The process through which rural lands are converted to urban uses is commonly referred to as "urbanization". This conversion involves the increasing of residential densities resulting in the necessary provision of sewers to replace septic tanks, water system extensions to replace wells and increased levels of police and fire protection to serve the larger population. This process is an expensive one for the developer, the local government, and the average taxpaying resident.

All too often the urbanization process occurs through a form of development known as urban "sprawl" or "leapfrog" development, whereby development passes over land closer in to the urban center and occurs in a scattered fashion on the urban fringe. This type of development results in the costly "catch-up" provision of services (many times across large, vacant areas), and the expensive replacement and expansion or upgrading of services as increased demands are placed upon them. Many research efforts have revealed that low-density "sprawl" development is more costly in the long run than higher density planned development.

Independence is growing at a rapid rate and development is keeping pace. The City's Comprehensive Plan is an effort to control its destiny through the guiding of the type and density of development that will occur in the future. This effort has resulted in the formulation of a plan map which designates what uses (and to what density) will occur in certain areas; a reflection of community desires and of land capability to support such uses.

An urban growth boundary has been established to delineate the area within which urban growth is intended to occur between now and the year 2000. Required by state law, the urban growth boundary has been adopted by both the City and the County. This same law requires that the City demonstrate that the land within the urban growth boundary, the "urbanizable area", is in fact needed for projected future growth.

In order to determine how much land beyond city limits would be needed to accommodate projected future growth, existing land use had to be inventoried and projections had to be made as to how much land would be required for various land uses over the planning period. The results of this study have been published in Existing Land Use and a Determination of Land Use Requirements of Projected Urban Expansion, an appendix to the Comprehensive Plan. Detailed maps showing existing land use and the location of buildable lands are available for viewing at the Independence City Hall. Summary excerpts from this study appear below:

### Criteria for Urban Growth Boundary Location

Statewide planning legislation requires that establishment and change of urban growth boundaries be based upon consideration of seven basic criteria. These criteria, and the means through which Independence met them are provided below:

1. Demonstrated need to accommodate long-range population growth requirements.
2. Need for housing, employment opportunities, and livability.

Projections contained within the boundary justification study indicate that virtually all of the acreage within the urban growth boundary for Independence will be required to meet anticipated land use demands by the year 2000. Based on current population projections, Independence' population will have increased to 9300 person by then and if the assumptions used in this study are realized, 1,602 new housing units will be required.

In addition to the 177.53 acres of residential land available within the city limits, 238.55 of the 242.93 acres of residential (SR) land in the urbanizable area must be utilized to meet the residential acreage requirements for the year 2,000. This would result in a surplus of 4.66 acres of residential land in the urbanizable area.

In the year 2,000 approximately 5,329 persons in Independence will be employed by industry. By utilizing the lands currently designated as industrial (48.42 acres in the urbanizable area and 125.16 acres within city limits), the acreage requirements for this sector can be met and surpassed.

A shortage of land designated for the commercial sector's growth has been demonstrated. However, because the Independence Zoning Ordinance allows commercial activities in industrial zones, this deficit may be remedied by applying some of the anticipated industrial surplus acreage. If this were done, a surplus of 8.27 acres (designated industrial) would still exist. This would be a desirable surplus because of the efforts being made to attract industry into the area.

Projected open space needs can be met and surpassed. The surplus of land that emerges lies within floodplains and thereby precludes development. The majority of this open space is situated within city limits. The majority of the vacant floodplain acreage in the urbanizable area is contained within the Willamette River Greenway.

The boundary expansion study should be consulted for a discussion of the methodology involved and for a more detailed breakdown of acreage requirements and buildable land. The study clearly indicates that the acreage

within the Independence urban growth boundary is required in order to accommodate the city's projected growth over the planning period.

3. Orderly and economic provisions for public facilities and services.
4. Maximum efficiency of land uses within and on the fringe of the existing urban area.
5. Environmental, energy, economic and social consequences.

Independence's UGB designates 477 acres of presently unincorporated land within which urbanization can occur during the planning period. Statewide planning requirements call for the adoption of a plan for management of the urbanizable area. Independence and Polk County have adopted an intergovernmental agreement regulating land use actions within the urbanizable area. This agreement is attached as an appendices to Plan Amendment document. Independence is currently completing improvements to the sewage collection and treatment system that will enable the system to accommodate the projected population. The city has also adopted a policy providing for the development of a plan to phase or stage growth and the provision of services over time; the development of which will significantly increase the efficiency of land use and energy use in the area.

The plan was prepared in the light of knowledge of the location and extent of environmental hazards, and of land capacity to accommodate alternative land uses. This knowledge affected the location of land uses, and the City has adopted policies and ordinances which provide for flood protection and which require the use of mitigation measures for development upon sensitive lands.

6. Retention of agricultural lands as defined by state law

To the extent feasible, the City of Independence has attempted to provide for an urbanizable area which will accommodate the needs of its projected population, and not exceed that need. This serves to conserve the agricultural land to the north and south of the city.

7. Compatibility of the proposed urban uses with nearby agricultural activities.

Man-made and natural features were used to the extent possible in delineating the urban growth boundary in an effort to provide a buffer between agricultural and urban land uses. An intergovernmental agreement between Independence and Polk County was adopted in 1979 which guides the management of the urbanizable area. This agreement provides for the protection of agricultural land until needed and annexed by the city for urban development. Should

urban growth boundary expansion be demonstrated to be necessary in the future as trends change, every effort will be made to create buffer and transition areas of open space between agricultural lands and urban uses.

## CITIZEN INVOLVEMENT

Independence adopted a Citizen Involvement Ordinance in 1977, a copy of which is available at City Hall. The ordinance provides for the Planning Commission to develop, implement, and evaluate a Citizen Involvement Program.

The Mayor appointed seven citizens to the Citizen Advisory Committee (CAC) and gave them the responsibility for disseminating information on land-use matters to the rest of the community. The CAC is beginning to become more involved with planning related matters than was previously the case.

When the 1975 Comprehensive Plan was developed a series of town hall meetings were held, a questionnaire sent out, and the CAC formed. Since the plan has been developed several years ago, the CAC's enthusiasm (and attendance) had waned. So the committee was reformed.

We began in 1977 by advertising in the Polk Sun that a meeting would be held to form a CAC. While a committee was formed, attendance and enthusiasm were never very high. As time and meetings went on, it became apparent that, a change was in order. Attendance at CAC meetings had dropped to near zero.

So it was decided that more direct, personal approach was needed to re-ignite the area residents interest. So in the middle of April, 1979, a list of participants in the Monmouth-Independence Spring Clean-Up was utilized to call people and personally invite them to a meeting. From this initial meeting the CAC was re-formed. They now meet regularly to discuss planning related issues. We felt that a CAC should not just limit itself to the Comprehensive Plan, but to other things important to the city.

A series of 5 public hearings were held jointly by Planning Commission and City Council. Attendance averaged 20 people per hearing. As a result of the hearings, several changes were made in the plan and the plan map.

## IMPLEMENTATION

As a guide for decision making in land use matter, the Comprehensive Plan outlines problems the city is facing and offers solutions to avoid them in the future. However, the Plan is too general in its treatment of problems to effectuate corrective measures without the use of the specific ordinances codes designed to implement the plan's policies. The most common implementation tools available are the zoning and subdivisions ordinances, building and health codes, and capital improvements and community renewal programs. Of these, the zoning and subdivision ordinances and building codes are the most important to



implementing this plan. The State health requirements suffice to monitor and regulate the city utilities and other health standards. Capital improvements and community renewal programs have never been officially implemented, although they exist to a small degree in the affairs of the city.

A Capital Improvements Program (CIP), however, would insure that the city's money is being spent wisely. In essence, it involves prioritizing projects in order of importance to the city and then assigns dollars to carry out the work. No community has enough money to accomplish all the projects that it feels are necessary, however, the C.I.P. would insure, at least, that those high priority projects would be given first consideration for available funding.

## **SUBDIVISION ORDINANCE**

The City's subdivision ordinance was adopted in 1962 and, had not been maintained to reflect recent changes in State legislation. Consequently, the city adopted new subdivision regulations in conformance with Chapter 92 of the Oregon Revised Statutes. The ordinance contains provisions to insure, among other things:

- 1) A safe water supply and adequate sanitary and storm sewerage;
- 2) The safe design and proper construction of new streets, pedestrian ways, utilities and drainage systems;
- 3) A record of the location of underground utilities;
- 4) Adequate design and construction of water systems to meet minimum fire-flow requirements;
- 5) The reservation of needed school sites and recreation and open space areas, and;
- 6) Buildable, properly oriented, well-drained lots.

### Building Codes

The City of Independence uses the Uniform Building Code with amendments specifically tailored to the State of Oregon. Oregon Revised Statutes (ORS) Chapter 456 sets forth the statutory requirement for their use. As such, it is anticipated that the City will continue to utilize the UBC in administering its building inspection program.

The cities of Independence and Monmouth also are involved in a cooperative program whereby some municipal facilities and services are shared.

Among them are emergency services, when available local units are overtaxed, and a building inspector. It is anticipated that this program will continue.

### Plan Revision

The procedure for revising or updating the 1979 Plan will essentially be the same as the process the city went through before. That is, a citizen committee or group of committees will meet regularly to discuss the problems, assess the city's current situation and make policy recommendations responsive to the community's needs. Through the public hearing process, then, those policies will be refined into a revised and updated Comprehensive Plan for Independence.

The first major revision will occur in five (5) years, in 1984. The data base from which the current Plan was drawn may have changed considerably by that time. Minor revisions should not occur more often than once a year unless some extraordinary situation occurs. Table 33 displays the procedure for different types of plan amendments.

TABLE 33

CITY OF INDEPENDENCE  
PLAN AMENDMENT PROCEDURES

A. Amendments to the Urban Growth Boundary

Amendments to the urban growth boundary must be concurred in by the City of Independence and Polk County.

B. Amendments to the Comprehensive Plan Other than Amendments to the Urban Growth Boundary

Amendments to the comprehensive plan which apply within the urban growth boundary must be concurred in by the City of Independence and Polk County. Amendments to the comprehensive plan which apply only within the City's incorporated limits may be enacted by the City.

C. Notice

Notice of all proposed amendments which apply within the urban growth boundary must be given to Polk County.

D. Legislative Amendments

Amendments to the urban growth boundary or to other parts of the comprehensive plan which are legislative in character shall be adopted in accordance with Oregon law form the enactment of legislative acts.

E. Quasi-Judicial Amendments and Rules of Procedure

Amendments to the urban growth boundary or to other parts of the comprehensive plan which are quasi-judicial in character shall be adopted in accordance with Oregon law for taking quasi-judicial action. The City should adopt rules of procedure to govern the initiation and processing of amendments to this plan.

F. Review and Revision

The Independence Comprehensive Plan shall be subject to major review and where necessary, revision every five years commencing in 1984. Except for quasi-judicial plan changes, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review. The plan and implementation measures will be routinely reviewed at least every two years with revision being made where necessary.

G. Initiation

A plan amendment may be initiated by any owner of real property in the City or by any person residing in the City or within the Independence Urban Growth Boundary.

TABLE 34

## AMBIENT AIR QUALITY STANDARDS FOR OREGON

Pollutant	Averaging Time	Federal Primary (Health)	Standards Secondary (Welfare)	State of Oregon Standards
Suspended Particulate Matter	Annual Geometric Mean	75 ug/m <sup>3</sup>	60 ug/m <sup>3</sup>	60 ug/m <sup>3</sup>
	24 hours	260 ug/m <sup>3</sup>	150 ug/m <sup>3</sup>	150 ug/m <sup>3</sup>
	Monthly	----	----	----
Carbon Monoxide	8 hour <sup>1</sup>	10 mg/m <sup>3</sup>	10 mg/m <sup>3</sup>	10 mg/m <sup>3</sup>
	1 hour <sup>1</sup>	40 mg/m <sup>3</sup>	40 mg/m <sup>3</sup>	40 mg/m <sup>3</sup>
Sulfur Dioxide	Annual Arithmetic Average	80 ug/m <sup>3</sup>	none	60 ug/m <sup>3</sup>
	24 hour	365 ug/m <sup>3</sup> <sup>1</sup>	none	260 ug/m <sup>3</sup> <sup>1</sup>
	3 hour	none	1300 ug/m <sup>3</sup> <sup>1</sup>	1300 ug/m <sup>3</sup> <sup>1</sup>
Photochemical Oxidants	1 hour <sup>1</sup>	160 ug/m <sup>3</sup>	160 ug/m <sup>3</sup>	160 ug/m <sup>3</sup>
Nitrogen Dioxide	Annual Arithmetic Average	100 ug/m <sup>3</sup>	100 ug/m <sup>3</sup>	100 ug/m <sup>3</sup>
Hydrocarbons (non-methane)	3 hour <sup>1</sup> (06-0900)	106 ug/m <sup>3</sup>	160 ug/m <sup>3</sup>	160 ug/m <sup>3</sup>
Lead	Monthly	----	----	----

NOTES: 1 - Not to be exceeded more than once per year.  
 2 - 24 hour average not more than 15% of the time.  
 ug/m<sup>3</sup> = micrograms per cubic meter  
 mg/m<sup>3</sup> = milligrams per cubic meter

SOURCE: Table from Oregon Department of Environmental Quality, Oregon Air Quality Report, 1976, 1977.

PERTINENT LEGISLATION SUMMARY

**Federal Clean Air Act of 1967.** Basic legislation establishing groundwork for air pollution control. Amendments in 1970 overhauled the Act and established uniform ambient air quality standards.

**Oregon Smoke Management Plan, 1972 (OAR 629-43-043).** Controls slash and forest land burning in Oregon joint parties to the plan: U.S. Forest Service, Bureau of Indian Affairs, Bureau of Land Management, Oregon Department of Forestry, Oregon Department of Environmental Quality.

**ORS Chapter 458.** Statutes regarding field burning, motor vehicle pollution, water pollution, oil spills, aerosols, penalties for violations.

**ORS Chapter 307, 317, and 468.** Statues regarding taxation and tax credits for pollution control devices.

**OAR Chapter 340.** Rules regarding penalty schedules, permits, standards, definitions, and regulations for emissions, and field burning acreage quotas.

**SOURCE:** Department of Environmental Quality (DEQ)

## GLOSSARY

**Floodplain:** That area along the Willamette River and Ash Creek that is subject to periodic inundation. It is characterized by natural gravel deposits (along the Willamette); the presence of willows, reeds, sedges, etc., and, for Ash Creek, by either natural levees or undulating topography. The floodplain consists of the floodway and the floodway fringe.

**Floodway:** The channel of a stream, plus any adjacent land areas that contain the deep and swiftly moving portions of a flood. It is the area that must be kept free of development or encroachment in order that the 100-year flood can be carried without 1.0 foot (30.48cm) increases in flood height.

**Floodway Fringe:** The area between the floodway and the floodplain boundary (in our case the 100 year flood). The floodway fringe thus encompasses the portion of the floodplain that could be completely obstructed without increasing the water surface elevation of the 100 year flood more than 1.0 foot (30.48cm).

**100 Year Flood:** A flood that has a 1% chance of occurring in any year. It is a flood of such severity that it generally only occurs every 100 years.

**Riparian Vegetation:** That vegetation that typically occurs along Ash Creek or the Willamette on the stream banks. Some representative species are: Populus trichocarpa (black cottonwood); Salix (willows); some sedges (carex spp); some rushes (Juncus spp); ferns; Equisetum spp (horsetail or scouring rush) and grasses. Noxious weeds or plants found impeding the flow of water within the stream bed are not considered riparian but rather as pest species.

## BIBLIOGRAPHY

City of Monmouth. 1978. City of Monmouth Comprehensive Land Use Plan. Monmouth, OR.

Coleman, Ray, Athletic coordinator, School District 13-J. November 1, 1978. Telephone conversation.

Duncan and Jones, August 1973. Comprehensive Planning Organization. Open Space Plan and Implementation Program. San Diego, CA.

Ellingson, Roger, State Parks and Recreation Branch of Oregon Department of Transportation. 1977. Personal communication.

Hatton, Gregory. Oregon Department of Fish and Wildlife. 1973. Report of the Oregon State Game Commission to the Polk County Planning Commission Regarding Identification of Wildlife Values.

Haxton, John C., et al. 1978. Fish and Wildlife Habitat Protection Plan for Polk County. Oregon Department of Fish and Wildlife.

Hibbard, Wally. State Parks and Recreation Branch, Oregon Department of Transportation. 1977. Personal Communication. Salem, OR.

Housing and Urban Development, Federal Insurance Administration. 1973. Flood Insurance Study, Polk County, OR.

Karren, Tom. Personal Interview. May 9, 1971.

Klem, Rusty S. 1977a. Polk County Department of County Development. Background Report: Natural Resources. Dallas, OR.

Klem, Rusty S. 1977b. Polk County Department of County Development. Background Report: Willamette Greenway. Dallas, OR.

Land Conservation and Development Commission. 1974. Statewide Planning Goals and Guidelines.

Land Conservation and Development Commission. Oregon 1975. Willamette River Greenway Program. Salem, OR.

Mackie, Marsha and Mackie, Bill. Yamhill County Planning Department. 1977. Relationships of Energy to Land Use. McMinnville, OR.

- Mid-Willamette Valley Council of Governments. 1976. Comprehensive Plan for Independence, OR. Salem, OR.
- Mid-Willamette Valley Council of Governments. 1978a. Regional Housing Element: Marion, Polk and Yamhill Counties. Salem, OR.
- Mid-Willamette Valley Council of Governments. 1978b. Salem Urban Area Energy Study. Salem, OR.
- Newton, Sidney. 1971. Early History of Independence, OR. Independence, OR.
- Oregon Department of Transportation, Aeronautics Division. 1974. Oregon Aviation System Plan. Technical Report. Salem, OR.
- Oregon State Employment Division. 1978. Annual Planning Information, Fiscal Year 1979. Salem, OR.
- Otjen, Daryl and Pearson, Nick. March, 1975. Soil Survey Interpretations for Land Use Planning and Community Development for Independence Area, OR.
- Owens, Jim. Polk County Department of County Development, Planning Division. August, 1978. Background Report: Recreational Needs. Dallas, OR.
- Parks and Recreation Branch. Oregon State Department of Transportation. 1976. The Willamette River Greenway. Salem, OR.
- Parrow, Doug. 1977. Polk County Department of County Development. Background Report: Housing. Dallas, OR.
- Plemons, Carolyn. 1978. Polk County Department of County Development. Background Report: Land Capability and Resource Quality. Dallas, OR.
- Regional Park and Recreation Agency. May, 1975a. Regional Parks and Recreation Facilities Plan, Needs and Opportunities. Salem, OR.
- Regional Park and Recreation Agency. September, 1975b. Park and Recreation Facilities Plan. Salem, OR.
- Richards, Russ. Regional Park and Recreation Agency. December 13, 1978. Telephone conversation.
- Siegel, David. 1978a. Polk County Department of County Development. Background Report: Population and Economics. Dallas, OR.
- Siegel, David. 1978b. Polk County Department of County Development. Background Report: Public Facilities and Services.



Stevie, Douglas. 1973. Oregon Statewide Housing Element. Housing Division, Oregon Department of Commerce. Salem, OR.

U.S. Army Corp. of Engineers, Portland District. July, 1966. Post-flood Report-December, 1964. Portland, OR.

U.S. Department of Commerce. 1970. Census of Population and Housing, 1970. Washington, D.C.

U.S. Department of Housing and Urban Development. June, 1977. Questions and Answers - National Flood Insurance Program. Washington, D.C.

U.S. Forest Service. February, 1973. National Forest Landscape Management. Vol. I, Agricultural Handbook #434.

U.S. Forest Service. April, 1974. National Forest Landscape Management. Vol. II, Agricultural Handbook #462.

## AGENCY COORDINATION LIST

Department of Commerce  
102 Labor & Industries Bldg.  
Salem, OR 97310

Emergency Services Division  
43 State Capitol  
Salem, OR 97310

State Parks  
Vick Building  
525 Trade St, NE  
Salem, OR 97310

Division of State Lands  
1445 State Street  
Salem, OR 97310

Manufactured Housing Industry  
% O'Donnel, Rhodes & Gerber  
811 NW 19th Avenue  
Portland, OR 97209

Aeronautics Division  
3040 25th St, SE  
Salem, OR 97310

Army Corps of Engineers  
3219 SW Pine Street  
Portland, OR 97302

Independence Referral Center  
1335 Monmouth Avenue  
Independence, OR 97351

Regional Park & Recreation Agency  
of the Mid-Willamette Valley  
555 Liberty Street, SE  
Salem, OR 97310

Polk County Soil and Water  
Conservation District  
132 SW Walnut Street  
Dallas, OR 97338

Boise Cascade Corporation  
Box 127  
Independence, OR 97351  
Attn: Gale Abrams

Oregon Department of Energy  
Labor & Industries Building  
Room 111  
Salem, OR 97310

Oregon Public Utility Commission  
Labor & Industries Building  
Salem, OR 97310

O.S.U. Extension Service  
316 Main Street  
Dallas, OR 97338  
Attn: John Burt

League of Oregon Cities  
P.O. Box 928  
Salem, OR 97308

Department of Economic  
Development  
317 SW Alder Street  
Portland, OR 97204

Central School District  
Supt's Office  
1610 Monmouth Street  
Independence, OR 97351

Ron Peterson, City Manager  
Monmouth City Hall  
151 W. Main Street  
Monmouth, OR 97361

Oregon State Department of  
Fish and Wildlife  
1120 S. Baker  
McMinnville, OR 97128

State Marine Board  
3000 Market St, NE  
Salem, OR 97310

Soil Conservation Service  
124 SW Walnut Street  
Dallas, OR 97338

Northwest Natural Gas Co.  
3123 Broadway, NE  
Salem, OR 97303

Water Resource Department  
555 14th, NE  
Salem, OR 97301

Ash Creek Water Control District  
% Peter Vallenti  
235 Cherry Lane  
Monmouth, OR 97361

Oregon Department of Human  
Resources  
1400 SW 5th  
Portland, OR 97201

Pacific Power & Light Co.  
Independence Administration  
317 S. Second  
Independence, OR 97351

Department of Environmental  
Quality  
796 Winter Street, NE  
Salem, OR 97310

State Parks and Recreation  
525 Trade, SE  
Salem, OR 97301

SE Rural Fire Department  
Pete A. Glennie  
235 Cherry Lane  
Monmouth, OR 97361

Deleted  
Sections  
(Tab)

## HOUSING

**GOAL:** To insure everyone the opportunity to live in safe and healthy housing and to provide a choice of housing types and densities.

### Policies

1. Independence shall encourage the provision of adequate numbers of housing at various price ranges and types.
2. Independence shall provide for the growing population of manufactured homes by designating appropriate areas for the location of manufactured home parks.
3. Independence shall encourage the up-grading of housing stock by private individuals.
4. Independence shall maintain a share of the regional low-income housing quota.
5. Independence shall require that high trip-generating multi-family units shall have nearby access to arterial or collector streets.
6. Independence shall encourage use of energy saving technology and methods in future development.

## ECONOMY

**GOAL:** To provide for and maintain a viable and diverse economy while preserving the present sense of community and high level of environmental quality.

### Policies

1. The City of Independence shall encourage a wide variety of commercial activities in convenient and desirable locations to serve city residents.
2. The City of Independence shall retain the downtown areas as the dominant retail commercial area of the City with the Talmadge Road area shopping center and the North Independence areas serving in supportive roles.
3. The City of Independence shall key any overall downtown redevelopment plan to emphasize the waterfront and existing historic structures.
4. The City of Independence shall encourage new commercial and industrial development to provide for pedestrian and bicycle traffic, and shall be attractively landscaped.
5. The City of Independence shall discourage strip development along roads and highways and shall promote the clustering of commercial uses.
6. The City of Independence shall encourage non-polluting labor intensive industries to locate within the City.
7. The City of Independence shall encourage the use of the industrial park concept in soliciting new industry for the area.
8. The City of Independence will encourage the development of economic activities which will provide jobs able to utilize the skills of the local labor force.
9. The City of Independence will encourage the development of local job training programs for residents seeking employment.
10. The City of Independence will encourage economic development planning and programming activities which serve to stimulate private sector development.
11. The City of Independence shall cooperate with relevant federal, state, regional and local government agencies in economic development planning for the area.

## LAND USE

**GOAL:** To encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.

### Policies

1. Independence shall update and revise land use designations when necessary to accommodate demonstrated need for changing circumstances.
2. Independence shall establish and utilize low, medium and high density residential land use designations.
3. Independence shall establish and utilize a commercial land use designation.
4. Independence shall establish and utilize an industrial land use designation.
5. Independence shall insure that new industrial uses will be compatible with surrounding uses.
6. Independence shall, by use of land use designations and proper zoning techniques establish the downtown central business district as the primary commercial area within the City and encourage it's continuation as such.
7. Independence shall designate annexed land as residential land unless presently designated otherwise.

## URBANIZATION

**GOAL:** To provide for an orderly and efficient transition from rural to urban land.

### Policies

1. Independence shall not extend urban services beyond city boundaries.
2. Independence shall provide public notice of any proposed annexation or land use action and shall provide to the public an analysis of any increased costs due to additional public facilities and services required.
3. Independence shall review the urban growth boundary at least every 5 years to determine its adequacy given changing circumstances and population.
4. Independence shall coordinate with Polk County and the City of Monmouth in developing a phased growth plan.
5. Independence shall coordinate with Polk County when considering any annexation and shall utilize the policies contained within the intergovernmental agreement between city and county regarding the management of the urbanizable area prior to any annexation or other development action.



## ECONOMIC CHARACTERISTICS AND TRENDS

### Introduction

Information about the level of employment, the economic structure and its potential for change is of great importance in the land use planning process. Economic activities, such as factories, stores, tree farms and dairy operations all occupy land to varying extents and, in turn, influence the location and viability of other activities. In addition, the level of economic activity directly affects the size of population which affects the need for housing and public services. The purpose of this section is to provide information regarding the role of the various industrial sectors in Independence's economy and to ascertain what constraints and potentials for economic development exist.

### Employment Characteristics

Independence provides many economic functions to the central and southern segments of Polk County. Independence is a commercial-service center for surrounding farm and non-farm residents; an employment center for many of the non-farm population; and increasingly, a "bedroom" community for those working elsewhere in the county and the City of Salem. Evidence of the first two roles can be seen in Table 15. When the 1970 number of employed persons is examined by industry for Independence, the percent of total employed is largest in the following categories: manufacturing-durable goods; wholesale and retail trade; professional and related services; and other industries. One can further assess the structure of Independence's economic base when comparison is made of the percent of total employed for both Independence and the county in Table 15. Independence closely matches or exceeds the county percent of total employed in the following categories: construction; manufacturing-durable goods; transportation; communications, utilities, and sanitary services; wholesale and retail trade; and other industries.

Consequently, it can be assumed that based on the 1970 U.S. Census figures presented in Table 15, the Independence economic base is fairly well diversified. The largest percent of the Independence work force is found in manufacturing; followed by the wholesale and retail trade and the professional and related services sectors. It may be assumed that employment trends for Independence will reflect those trends projected for the county. That is to say, all sectors in Independence will increase in the total number employed. It is an increase due in part to a growing labor force and the needs of a growing population. But it will be the service category that will manifest the fastest growth rate, becoming one of the largest categories in total employment by 2000. The service category includes the following: personal services, entertainment and recreation services, health services, educational services, nonprofit and religious organizations and legal and engineering services. Rationale for this assumption is that as the population of Independence and Polk County increase, the

demand for personal services by this larger population will increase--thus adding employment in this sector.

### Major Industries

In order to provide a clearer picture of the Independence economic base, the following brief profile on key industries in the area is presently here. Key industries are defined here as those industries which derive over 50 percent of their revenue from export outside the region, an important indicator of the economic soundness of the community. The manufacturing industry is the largest employer in Independence.

Boise Cascade owns and operates a plywood mill that produces sanded and sheeting plywood, both types of which are used in heavy construction and housing. Basically, the mill produces 120 million 3/8 footage of plywood per year. The mill employs approximately 250 persons. Products from the mill are exported both domestically and worldwide. The Oregon market comprises about 1 percent of their sales. Plant operation has grown steadily since 1963 when Boise Cascade purchased the plant from Georgia Pacific. Plant operations are expected to remain stable into the foreseeable future.

Valley Concrete and Gravel Co., Inc. is the major supplier for the county for ready mix concrete, crushed rock, sand and gravel. The operation employs 25 persons. Since 1974 when new management took over, volume of sales have tripled. As far as management is concerned, business for Valley Concrete will continue to expand "to whatever the market will bear". By 1980, Valley concrete expects to add at least ten more employees. Valley Concrete's market area is primarily within Polk County.

Franklin Equipment Corp. The Franklin Corporation owns and operates a plant and foundry that produces parts for the Franklin log skidder, the assembly plant for which is located in Franklin, Virginia. The market area for the skidder is in the eastern and southern portions of the country, with occasional sales here in the northwest. Up to this time, there has never been any decision to move plant operations closer to the assembly plant. The foundry has a clean air permit and as an investment, is seen as too large to try to rebuild elsewhere. The plant currently employs approximately 50 persons and foresees no change in the near future.

Ediger's Church Furniture, Incorporated is one of two church furniture manufactured in Oregon and has the fewest number of employees of the five industries discussed here. Most of the Ediger products are marketed in the Pacific Northwest region, with some sales to Hawaii and Alaska every year.

TABLE 15

**DISTRIBUTION OF LABOR FORCE, BY INDUSTRY, 1970  
INDEPENDENCE POLK COUNTY, OREGON**

Industry of Employed Persons	1970 # of Employed		% of Total Employed			
	Oregon	Polk Independence	Oregon	Polk Independence		
Construction	45,314	664	53	5.8	5.3	6.5
Manufacturing	167,035	2,988	210	21.4	23.9	25.8
Durable Goods	122,803	2,343	194	15.8	18.8	23.9
Transportation	31,850	280	10	4.1	1.7	1.2
Communications, utilities and sanitary services	23,811	240	36	3.1	1.9	4.4
Wholesale & Retail Trade	171,875	2,134	158	22.1	17.1	19.4
Finance, insurance, business, and repair services	63,027	848	33	8.1	6.8	4.1
Professional & Related Services	194,084	3,435	139	24.9	27.5	17.1
Educational Services	71,204	1,650	80	9.1	13.2	9.8
Public Administration	37,895	931	16	4.9	7.5	2.0
Other Industries	<u>43,844</u>	<u>1,031</u>	<u>158</u>	5.6	8.3	19.4
TOTAL	778,745	12,479	813			

SOURCE: 1970 U.S. Census, General Social and Economic Characteristics.

TABLE 16

RETAIL STATISTICS, 1972  
INDEPENDENCE, MONMOUTH, DALLAS

Area	Number of Establishments	Total Retail Sales	Sales Per Establishments
Independence	42	7,502,000	178,619
Dallas	98	18,173,000	185,439
Monmouth	46	5,211,000	113,282

SOURCE: 1972 Census of Retail Trade, Area Statistics.

## Commercial Trades

Commercial trade in Independence is concentrated in two areas. Several commercial uses are located along Monmouth Street, while a concentration of such uses are located in the central business district area along Main Street (State Highway 51). Table 16 provides information as to the total number of retail establishments and amount of retail sales generated within Independence and two other Polk County communities. As the figures indicate for sales per establishment, the retail economy for Independence is lower than that for Dallas, but significantly higher than that for the Monmouth area. Commercial trade, both wholesale and retail, is the second largest employer in Independence, accounting for 19.4 percent of the employed population in 1970.

Retail sales and sales per establishment would be considerably higher if Independence was not located so close to the major retail center of Salem. The close proximity of a major downtown area with its wide range of consumer goods and values attracts much of the Independence area's buying power. Independence does serve as a vital trading center for the primarily agricultural areas of northern Benton and southern Polk counties.

## Labor Force

The labor force is here defined as the population over 16 years of age and potentially employable. This includes all employed persons, those who are able to work but are not looking for work, and those who are unemployed but are looking for work. Those not in the labor force include those over 65 years of age, and those under 65 years of age who are unable to work. The labor force participation rate consists of those in the labor force who are actively employed or looking for work.

Independence's labor force in 1970 was 1,727 persons. The labor force participation rate according to the U.S. Census was 51.8 percent (895 men and women over the age of 16 who were employed or were looking for work). The participation rate for men was 69.6 percent; for women, the rate was 36.7 percent (553 men, 342 women). Of those not working or not seeking work, 584 were under 65 years of age and 248 were 65 years of age or older.

Additional information regarding characteristics of the population may be found in the Community Profile segment of this document.

TABLE 17  
LABOR FORCE STATISTICS, 1970

CATEGORY	NUMBER
Potential Labor Force	1727
Male	794
Female	933
Active Labor Force	895
Male	553
Female	342
Participation Rate	
Male	69.6%
Female	36.7%
TOTAL	51.8%

SOURCE: U.S. Census, 1970, General Social and Economic Characteristics.

## Impetus for Development

The stability of the aforementioned key industries is indicated by the anticipated growth of a few and the forecast of stability made by the remainder, reflecting continued inflow of out-of-town dollars to Independence from export. The establishment of new industry in the near future might be possible if a coordinated community effort were undertaken. Satellite industries, those that manufacture products to be used by another industry in the area, and small industries are perhaps in the future of economic development within Independence.

The potential for economic development is facilitated by several factors, including:

1. Transportation Facilities. Independence is in close proximity to State Highway 99 W, and is served by both railroad and private air service. Economic development may be further served by Independence's relatively close proximity (20 minutes) to Interstate Highway 5 and Salem's McNary Field airport which handles scheduled passenger and freight service.
2. Aggregate Deposits. Independence has in the Willamette River a virtually inexhaustible supply of aggregate that can be mined economically. As the construction industry continues to grow, the need for aggregate grows accordingly.
3. Labor Force. Independence has a large labor pool of both skilled and unskilled workers to draw from.
4. Economic Planning. Independence and Monmouth are currently participating in an economic development committee to explore means of stimulating private sector economic development. Attraction of new industry is a primary goal of this committee at this time, as is the stimulus of private business activity.

## HOUSING

### Introduction

Concise, accurate, up-to-date knowledge about the housing supply is important for many reasons. The housing supply reflects on the type of workers a city has as its labor force; the amount of money to be collected in property taxes; the affordability and availability of decent sanitary housing and, to a certain extent, how fast the city is growing. It is important, then, for Independence to know and understand the type, condition, and supply of housing present today.

The subsidized housing in the community will be treated as a separate part of this element of the comprehensive plan. It is, in part, controlled by the Federal government.

The Mid-Willamette Valley Council of Governments completed a housing survey for the tri-county area. Independence was one of the cities they surveyed within their jurisdiction. A summary of their findings is presented below. For further information the complete housing survey is available from COG, Polk County Planning Department, or the Polk County Housing Authority.

### Summary of COG Housing Survey

A summary of the survey is presented in the table on the next page. There were 94 questionnaires returned to COG. The people who developed the questionnaire felt that this number represented a large enough sample of the population to be statistically valid, and represented a sample of the registered voters in the city.

The results of the survey indicate that the demand for housing is highest for single family dwellings in the middle to low price range. This is shown by the distribution of income, the age of the head of household and the type of home desired.

It appears that there are a substantial number of young families with few children moving into Independence. The major wage earner also tends to commute to Sale (by a slightly higher percentage) or work in Independence.

There is a substantial population of retired people--about 23% of the respondents to the questionnaire had one member of the household age 65 or over. Since 11% of the respondents live in mobile homes, we can conclude that a substantial number of age 65 or over choose to live in mobile homes; and that this trend will continue.



## Socio-Economic Data

Detailed information on the characteristics of the residents may be found in the Community Profile Section.

### Subsidized and Low Income Housing Programs

Independence has provided 170 units of assisted housing, through the Polk /County Housing Authority, that are available to all ages. The 214 subsidized housing units have been developed under the 502 and 504 Programs of the U.S. Department of Agriculture, F.H.A. These programs are detailed on the following pages. Please refer to Table 19 for a listing of the number of units in each program.

Department of Housing and Urban Development, Section 235 - Home Ownership, (administered by the Federal Housing Administration). It provides subsidies for construction of new single-family houses, substantial rehabilitation of one or two-family houses and certain conversions from condominium and cooperative multi-family housing. The occupant-owner must make a minimum \$200 down payment or pay 3 percent of the acquisition cost if his income exceeds the 135 percent eligibility requirement. Payments of the loan will include at least one percent interest rate on the loan, plus principal, taxes, and hazard insurance.

Section 23 - This is a rental subsidy program for low-income families or elderly persons administered by the Polk County Housing Authority. The program includes both single and multiple-family rental units.

Section 8 (Replacing Section 23) - is a housing assistance payments program. HUD pays the difference between the market rent of the unit and what the family can afford to pay, directly to property owners. The amount paid by the renter may not exceed 25% of ones adjusted gross income, or 15% of gross income, whichever is larger.

Under this program, a family is first determined eligible by the Housing authority and given a certificate of Family Participation. The family can then seek housing anywhere within the Housing Authority's jurisdiction.

U.S. Department of Agriculture (U.S.D.A.) - The Farmers Home Administration, an agency of the U.S.D.A., carries on rural housing programs in rural areas and towns of up to 5,500 population. Loans are made available to rural residents including senior citizens, age 62 and over, under provisions of the Housing Act of 1949, as amended.

502 Program - This program enables home ownership of low-income rural households that cannot obtain mortgage financing elsewhere. Maximum repayment terms of the 502 loan is 33 years at 6½% interests. Low and moderate income families having insufficient

TABLE 18

SUMMARY OF RESULTS OF CITY HOUSING SURVEY

<u>TENANCY</u>	<u>RESPONSE</u>
Number of Homeowners	75.5%
Number of Renters	22.3%
<u>Type of Residence</u>	
Single Family	73.9%
Mobile Home	10.9%
Duplex	6.5%
Apartment	5.4%
<u>Place Where Wage Earner Works</u>	
Salem	35.9%
Independence	34.6%
Other	9.0%
Monmouth	7.7%
<u>Number of Persons in Household Under 6 Years of Age</u>	
None	76.3%
One	17.2%
Two	4.3%
Three	2.2%
<u>Number of Persons in Household 65 Years of Age of Older</u>	
None	72.0
One	22.6%
Two	5.4%
<u>Race of Head of Household</u>	
Caucasian	86.2%
Mexican-American	9.2%
Other	3.4%
Native American	1.1%
<u>Age of Head of Household</u>	
25-34	25.0%
50-61	21.7%
65 and Over	21.7%
35-49	12.0%

TABLE 18  
(CONTINUED)

<u>TENANCY</u>	<u>RESPONSE</u>
<u>Type of Home Desired if Wanting Change</u>	
Single Family	42.5%
None	33.3%
Mobile Home	10.3%
Other	8.0%
Apartment	2.3%
Apartment Downtown	1.1%
Duplex	1.1%
Condominium	1.1%
<u>Reasons to Move (more than 1 item checked)</u>	
Better Location	27.7%
More Space	24.5%
Less Maintenance Upkeep	23.4%
Lower Cost	21.3%
Better Quality Housing	19.1%
<u>Average Monthly Income of Household</u>	
0-499	26.6%
500-899	33.0%
900 and Over	30.1%

SOURCE: Mid-Willamette Valley Council of Governments.

**TABLE 19**  
**PARTIAL LISTING OF HOUSING ASSISTANCE**  
**IN INDEPENDENCE**

**JANUARY 1979**

<u>PROGRAM</u>	<u>UNITS/SUB-TOTAL</u>
HUD Rental Assistance	169
Section 23	127
Conventional	20
Section 8	22
Rehabilitation Assistance	1
FmHa 504 Grant	1
FmHA Home Owner Assistance	214
502 Home Owner Loan	203
504 Rehabilitation	5
504 Rehabilitation Grant	6
<b>TOTAL</b>	<b>384</b>

**SOURCE:** Mid-Willamette Valley council of Governments, Personal Communication, 1979.

(adjusted) income to meet the usual loan repayment schedule may qualify for an interest credit reduction to as low as one percent.

**502 Self-Help Program** - The program is designed specifically to help families to work together to build modest homes of their own through mutual exchange of labor. Repayment terms of this program are similar to the 502 program detailed above. As an extension of this program, the HUD act of 1968 authorizes grants to public agencies and non-profit groups to organize and supply technical guidance to self-help projects.

**515 Program** - Essentially, a financing vehicle for construction of low and moderate rental units in rural areas. This is accomplished by subsidizing the interest on the sponsor's loan (down to 1%). Applicants for residency in rental units must qualify through F.H.A.

### Summary of Subsidized Housing

Independence has grown faster than any other city in Polk County. The primary reasons are as follows:

1. Availability of subsidized and low income housing.
2. Independence is being selected as a bedroom community by workers in the county and Salem.

Below poverty and low income persons in Independence are very evident throughout the socio-economics data presented to date. Reasons for the larger percentage of below poverty level persons being:

1. Farm laborers with seasonal and low paying jobs.
2. Below poverty level individuals move to Independence because of the existence of subsidized public housing.

The City of Independence passed Resolution 462, limiting the number of subsidized dwelling units, which has already exceeded the units agreed upon.

### Housing Condition Survey

The survey was completed by a group of 8 volunteers and several staff members. Approximately 80% of the total number of housing units were evaluated. Parts of town not surveyed included the mobile home parks and northwest. The survey was completed in May and June of 1979.

Results of the survey show Independence has a substantial number of dwelling units in need of major repair (55% of those surveyed). The items needing repair were fairly evenly divided

among all features; but the three most often in need of repair were porches, foundations and gutters. Exterior walls and trim was found to have the highest number of units in need of repair, only 68% was found to be in satisfactory condition.

The low number of vacant units is due to several things. First, the surveyors were instructed to mark a unit vacant only if it was obviously vacant and not to spend much time trying to determine vacancy. Second, the surveyors did not determine whether any vacancies existed in the larger apartment buildings. Finally, this was not a 100% sample. Therefore, the number of vacancies (26) is a rough approximation out of a total of 569 single-family dwellings, duplexes and tri-plexes. This gives about 3% vacancy rate, rather low for a city. This corresponds to the general feeling among town-folk that there is not enough rental housing, and that housing in general is in short supply.

The number of empty lots are only those lots found within developed areas. Independence has several large parcels of land that has not been developed as yet (see Buildable Lands Inventory section). The city has many older houses built on large lots. The zoning ordinance allows for a 5,000 square foot lot size which will make possible development of many of the larger lots.

Along with physical factors, the surveyors also listed the approximate age of the unit. Generally the surveyors could 'guesstimate' to within 20 years on the older houses. There are quite a few houses over 80 years in Independence. The arithmetic mean is approximately 28 years.

TABLE 20

SUMMARY OF HOUSING CONDITION SURVEY  
CITY OF INDEPENDENCE, MAY & JUNE 1979

<u>TYPE</u>	<u>NUMBER OF UNITS SURVEYED</u>
Single Family	850
Duplex	9
Tri-plex	1
Apts - 4-10 units	14
Apts - 10+ units	9
Mobile Home	1
<b>TOTAL</b>	<b>893</b>
Houses convert to Apt	2
2 Houses - 1 lot	17
Vacant Units	26
Empty Lots	62

<u>STRUCTURAL/PHYSICAL EVALUATION</u>	<u>CONDITION</u>			
	<u>1*</u>	<u>2</u>	<u>3</u>	<u>4</u>
Foundation	78+	12	4	5
Exterior Walls and Trim	68	24	6	2
Roof	75	19	5	1
Porches	75	16	6	4
Windows	79	16	4	1
Doors	78	17	4	2
Chimney	80	16	3	1
Gutters	79	12	4	5

+ - These figures represent percents of totals in each structural class and are rounded.

# of units with one or more structural or physical features in very poor condition = 181 (20%)

# of units with one or more structural or physical features in poor conditions = 314 (35%)

Total units surveyed needing substantial repairs = 55%

- \* 1 = Structural feature in satisfactory condition
- 2 = Needs some repair or paint
- 3 = Needs minor repair (poor condition)
- 4 = Needs major, substantial repairs (very poor condition)

## LAND USE

To project land use requirements into the future, the growth rate for Independence must be established. This requires the consideration of extensive amounts of data.

Consideration must be given to residential land with respect to ownership, need and availability of existing housing units to accommodate projected need housing programs available to low and moderate income families and land available for residential developments.

Initially, however, population growth will be discussed in order to get a feeling for that need for additional residential land--be it low or high density. Further, the economic aspect of jobs and income relates directly to the establishment of a housing market and is discussed in that context.

As shown in Table 8, Independence had a net population decrease of -2.87 percent from 1950 to 1960. In fact, Polk County lost substantial rural population during the 50's also, enough that the rural growth rate for the county was only 0.7 percent. The rural decrease for the county was even greater during the 1960's as Independence gained over 2500 people to become classified as an urban city for the 1970 census. The U.S. Census enumerates only those urban places with more than 2500 population. As a consequence, there was a substantial loss in the rural population in the 1970 U.S. Census, although it caused a substantial gain in the urban population of the county.

As a consequence of the slow growth, there was not a great need for new housing starts during that period. That fact is borne out by record of building permits issued during the years 1960-1975. The following tables compare the population growth with the building and remodel permits issued during the periods 1960-1966 and 1970-1975. The U.S. Census enumerates only those urban places with more than 2500 population. As a result, there was a substantial loss in the rural population in the 1970 U.S. Census, although it caused a substantial gain in the urban population of the county.

### Residential Land Use

Table 31 shows 237.21 acres of developed residential land in Independence in 1979. That is approximately 50.50 percent of the total developed land in the city. A study conducted in 1961 by the Bureau of Municipal Research and Service at the University of Oregon shows the average percentage of developed land in residential use in 33 other Oregon cities to be 25.4. A breakdown of the figures shows about 31 percent (194.9 acres) of the residential land in single-family development and about 6.77 percent (42.32 acres) in multiple family housing. This compares to 91.2 percent and 81.8 percent, respectively, in the 33 other Oregon cities.



## Commercial Land Use

There are (48.87 acres) of commercially used land in the city. There are two major areas of commercial uses within the city. The shopping center at Monmouth Street and Gun Club Road has a substantial number (7.9) of acreage, and the downtown area has 8.4 acres. A smaller commercial shopping center is established on the northwest corner of Polk Street and Highway 51. The rest is scattered throughout the city.

Although it is the intent of the Comprehensive Plan to focus most of the economic commercial activity into the downtown core area, additional commercial lands must be designated to provide for growth of this sector.

## Industrial Land Use

Acres of land exist as industrial uses currently. It is anticipated that these lands will stay industrial. Independence has designated 88.38 acres as additional industrial lands for future growth and expansion.

## Plan Designations

### Residential

Independence has designated 3 densities of residential land. High density would allow 13 to 20 dwelling units per acre (approximately 73-acres have this designation). Medium ranges from 9 to 12 dwelling units per acre and are found on about 161 acres. Single-family would allow 8 or less on slightly over 261 acres.

### Commercial

One commercial designation has been used in Independence. There are three types of commercial zones found within the one designation on the plan map. A total of just under 67 acres have this commercial designation.

### Industrial

Industrial land is designated for just under 248<sup>7</sup> acres within the city.

TABLE 30

		1960	1961	1962	1963	1964	1965	1966 <sup>1</sup>
POPULATION		1930	1936	2020	2067	2067	2326	2330
Building Permits	Single Family	2	15	9	8	6	10	2
	Multi- <sup>2</sup> Family	0	NA	2	6	0	4	0
	Remodel	28	59	47	56	43	35	32

TABLE 30

(Cont'd)

		1970	1971	1972	1973	1974	1975 <sup>3</sup>
POPULATION		2594	3058	3145	3390	3508	--
Building Permits	Single Family	12	14	24	22	23	38
	Multi- Family	48	21	0	0	0	0
	Remodel	46	37	37	35	32(+)	12

SOURCE: Building Permits

1. Building permit data available from July - December only.
2. Multi-family permits refers to the total number of individual dwelling units constructed as opposed to only a count of the structures the units are contained in.
3. Permits issued first four months of 1975.

TABLE 31

## EXISTING LAND USE STATISTICS - CITY OF INDEPENDENCE, OREGON

USE	1960				1979			
	ACRES	% OF GROSS AREA	% OF NET DEV. ACRES	ACRES	% OF GROSS AREA	% OF NET DLV. AREA	% CHANGE ACRES	ACRES OF CHANGE
GROSS AREA	588.50	100%	100%	1742.87	100%	100%	196.15	1154.37
NET AREA	477.50	-----	-----	1273.01	-----	-----	166.62	795.61
NET DEV. AREA	235.90	-----	100%	469.75	-----	100%	103.45	244.05
RESIDENTIAL	135.50	23.02	57.43	237.21	13.61	50.50	75.06	101.71
COMMERCIAL	16.80	2.85	7.12	48.87	2.60	10.40	190.89	32.07
INDUSTRIAL	59.10	10.04	25.05	88.38	5.08	18.81	49.54	29.28
QUARTER-PUBLIC	2.00	.33	.84	3.12	.19	.66	56.00	1.12
PUBLIC								
Parks	6.20	1.05	2.62	19.01	1.1	4.05	20.66	12.81
Schools	8.50	1.44	3.60	43.34	2.48	9.23	409.88	34.84
Government & Lagoons	7.80	1.32	3.30	29.83	1.71	6.35	282.43	22.03
AGRICULTURE *	77.00	13.08	-----	461.95	2.65	-----	499.93	384.95
VACANT LAND *	132.00	22.42	-----	235.74	13.52	-----	78.59	103.74
STREETS	111.00	18.86	-----	155.12	8.9	-----	39.74	44.12
WATER	32.60	5.53	-----	120.34	7.0	-----	269.14	87.74
FLOOD PLAIN				299.96	17.2	-----	-----	-----

NET AREA: Gross Area Minus Streets

NET DEVELOPED AREA: Gross Area Minus Streets, Vacant Land, Agriculture and Water

\* Of the 76C.3 acres of agricultural and vacant land, 299.96 of it are assigned as flood plain. Therefore, net developable acres = 460.14 acres.

TABLE 32

LAND USE SUMMARY AND PROJECTED NEED

	(1) 33 Cities (1961)		INDEPENDENCE		2000 Projected Need Acreage Required
	% of dev. land	Acreage/ 100 Pop.	1975 EXISTING LAND USE % of dev. land (2)	Acreage/ 100 Pop. Developed Acres	
RESIDENTIAL	35.4	4.9	37.96	5.45	506.85
Single Family	32.3	4.47	31.19	4.48	416.64
Multi Family	3.1	0.43	6.77	.97	90.21
COMMERCIAL	4.1	0.57	7.82	1.12	104.16
INDUSTRIAL	11.4	1.6	14.15	2.03	188.79
PUBLIC/SEMI-PUBLIC	18.8	2.62	15.25	2.19	203.67
STREETS	30.3	4.22	24.82	3.57	332.01
TOTALS:	100	13.91	100	14.36	1842.33

<sup>1</sup> Land Use in 33 Oregon Cities, Bureau of Municipal Research and Service, University of Oregon Planning Bulletin #2, January 1961.

<sup>2</sup> Acreage devoted to streets (Appendix Table ) was added to "Net Developed Area" (Appendix Table ) so comparison could be made with data from "Land Use in 33 Oregon Cities".

Existing Land Use  
1974 - - - 186

(foldout)

Land Use Plan

187

(foldout)

## PUBLIC FACILITIES AND SERVICES

### Overall Policy

It shall be the policy of the City of Independence to investigate the feasibility of cooperation and coordination with other government and quasi-governmental agencies in planning and providing public facilities and services. Wherever feasible, cooperative projects should be promoted to insure the most economic and efficient provision of services to the citizens of the City of Independence.

### Schools

Recognizing the need for identifying additional school sites is important to the planning process. It is critical to reserve adequate acreage in a suitable location in order to have the site available when needed. Therefore, the following policies have been formulated as a guide to the future location of schools:

1. The City of Independence recognizes the need and the ability of the Central School District to plan all elements of the services they provide. However, the City shall encourage and promote cooperative planning between the city and the district regarding any development or program having a direct bearing on school location or city services.
2. The location of future school sites should be planned to provide locations apart from existing schools and as near the center of residential neighborhoods as possible. Locations should be accessible from collector or arterial streets, however, should be set back far enough to protect the teaching environment from noise and pollution and the student population from dangerous pedestrian-vehicular traffic conflicts.
3. Future school sites should be sufficiently large to provide school facilities that may be expanded as the need arises. Encouragement should be given to multi-uses of school property such as open space and neighborhood parks.
4. Wherever possible, schools should be planned to serve multiple community purposes. In addition to normal school operations, schools can be used for other activities such as meetings of various types of community and civic groups and as a place to hold various community functions such as public meetings, charitable events, theater presentations, etc.

### Solid Waste

The amount of solid waste generated in Independence warrants management. To achieve the proper disposal of solid wastes and keep environmental hazards to a minimum, it is the policy of the City of Independence to:

1. Conserve natural resources and reduce the solid waste requiring disposal by supporting and encouraging recycling of solid wastes.
2. Support the Chemeketa Region Solid Waste Management Program.

### Sewage Disposal and Drainage System

The extension of sewer services in Independence is essential to the City's future development since most of the soil is unsuitable for septic tank drain fields. Therefore, it is the policy of Independence that:

1. Extension of sewer services shall be preceded by a careful evaluation of the costs and benefits of the community; and
2. Extension of sewer service shall be limited to areas within the corporate limits of the city; and
3. Preference shall be given to development proposals adjacent to existing sewage mains.

### Water Service

The provision of water service can be used effectively to guide and promote timely development in Independence. Therefore, it is the policy of Independence that:

1. Extension of water service shall be preceded by an evaluation on the overall benefits to the community; and
2. Extension of water service shall be contained to areas within the corporate limits of the city; and
3. Preference shall be given to development proposals adjacent to existing water mains.

### Policy, Fire Protection and Ambulance Service

Police, fire protection and ambulance services are crucial factors for the safety and well-being of the citizens of Independence. Therefore, it is the policy of Independence that:



1. Public Safety services shall be maintained at a satisfactory level to protect the citizens of Independence; and
2. Mutual aid agreements and other types of cooperative public safety agreement shall be continued at their present level and expanded in the future where feasible; and
3. New developments shall be carefully evaluated to determine the effects the development may have on public safety services. Should the development have more than a minimal effect on public safety services, the development shall not be approved.

### Library Services

Library services play an important role in the well-being of a community by affording all citizens access to reading materials and other library related services. Therefore, it is the policy of the Independence that:

1. The City will encourage use of the library and its facilities; and
2. The City will continue to support the Chemeketa Cooperative Regional Library Service in its efforts to improve library service in the region; and
3. Should a new facility be planned in the future, it should be as centrally located as possible to provide easy access to all citizens.

### Community Health and Social Services

Providing health and social services for those who need it and may not be able to afford it is an important task for both Polk County and the City of Independence. It shall, therefore, be the policy of the City to maintain those services at their present level.

**COMP**

# City of Independence Map Amendments

Amendments to the City of Independence Zoning Ordinance are shown on this map. The map shows the location of the amendments and the zoning designations that apply to the areas affected by the amendments.

Amendments to the City of Independence Zoning Ordinance are shown on this map. The map shows the location of the amendments and the zoning designations that apply to the areas affected by the amendments.

Amendments to the City of Independence Zoning Ordinance are shown on this map. The map shows the location of the amendments and the zoning designations that apply to the areas affected by the amendments.

Amendments to the City of Independence Zoning Ordinance are shown on this map. The map shows the location of the amendments and the zoning designations that apply to the areas affected by the amendments.

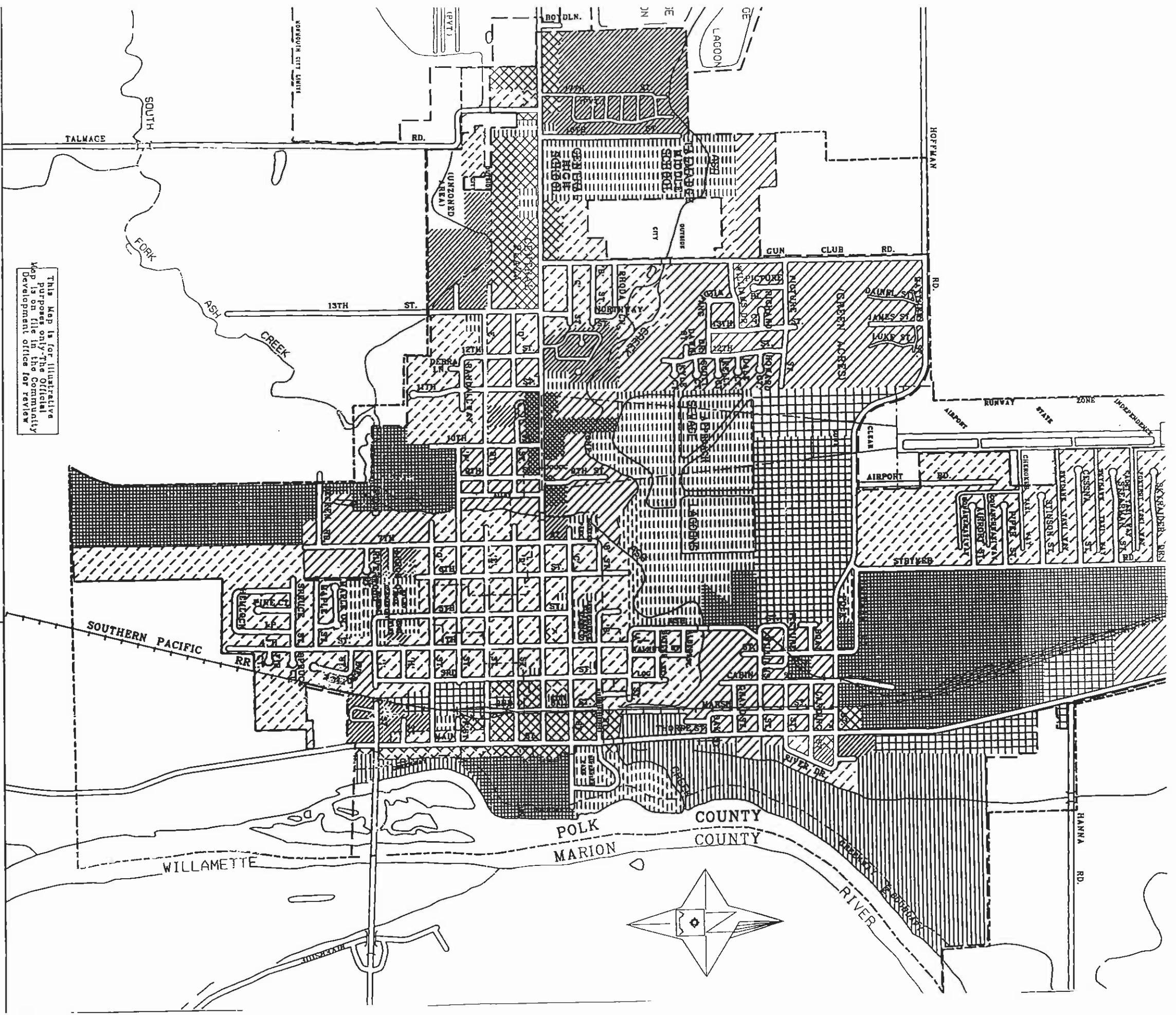
This map is for illustrative purposes and is only to be used for planning purposes.

The Mid-Willamette Valley Council of Governments  
 1000 NE Oregon Street, Suite 100  
 Portland, Oregon 97232  
 Phone: (503) 288-4777  
 Fax: (503) 288-4774  
 Website: www.mwvcog.org

- City Zoning Designations**
- Commercial Highway
  - Commercial Office
  - Commercial Retail
  - Heavy Industrial
  - Light Industrial
  - Residential Single Family
  - Medium Density Residential
  - High Density Residential
  - Residential Airport
  - Public Service
  - Agriculture

- Water Features**
- Polk Taxlots
  - UGB
  - City Limits

<b>Title</b> City of Independence Map Amendments	
Prepared by: Mid-Willamette Valley Council of Governments	Revision: 1
Created by: RSM	Date: July 26, 2001
Filename: r:/city/independence/indyvac.apr	



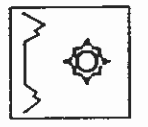
This Map is for illustrative purposes only. The Official Map is on file with the County Development office for review.

**LEGEND**

- RES. SINGLE (RS)
- RES. MEDIUM (RM)
- RES. HIGH (RH)
- COMM. OFFICE (CO)
- COMM. RETAIL (CR)
- COMM. HIGHWAY (CH)
- INDL. PARK (IP)
- INDL. LIGHT (IL)
- INDL. HEAVY (IH)
- PUBLIC SERVICES (PS)
- AGRICULTURAL (AG)
- CITY LIMITS
- URBAN GROWTH BOUNDARY

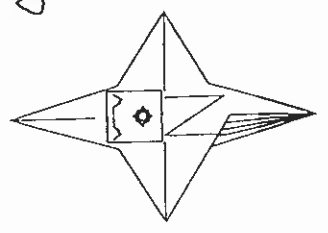
**CITY OF INDEPENDENCE**

**ZONING MAP**



PREPARED BY: MID WILLAMETTE VALLEY  
COUNCIL OF GOVERNMENTS  
USING ODOT BASE MAP

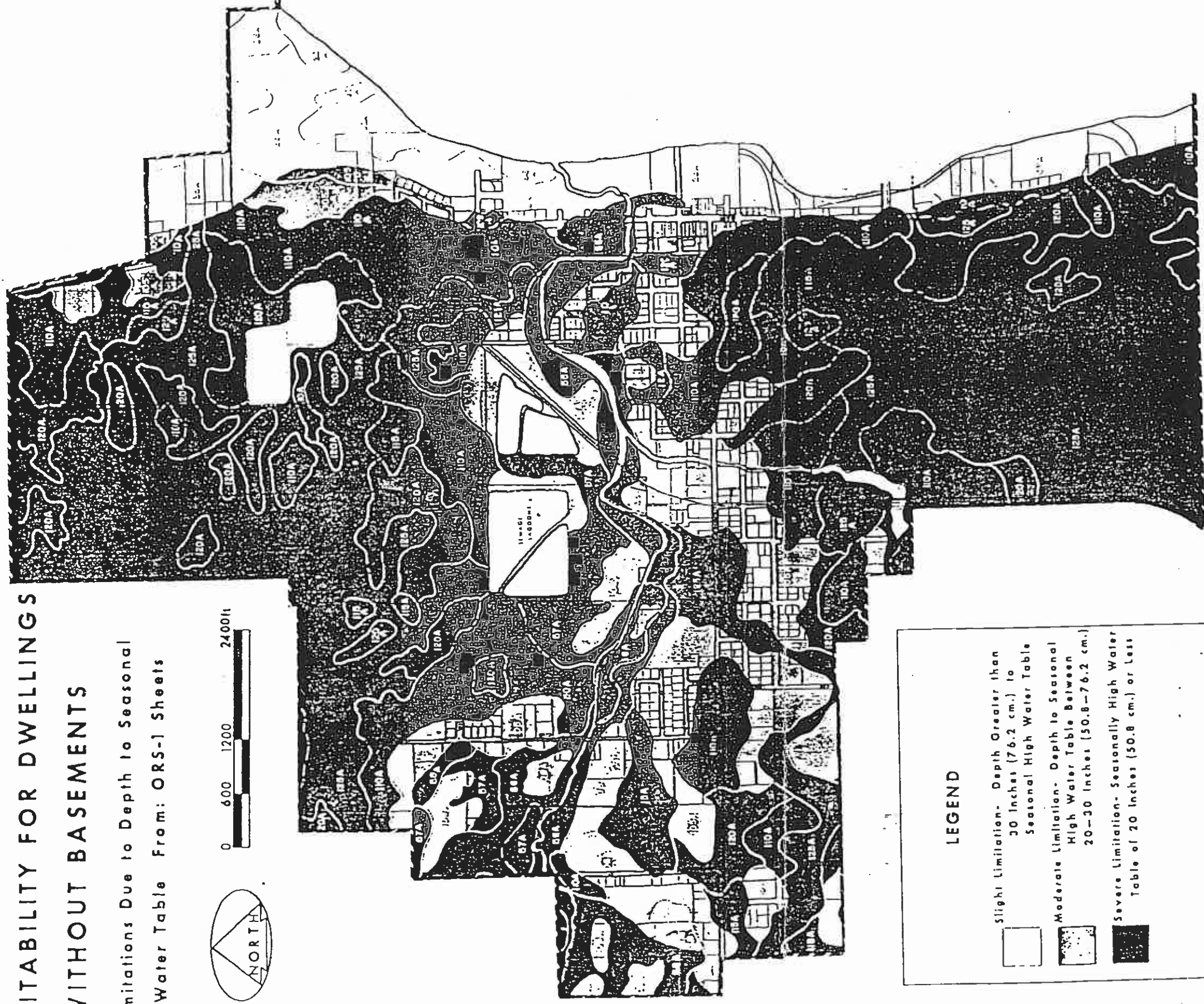
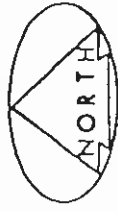
MARCH 1995  
0 400 800 1200






# INDEPENDENCE

## SOIL SUITABILITY FOR DWELLINGS WITHOUT BASEMENTS

Limitations Due to Depth to Seasonal  
High Water Table From: ORS-1 Sheets



### LEGEND

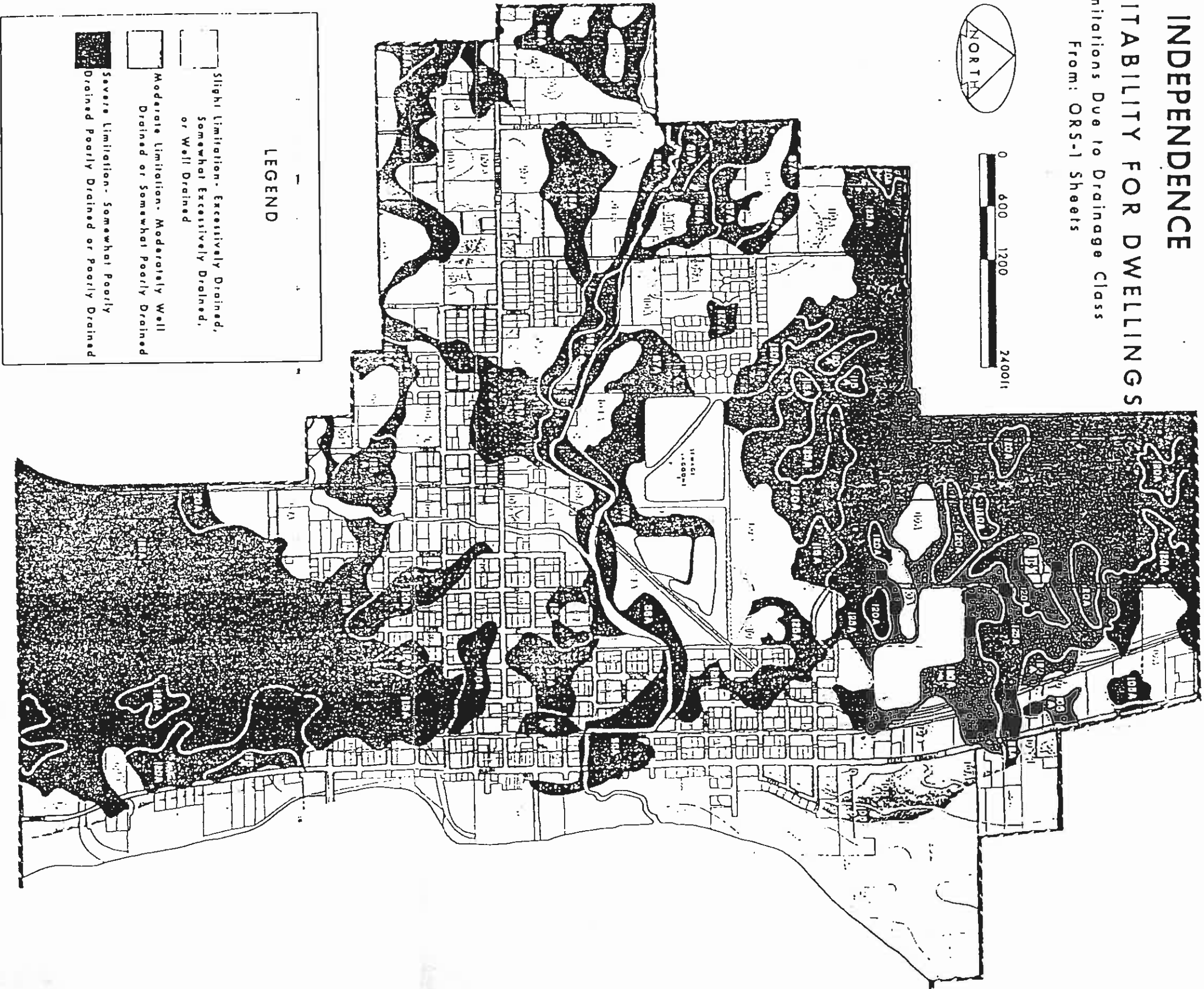
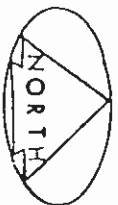
-  Slight Limitation- Depth Greater than 30 Inches (76.2 cm.) to Seasonal High Water Table
-  Moderate Limitation- Depth to Seasonal High Water Table Between 20-30 Inches (50.8-76.2 cm.)
-  Severe Limitation- Seasonally High Water Table of 20 Inches (50.8 cm.) or Less

# INDEPENDENCE




## SOIL SUITABILITY FOR DWELLINGS

Limitations Due to Drainage Class

From: ORS-1 Sheets



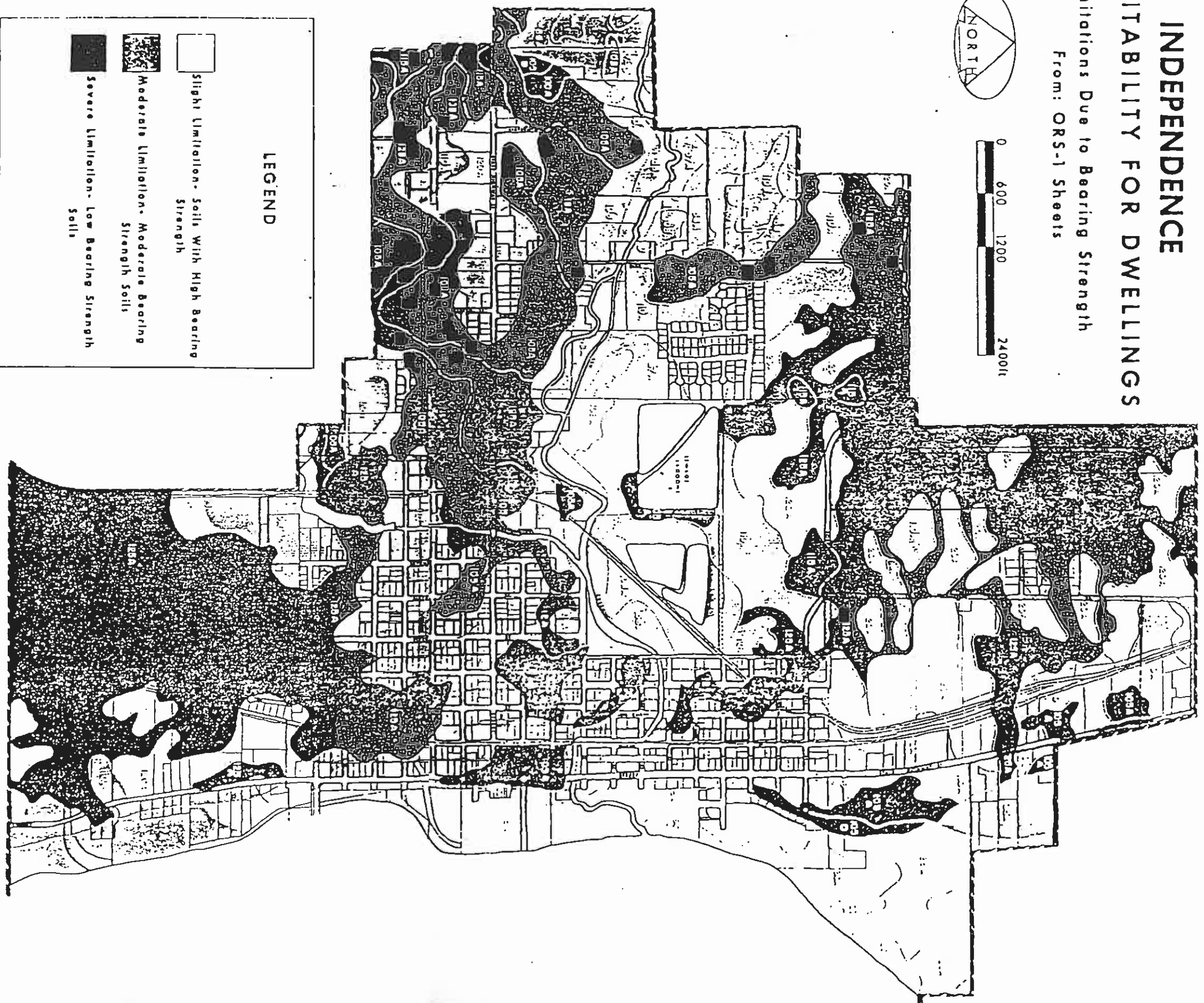
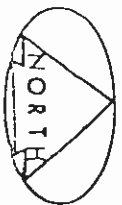
### LEGEND

-  Slight Limitation. Excessively Drained, Somewhat Excessively Drained, or Well Drained
-  Moderate Limitation. Moderately Well Drained or Somewhat Poorly Drained
-  Severe Limitation. Somewhat Poorly Drained Poorly Drained or Poorly Drained




# INDEPENDENCE SOIL SUITABILITY FOR DWELLINGS

Limitations Due to Bearing Strength

From: ORS-1 Sheets



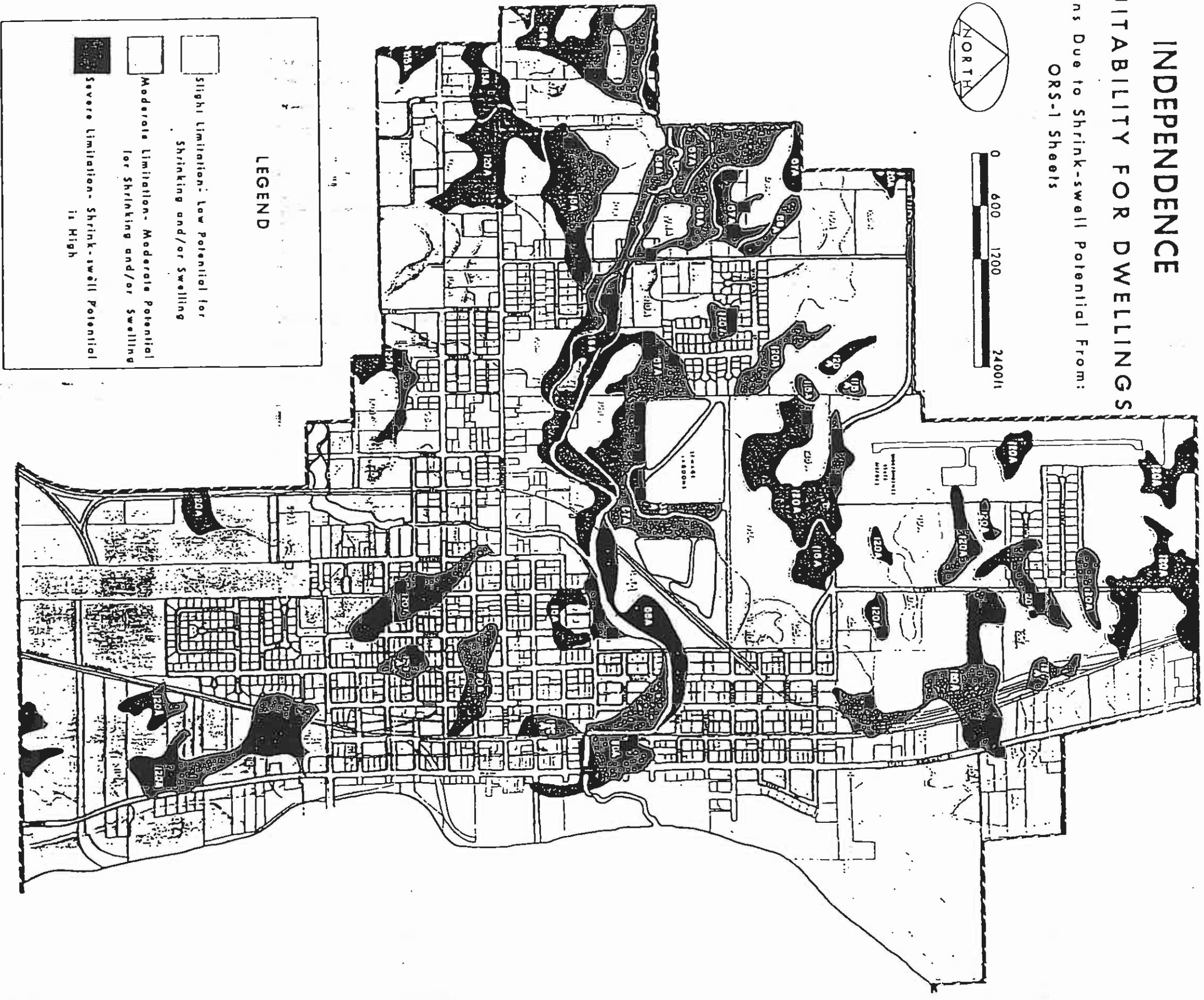
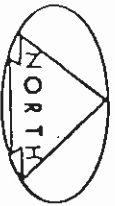
## LEGEND

-  Slight Limitation- Soils With High Bearing Strength
-  Moderate Limitation- Moderate Bearing Strength Soils
-  Severe Limitation- Low Bearing Strength Soils




# INDEPENDENCE

## SOIL SUITABILITY FOR DWELLINGS

Limitations Due to Shrink-swell Potential From:  
ORS-1 Sheets



### LEGEND

-  Slight Limitation- Low Potential for Shrink-ing and/or Swelling
-  Moderate Limitation- Moderate Potential for Shrink-ing and/or Swelling
-  Severe Limitation- Shrink-swell Potential is High

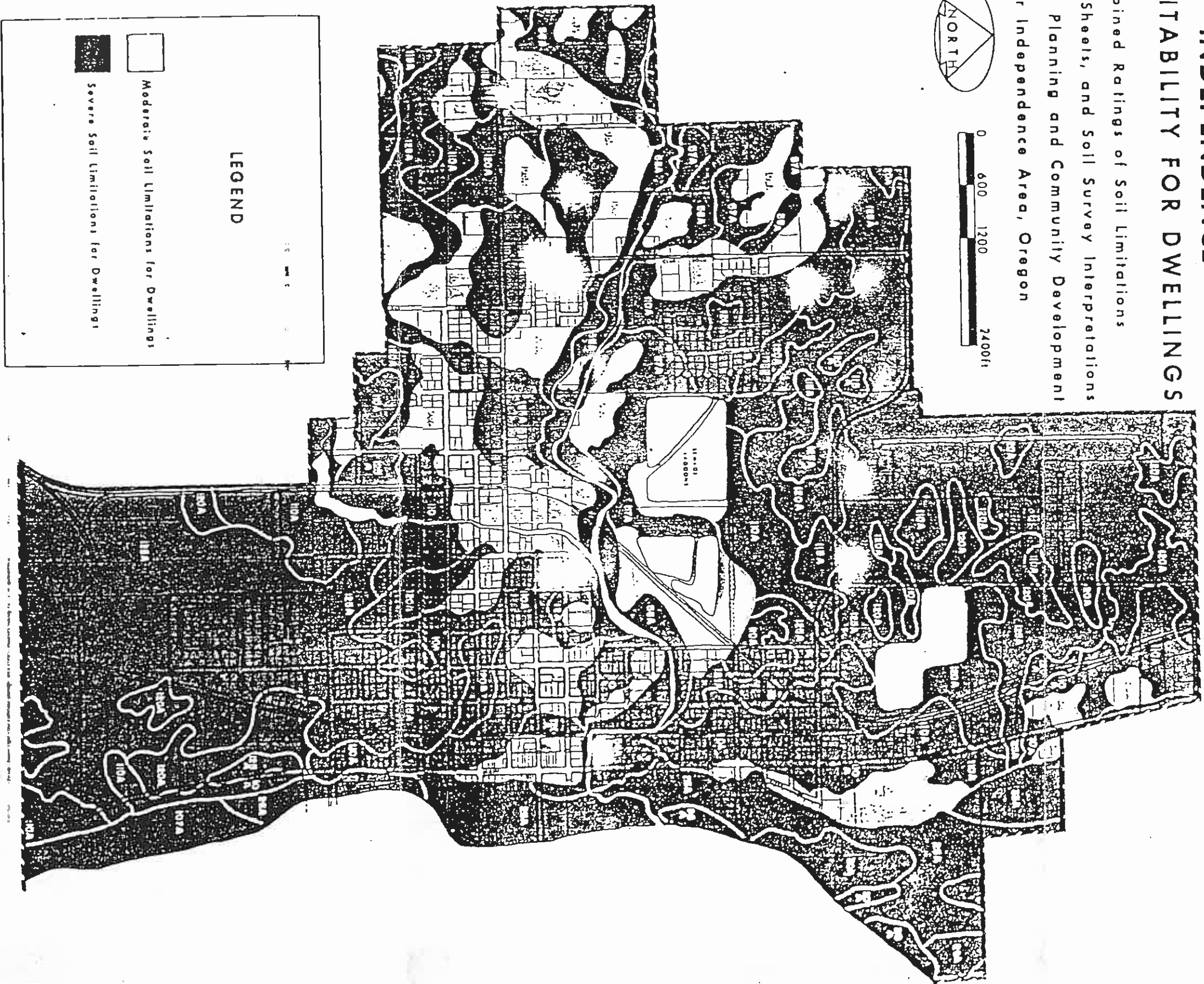
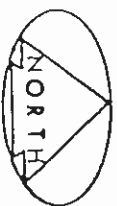


# INDEPENDENCE



## SOIL SUITABILITY FOR DWELLINGS

Combined Ratings of Soil Limitations

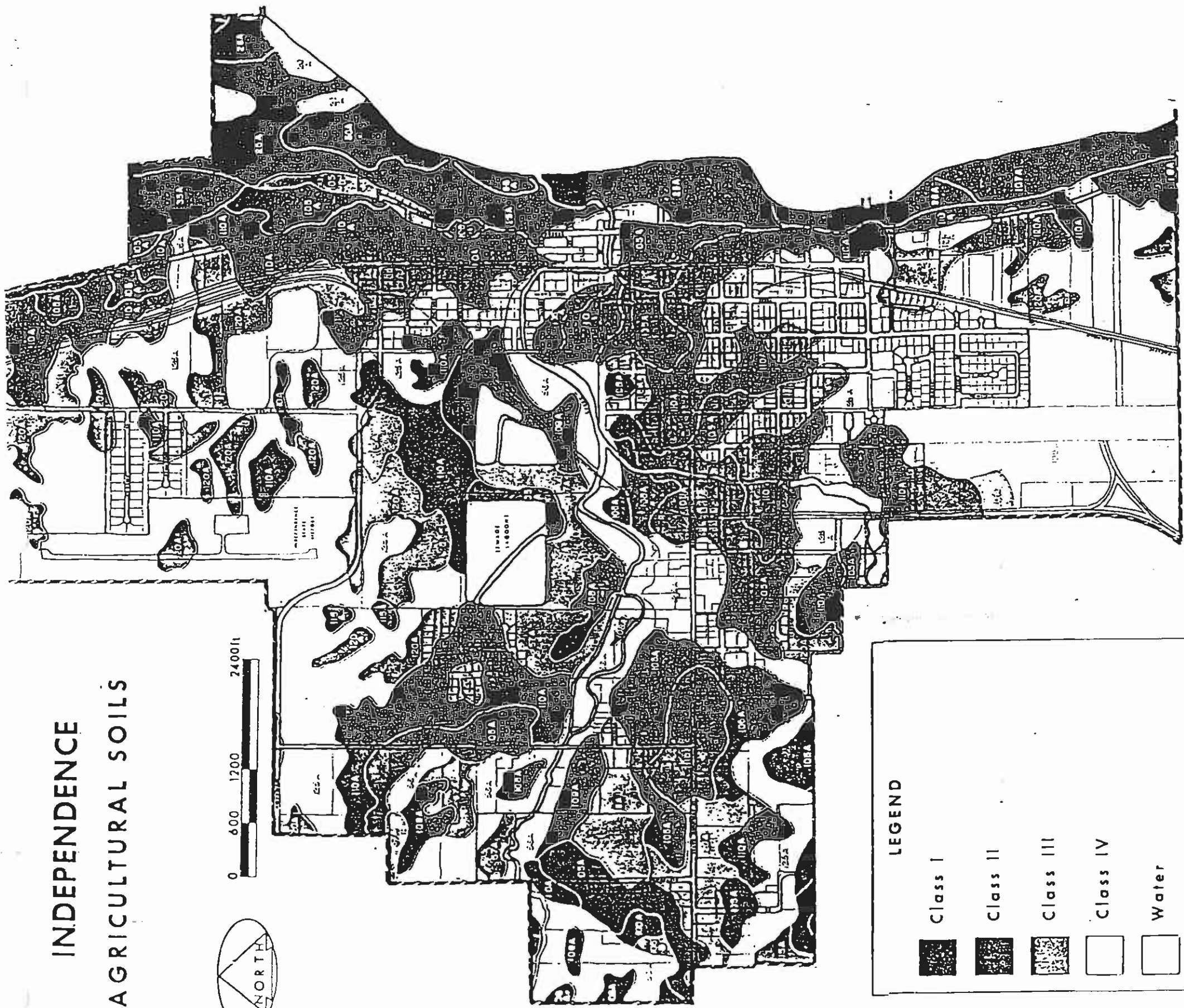
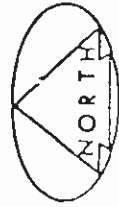
From: ORS-1 Sheets, and Soil Survey Interpretations  
for Land Use Planning and Community Development  
for Independence Area, Oregon



### LEGEND

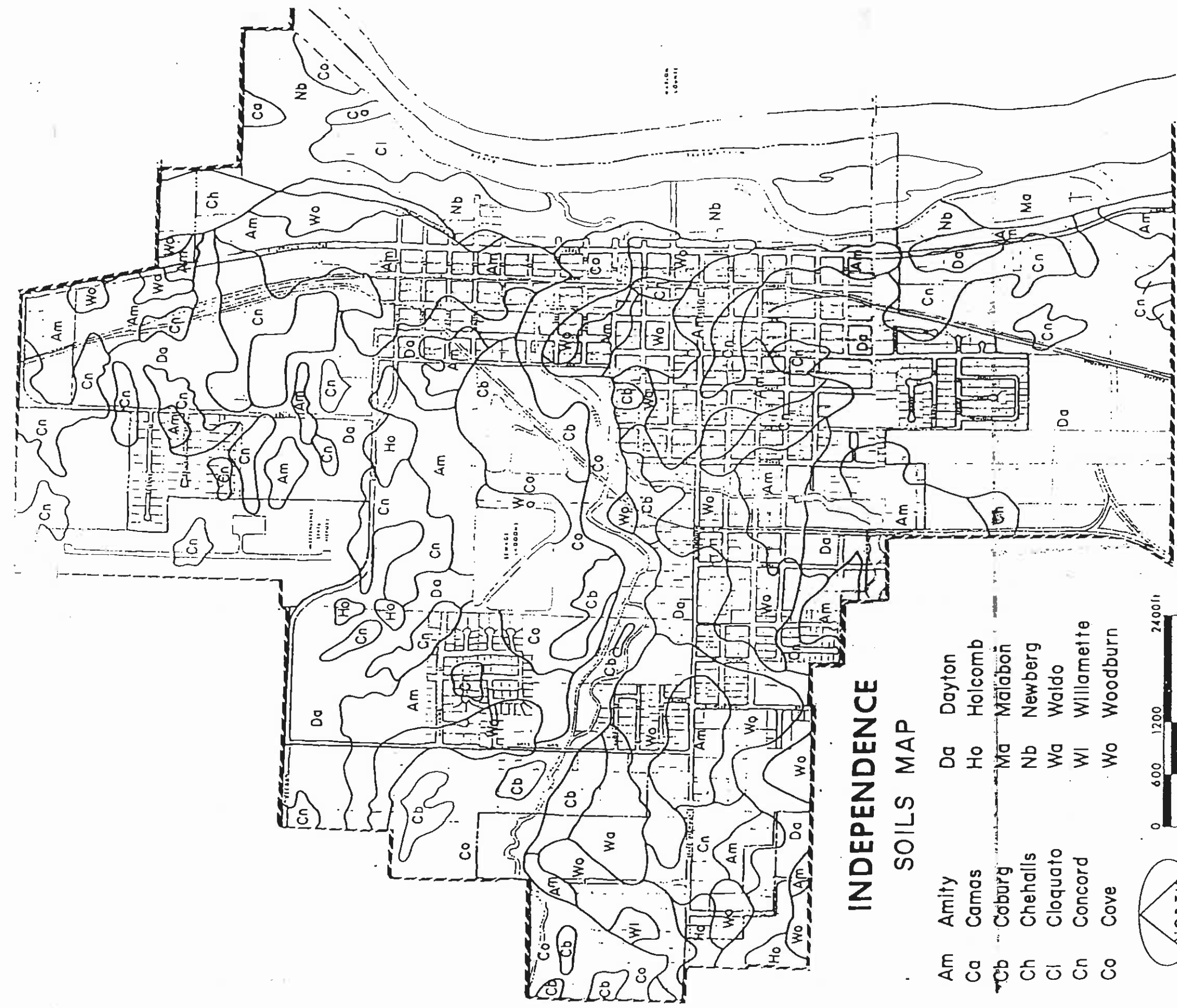
-  Moderate Soil Limitations for Dwellings
-  Severe Soil Limitations for Dwellings

# INDEPENDENCE AGRICULTURAL SOILS



**LEGEND**

	Class I
	Class II
	Class III
	Class IV
	Water

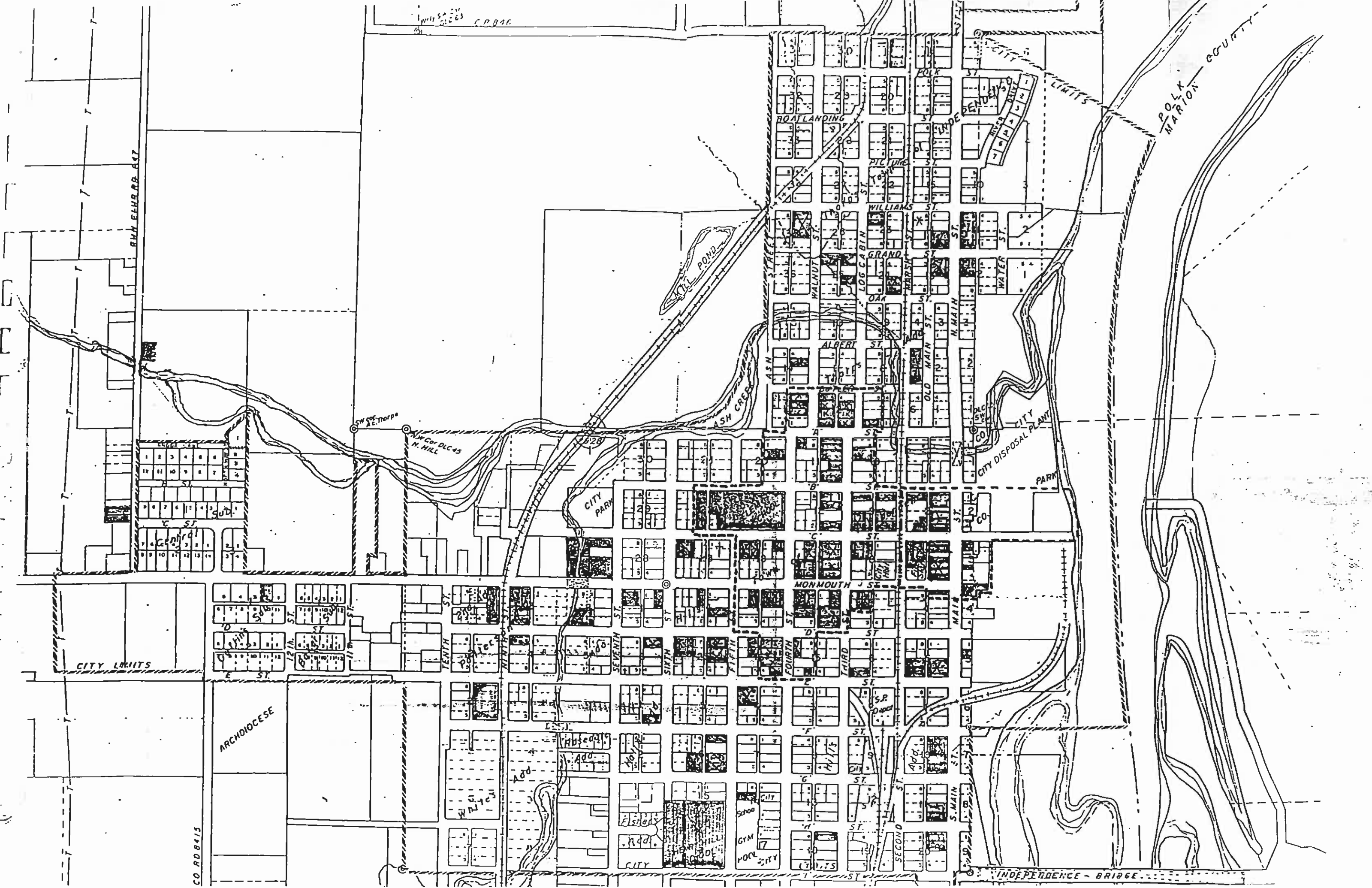


# INDEPENDENCE

## SOILS MAP

- Am Amity
- Ca Camas
- Cb Coburg
- Ch Chehalls
- Ci Cloquato
- Cn Concord
- Co Cove
- Da Dayton
- Ho Holcomb
- Ma Malabon
- Nb Newberg
- Wa Waldo
- WI Willamette
- Wo Woodburn





8415 EHRBA 417

1 April 58  
C.D. 846

ARCHDIOCESE

CO. RD. 8415

SW COR. A.E. THORPE  
SW COR. D.L.C. 45  
H. HILL

CITY PARK

CITY DISPOSAL PLANT

INDEPENDENCE BRIDGE

POLK  
MARION COUNTY

CITY LIMITS

CITY LIMITS

BOAT LANDING

PICTURE

WILLIAMS

LOG CABIN

GRAND

OAK

ALBERT

MONMOUTH

MAIN

WALNUT

ASH

SEVENTH

SIXTH

FIFTH

FOURTH

THIRD

SECOND

FIRST

S. MAIN ST.

SECOND ST.

THIRD ST.

FOURTH ST.

FIFTH ST.

SIXTH ST.

SEVENTH ST.

EIGHTH ST.

NINE ST.

TENTH ST.

WATER

CO.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

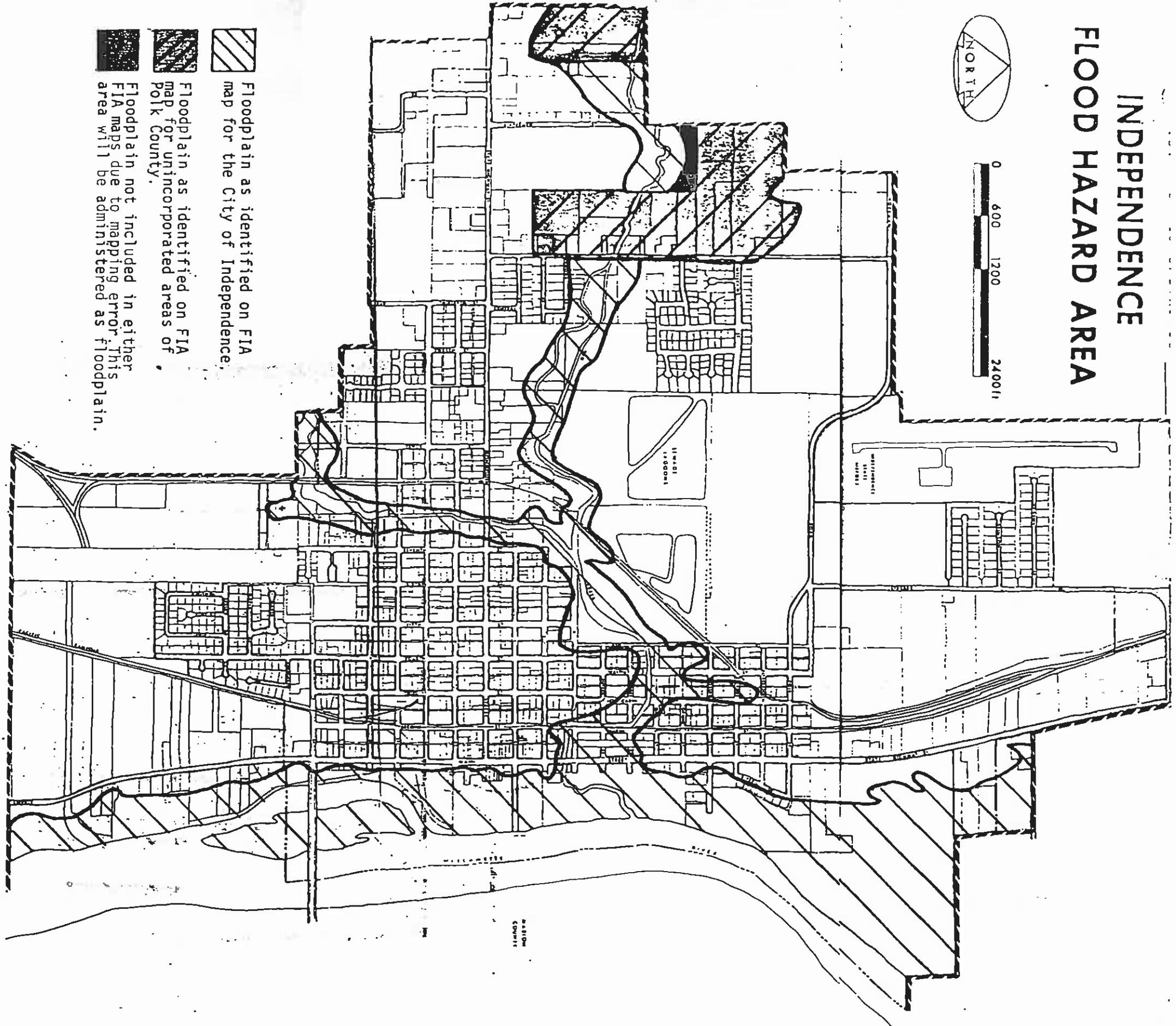
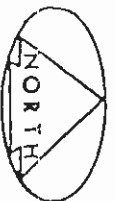
ST.


ST.

ST.

ST.

# INDEPENDENCE FLOOD HAZARD AREA

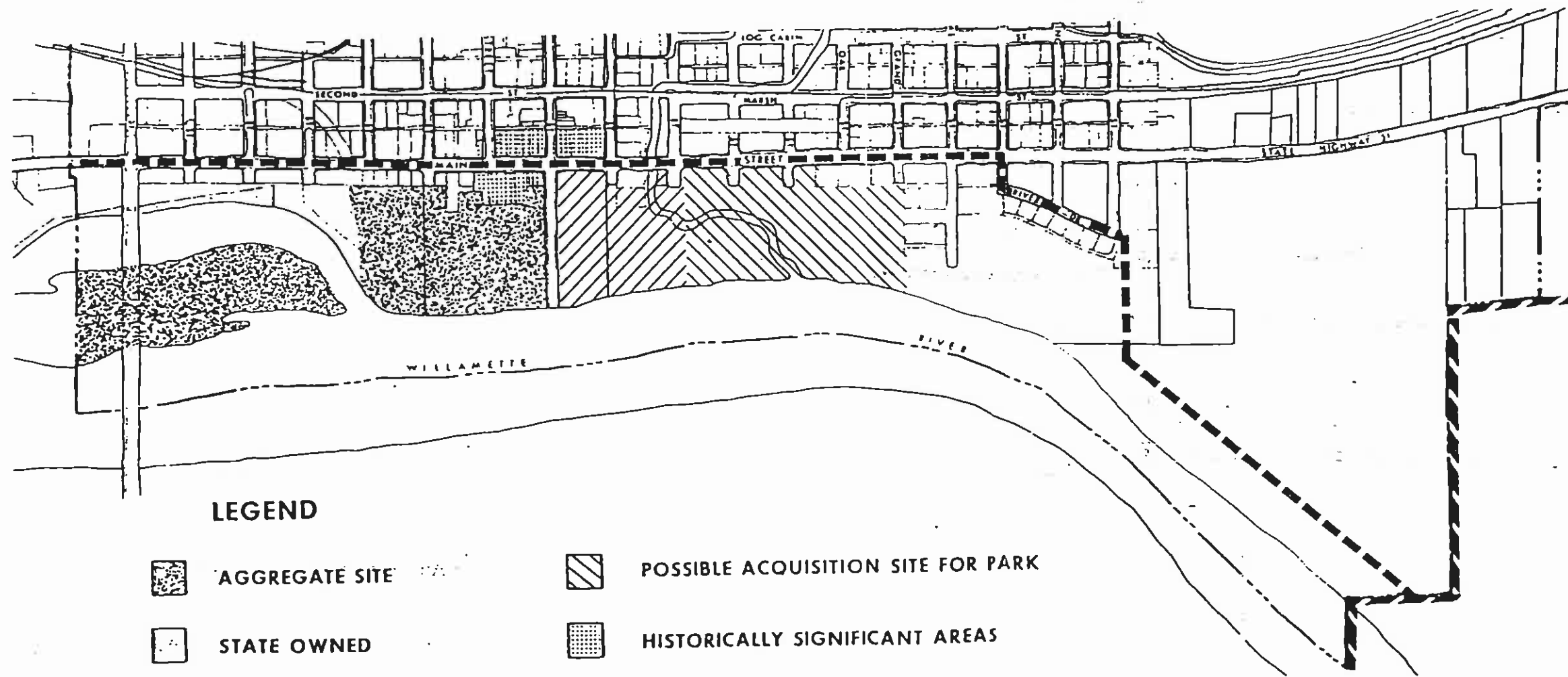


 Floodplain as identified on FIA map for the City of Independence.









 Floodplain as identified on FIA map for unincorporated areas of Polk County.

 Floodplain not included in either FIA maps due to mapping error. This area will be administered as floodplain.

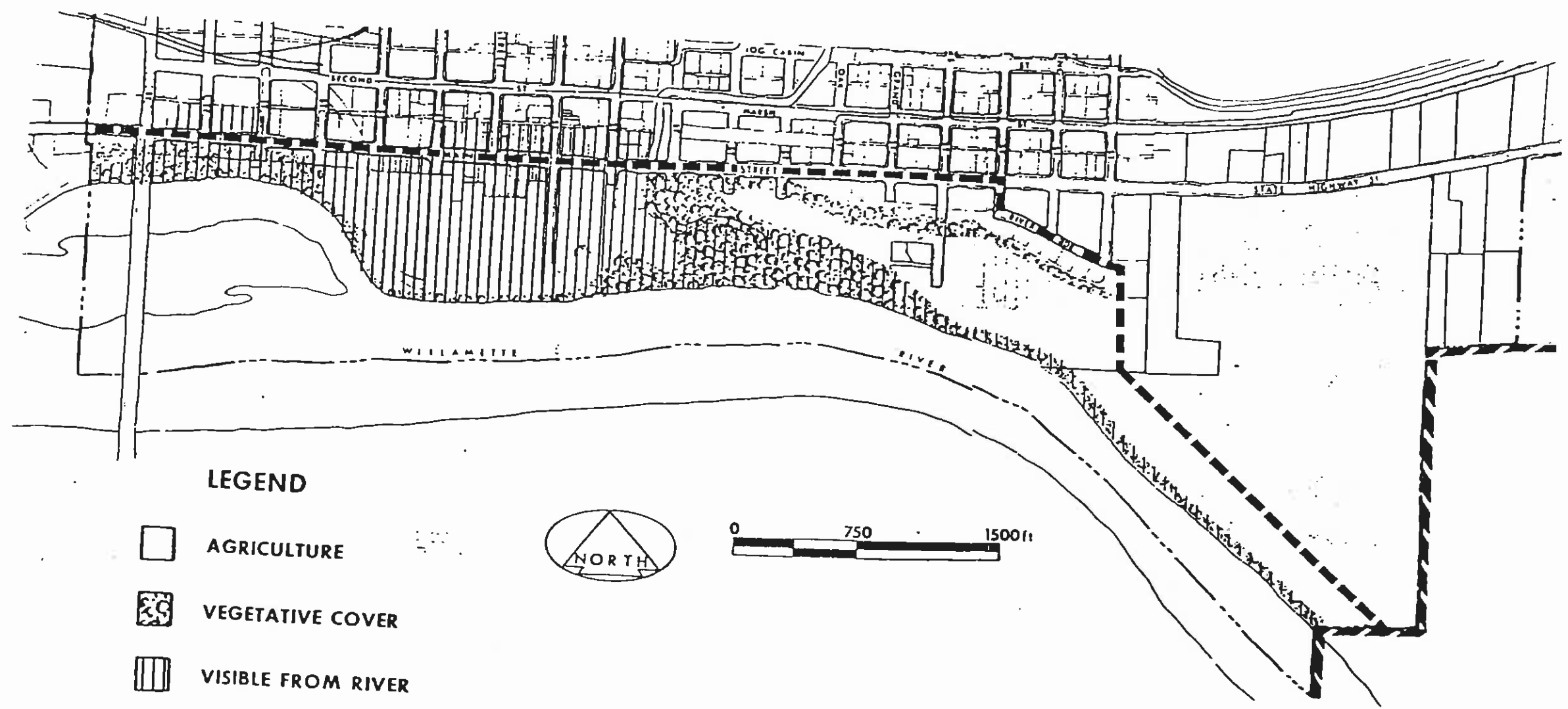
# INDEPENDENCE GREENWAY INVENTORY MAP







## LEGEND

- |   |                   |   |                                    |
|---|-------------------|---|------------------------------------|
|  | AGGREGATE SITE    |    | POSSIBLE ACQUISITION SITE FOR PARK |
|  | STATE OWNED       |    | HISTORICALLY SIGNIFICANT AREAS     |
|  | LOCAL PARK        |   |                                    |
|  | GREENWAY BOUNDARY |  |                                    |

# INDEPENDENCE GREENWAY INVENTORY MAP

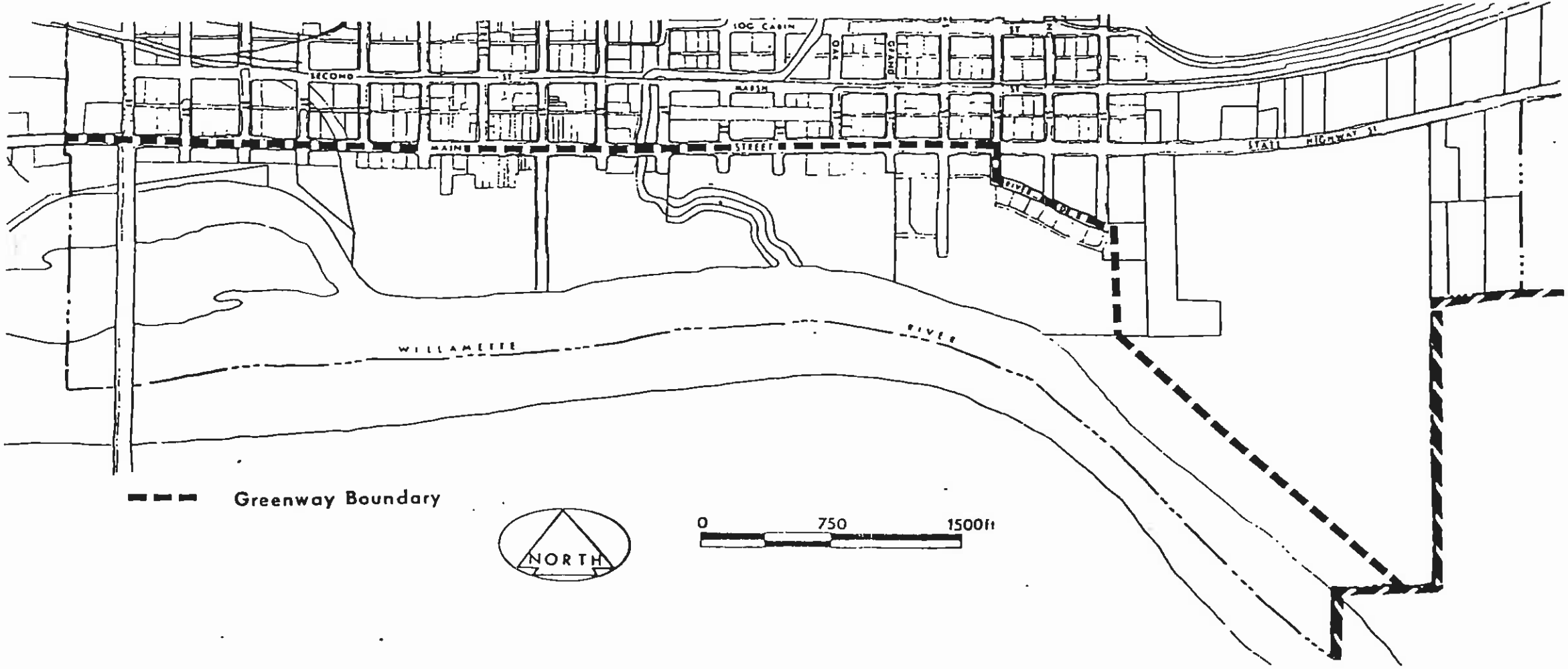


## LEGEND

-  AGRICULTURE
-  VEGETATIVE COVER
-  VISIBLE FROM RIVER
-  GREENWAY BOUNDARY



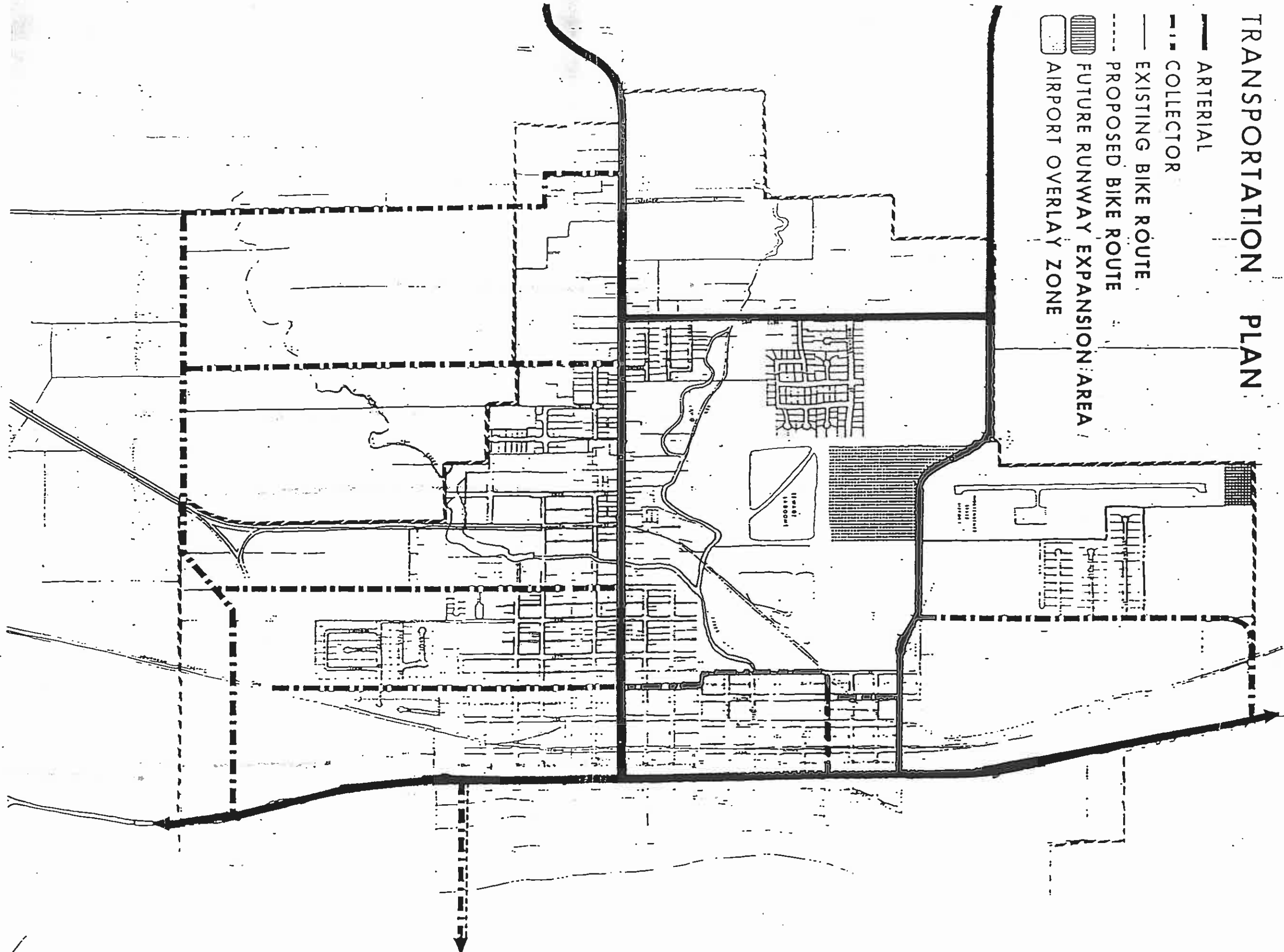
# INDEPENDENCE PROPERTY LINE MAP



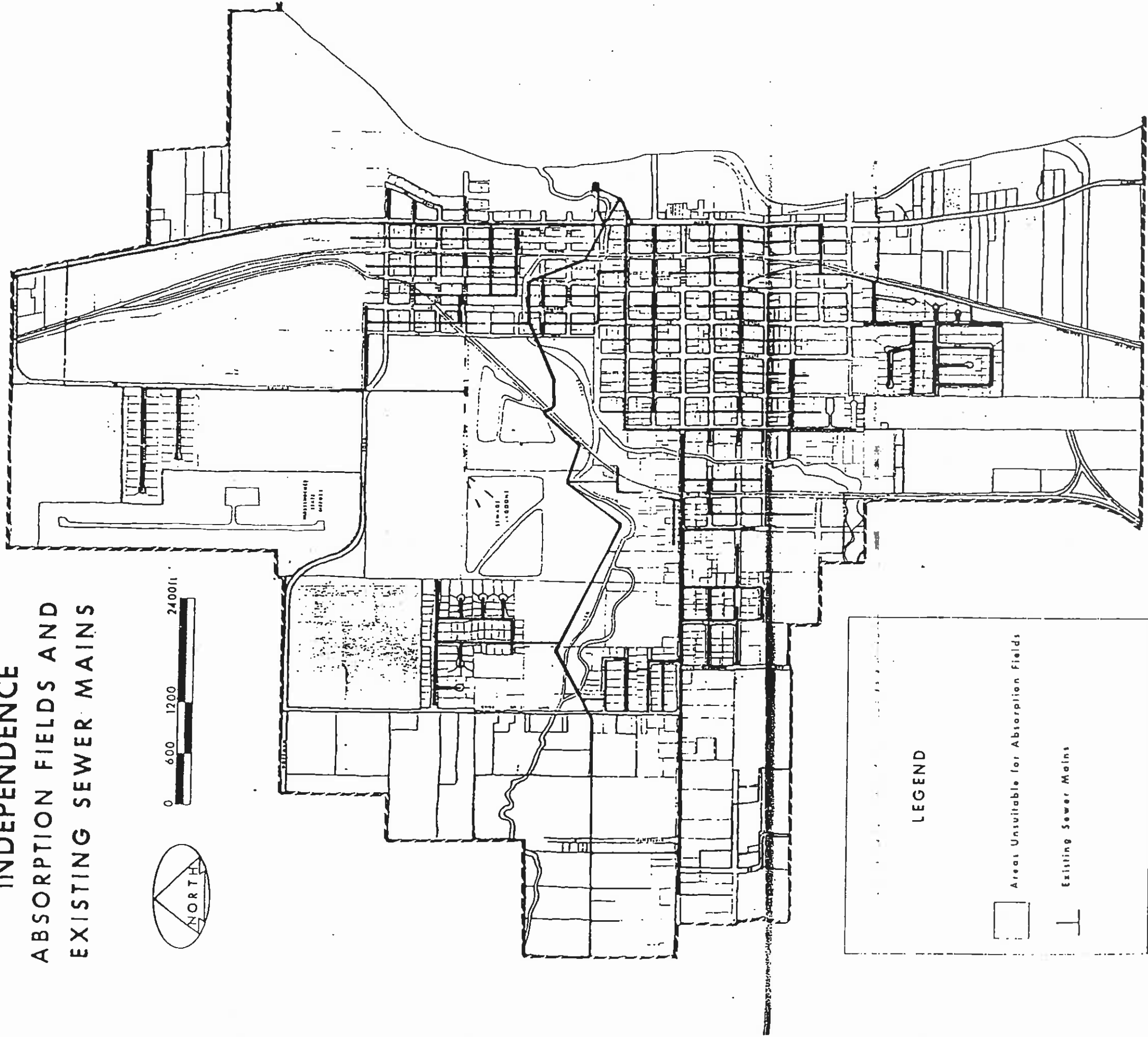
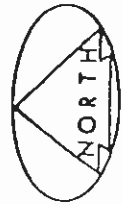


# TRANSPORTATION PLAN

- ARTERIAL
- - - COLLECTOR
- EXISTING BIKE ROUTE
- - - PROPOSED BIKE ROUTE
- ▨ FUTURE RUNWAY EXPANSION AREA
- AIRPORT OVERLAY ZONE



INDEPENDENCE  
ABSORPTION FIELDS AND  
EXISTING SEWER MAINS

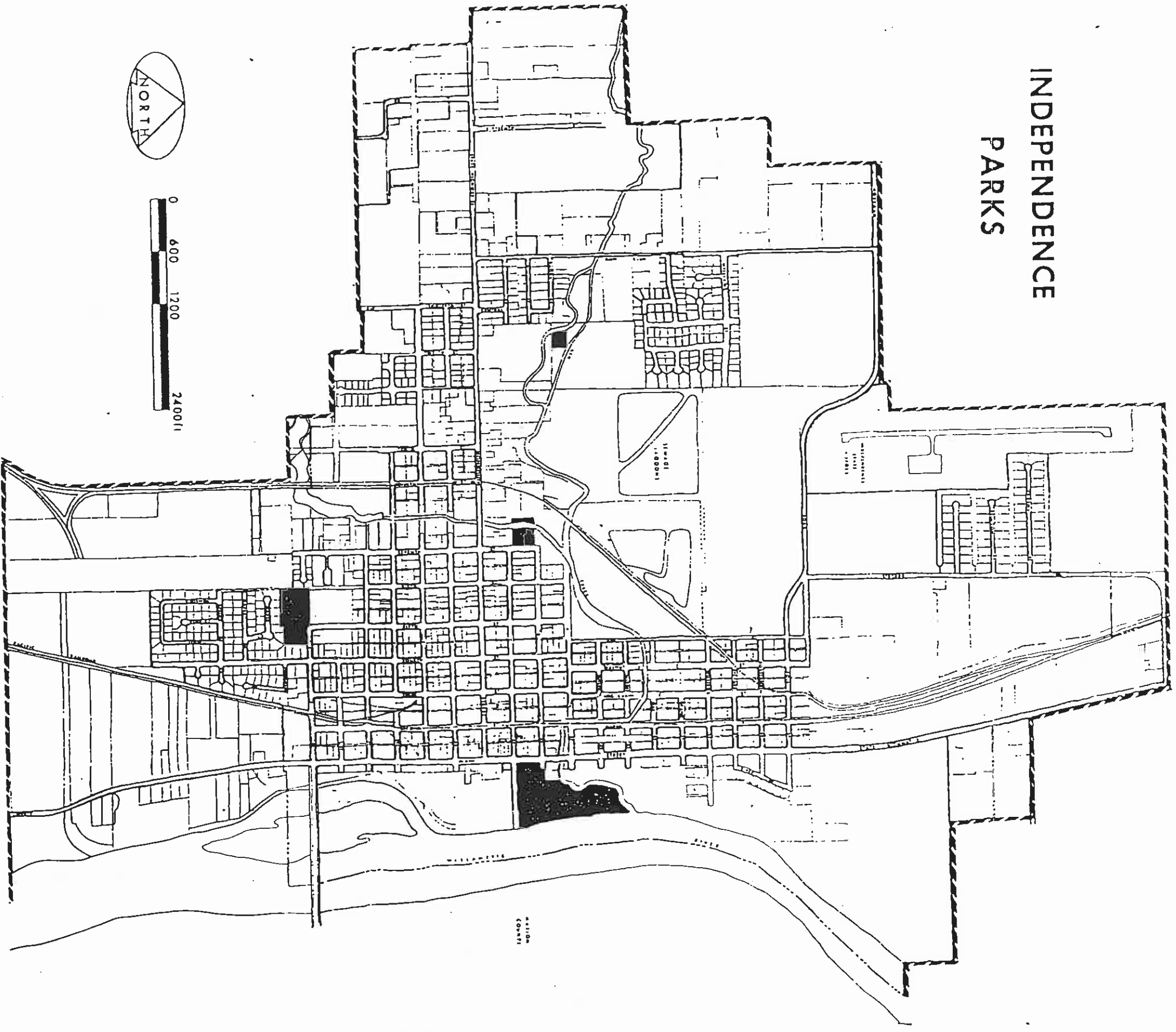


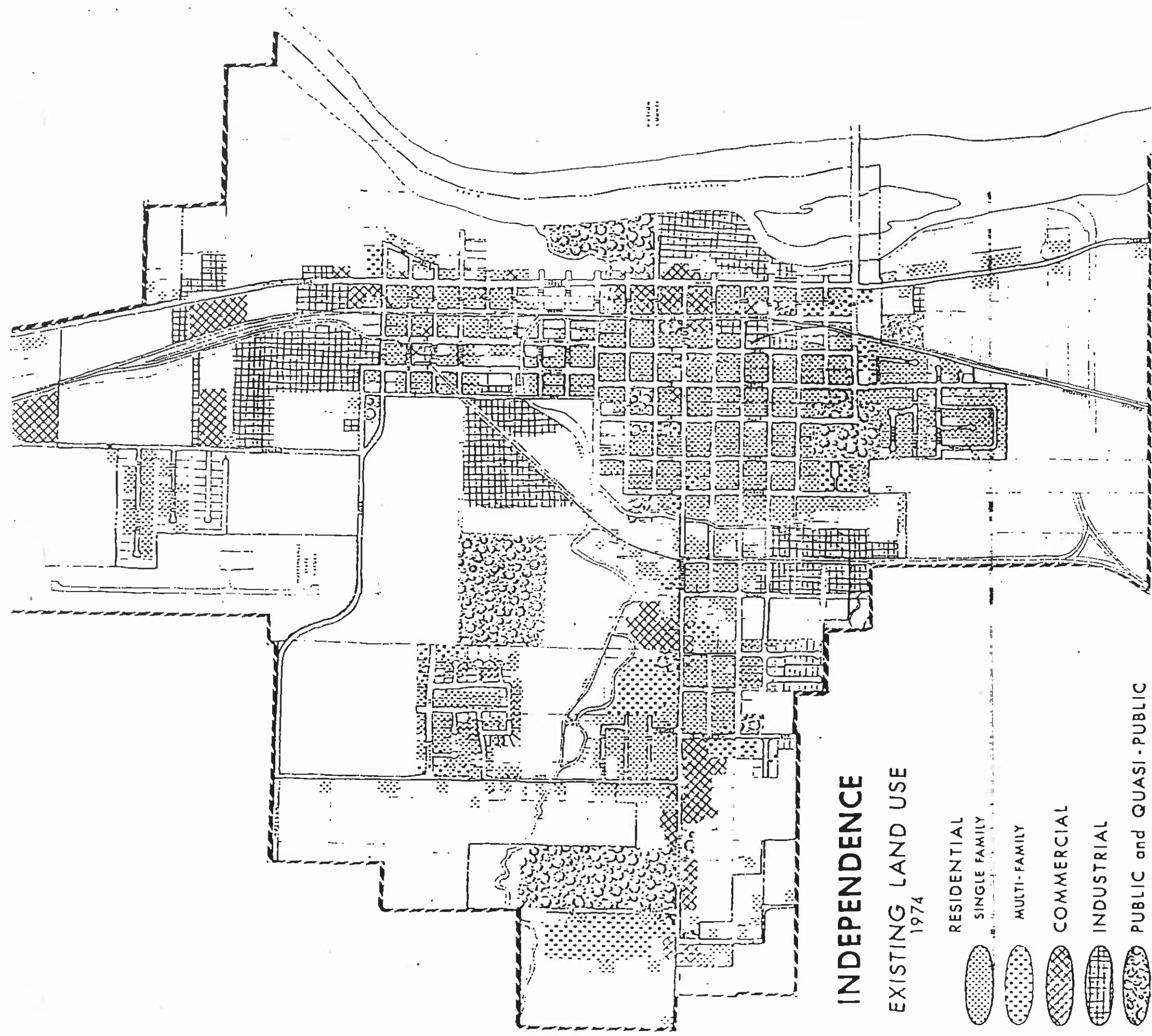
LEGEND

	Areas Unsuitable for Absorption Fields
	Existing Sewer Mains

September, 1979.

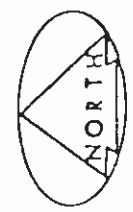
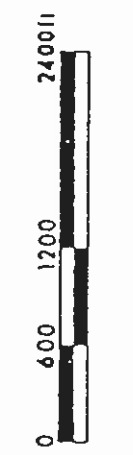
# INDEPENDENCE PARKS





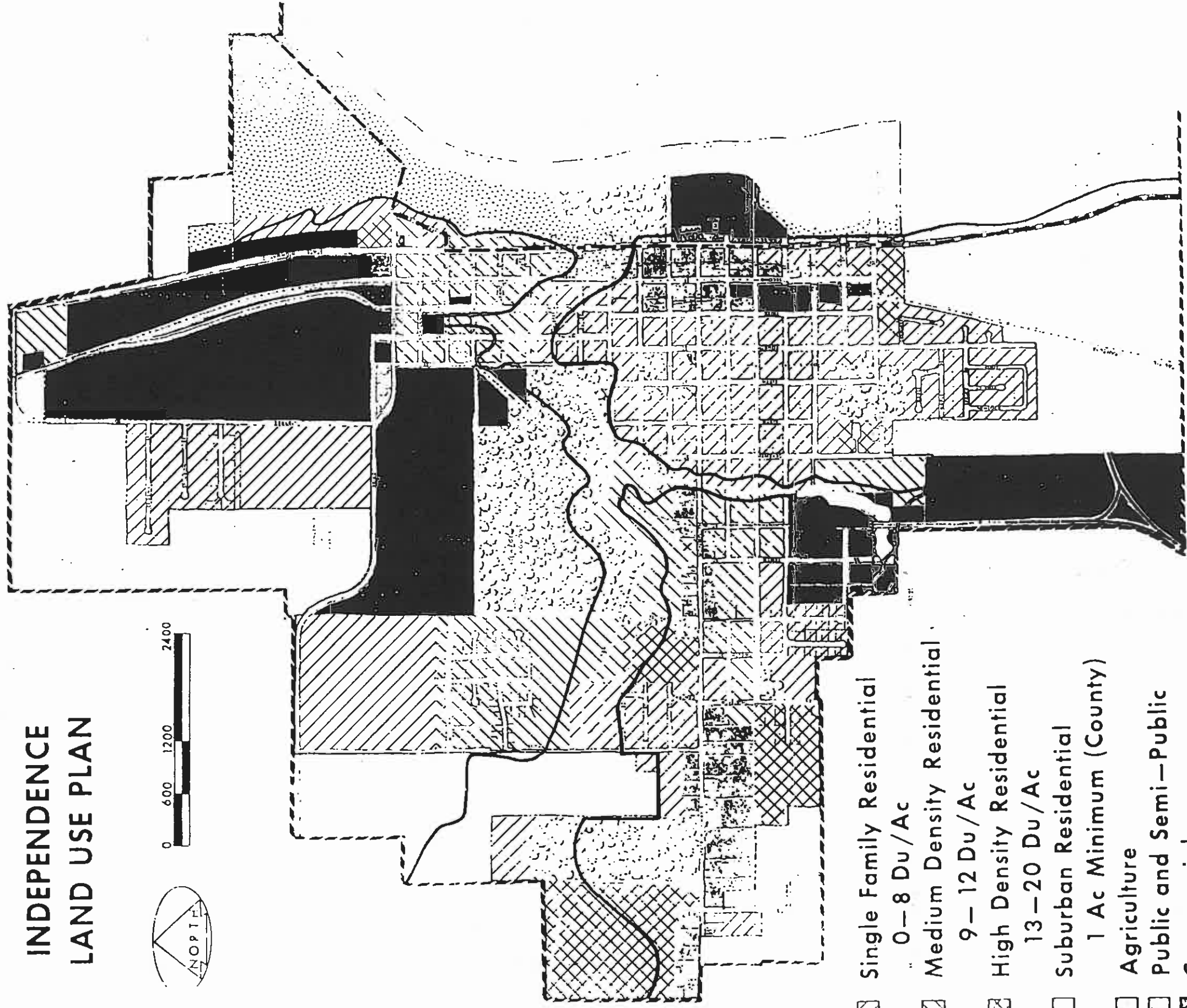
**INDEPENDENCE**  
**EXISTING LAND USE**  
 1974













- RESIDENTIAL SINGLE FAMILY
- RESIDENTIAL MULTI-FAMILY
- COMMERCIAL
- INDUSTRIAL
- PUBLIC and QUASI-PUBLIC
- VACANT and AGRICULTURE



September, 1979.

# INDEPENDENCE LAND USE PLAN



-  Single Family Residential  
0-8 Du/Ac
-  Medium Density Residential  
9-12 Du/Ac
-  High Density Residential  
13-20 Du/Ac
-  Suburban Residential  
1 Ac Minimum (County)
-  Agriculture
-  Public and Semi-Public
-  Commercial
-  Industrial
-  Urban Growth Boundary
-  City Limit
-  Special Flood Hazard Area
-  Greenway Boundary