

DRAFT REVISIONS ASSOCIATED WITH THE CENTRAL TALMADGE PLAN LAND USE ELEMENT

The following changes are proposed to the Land Use Element of the Independence Comprehensive Plan. The changes would adopt the Central Talmadge Plan by reference as part of the Comprehensive Plan and would make a variety of other small changes in the document.

LAND USE AND URBANIZATION

INTRODUCTION

A land use plan indicates the area into which various types of activities are expected to occur. Independence designates ~~seven~~ six (76) categories of land uses to be described and located on the land use map.

1. ~~Low Density Residential. Residential areas are anticipated to develop with housing, though incidental uses such as home occupations are sometimes present. The specific zoning designations in the Independence Development Code regulate the allowed uses. Areas designated as low density residential shall not exceed a density of eight (8) dwelling units per gross acre.~~
2. ~~Residential Single-Family Airpark. Residential Single-Family Airpark uses are located near the Independence State Airport in an area where the majority of homes have or will have aircraft hangars with access to an aircraft taxiway. 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.~~
34. 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.
45. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.
56. Public Services. Public Service uses include all government and semi-public lands and uses.
67. Agriculture. The Agriculture designation is intended to protect areas for the continued practice of agriculture and to permit the establishment of only those new uses that are compatible ~~to~~ with 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.

BUILDABLE LANDS INVENTORY

Residential Land

In 2022, the city conducted a residential buildable lands inventory as part of a Housing Needs Analysis. The City of Independence Housing Needs Analysis (2023) is adopted by reference as a portion of this Comprehensive Plan. Please view the document for background information on the residential buildable land inventory and residential land needs.

Commercial and Industrial Land

In 2007, the city conducted a buildable lands inventory (see page 102, Figure 1, Buildable Lands Inventory Map).¹ For each land type (residential, commercial, and industrial), the analysis was broken into two parts. The first part of the inventory described the amount of net buildable land, by zoning district, within the existing city limits. Next the inventory included a description of 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 designates, in general, the future use (residential, commercial, or industrial) for such properties.

The following parameters were used to determine whether land was vacant or redevelopable.

- Vacant commercial or industrial land includes all parcels with improvement values of less than \$5,000.
- Redevelopable commercial and industrial land included parcels in commercial and industrial zones where some limited improvements have been made, but where potential for redevelopment for more intense uses was probable. For the purpose of this analysis, redevelopable land was defined as commercial or industrial parcels with improvement values of at least \$5,000, where the ratio of land value to improvement value was 1:1 or greater.

The analysis also includes an assessment of land that was not buildable due to physical constraints. These areas have been subtracted from the amount of gross acreage that was considered buildable. Land that was considered unbuildable due to physical constraints included the following:

- **Riparian areas** located within 25 feet of Ash Creek protected by Independence Development Code Subchapter 54.105(A).
- **Floodways** identified on the FEMA Flood Insurance Rate Map protected by Independence Development Code Subchapter 51.
- **Floodplain areas requiring two (2) feet or more of fill.** ~~In order for~~For development to occur within floodplain areas, the city's current flood hazard ordinance requires development to be located at least

¹ The residential portions of this analysis were superseded by the 2023 Residential Land Needs Analysis conducted as part of the Housing Needs Analysis.

one (1) foot above the base flood elevation level. This often requires bringing fill in to raise the elevation of ~~the land located in the floodplain area~~. Floodplain areas requiring two (2) feet or more of fill are financially impractical for development due to the large expense associated with transferring fill from one area of the floodplain to another.

- **Wetlands** as identified on the National Wetland Inventory (NWI) and protected by state and federal regulations.

Commercial Land

Table 2 shows that approximately 14.3 net vacant acres were available for commercial development within the Independence city limits. (No land designated for future commercial use was located between the city limits and urban growth boundary.) Approximately 2.5 acres designated for commercial use could be considered redevelopable.

**Land Use - Table 2
Buildable Commercial Land
Independence, 2007**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within City Limits			
Commercial Office Zone (CO)	2.8	0.0	2.8
Commercial Retail Zone (CR)	8.1	1.8	9.9
Commercial Highway Zone (CH)	0.9	0.7	1.6
Net Buildable Acres Within the City Limits	11.8	2.5	14.3

Source: Polk County Assessor data, MWVCOG, 2007

Industrial Land

Table 3 shows the amount of buildable land for each industrial zoning district within the Independence urban area (both city limits and UGB). Approximately 90.4 net vacant acres were available for industrial development within the urban area. Of that amount, approximately 76.5 vacant acres were available within the city limits and an additional 13.9 acres were available between the city limits and UGB. Within the urban area, an additional 15.4 acres designated for industrial use could be considered redevelopable.

**Land Use - Table 3
Buildable Industrial Land
Independence, 2007**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within City Limits			
Light Industrial Zone (IL)	47.1	8.1	55.2
Heavy Industrial Zone (IH)	29.4	7.3	36.7

Net Buildable Acres Within the City Limits	76.5	15.4	91.9
Between City Limits & UGB			
Industrial (I)	13.9	0.00	13.9
Net Buildable Acres Between the City Limits & UGB	13.9	0.00	13.9
Net Buildable Acres Within the Urban Area	90.4	15.4	105.8

Source: Polk County Assessor data, MWVCOG, 2007

LAND NEEDS ANALYSIS

The buildable lands inventory was used in conjunction with the 2029 population projection to determine if adequate land was available for future commercial, and industrial development.

Commercial and Industrial Land Needs

The Economics section of the Comprehensive Plan includes a 2029 forecast of local employment (see Economics). One purpose for forecasting local employment is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

Table 10-4 shows the forecasted 2029 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to two land use types as follows:

- Commercial: Retail Trade, Real Estate and Services.
- Industrial: Agriculture, Forestry, Fishing & Hunting; Construction; Manufacturing; and Transportation, Warehousing and Wholesale Trade.

Land Use - Table 10-4
Total Employment Growth by Land Use Type
Independence, 2029

Land Use Type	2029
Commercial	1,160
Industrial	1,947
Total	3,106

Source: MWVCOG, 2008.

To convert the employment growth shown in **Table 10-4** above to the number of acres needed by land use type, an assumption must be made regarding the density of jobs per acre.

Table 11-5 shows in 2005, the City of Independence had 1,406 industrial jobs located on approximately 93 acres of developed industrial land for an average job density of 15.1 jobs per net acre. The table also shows in 2005 the City of Independence had 1,035 commercial jobs located on approximately 44 acres of developed commercial land for an average job density of 23.5 jobs per net acre. This analysis assumes

that the job density will remain largely the same over time because the types of businesses that the City of Independence is likely to will likely attract will be similar to the businesses located in Independence today.

Land Use -Table 115
Commercial and Industrial Job Density
Independence, 2005

Land Use Type	2005 Jobs	2005 Developed Acres	Job Density
Commercial	1,035	44	23.5
Industrial	1,406	93	15.1

Source: MWVCOG, 2007.

Table 12-6 shows the amount of land needed to accommodate new commercial and industrial employment growth through 2029. Approximately 49.4 acres will be needed to accommodate projected commercial employment growth through this period. Approximately 128.9 acres will be needed to accommodate projected industrial employment growth through this period.

Economics -Table 126
Land Need by Land Use Type
Independence, 2029

Land Use Type	Total Employment Growth	Job Density	Land Demand (acres)
Commercial	1,160	23.5	49.4
Industrial	1,947	15.1	128.9
Total	3,106		178.3

Source: MWVCOG, 2008.

Table 13-7 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 there is a need for approximately 72.7 acres to meet the forecasted commercial and industrial land demand. Site constraints, such as steep slopes, wetlands, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

Land Use - Table 137
Comparison of Supply and Demand for Commercial and Industrial Land
Independence, 2008

Land Use Type	Vacant/Redevelopable Acres
Supply	
Commercial	14.3
Industrial ¹	105.8
Total Supply	120.1
Demand	
Commercial	49.4
Industrial	128.9

Total Demand	178.3
Surplus (Deficit)	
Commercial	(35.1)
Industrial	(23.1)
Total	(58.2)
Additional land needed for public uses - streets, parks, etc. (25% of 20-year land needs)	14.5
Total Commercial and Industrial Land Needs	72.7

Source: MWVCOG, 2008.

The city's existing commercial development policies state the city will retain the downtown as the dominant retail activity center, while the Central Shopping Plaza and the north Independence commercial areas will serve in supporting roles. To avoid the threat of new commercial areas competing with the downtown area and drawing businesses away from the downtown, and to ensure an efficient use of land inside the UGB, no new commercial areas were designated as part of 2008 Comprehensive Plan update.

The city identified the following measures to ensure an adequate supply of commercial land is available through the year 2029:

- **Infill and Redevelopment** - Independence plans to accommodate all of the city's forecasted commercial retail and a majority of the city's forecasted commercial service needs through infill and redevelopment of existing commercial areas. In addition to existing Comprehensive Plan policies that support this type of development, Independence adopted a new Comprehensive Plan policy to encourage the redevelopment of existing shopping and service facilities.
- **Commercial Redesignations** - Independence rezoned approximately 7.9 acres in the downtown area to Commercial Retail (CR) to provide additional opportunities for commercial development and strengthen the downtown as the primary commercial area within the city.
- **Commercial Services in Industrial Zones** - A limited portion of the city's forecasted commercial service land needs (one-third) will be accommodated on industrial land that allows commercial services that are compatible and complimentary to industrial uses. One-third of the city's forecasted commercial service land needs is approximately 11.7 acres. Examples of these uses include construction installation and repair services; transportation and heavy equipment repair and sales; vocational schools teaching construction and equipment repair services; recreation facilities; and; commercial uses that are ancillary to uses permitted in industrial zones (e.g. building supply showroom).

Based upon these measures, the city's employment land needs do not ~~include-require~~ designating new commercial centers either in or outside of the UGB. ~~Upon adding one-third of the projected commercial service land needs (11.7 acres) that will be accommodated on industrial lands to the projected industrial land needs (23.1 acres);~~ However, there is a need for approximately 34.8 acres of industrial land. **Table 14.8** shows that, upon considering land needed for streets and utilities, there is a need for a total of 43.5 acres of industrial land through the year 2029.

Table 148
Summary of Industrial Land Needs
Independence, 2029

Total amount of additional land needed within the UGB for future industrial use.	34.8 acres
Additional land needed for public uses - streets, utilities, etc. (25% of 20-year land needs)	8.7 acres
Total amount of additional land needed within the UGB for employment development	43.5 acres

Source: MWVCOG, 2008.

The City identified 43.5 acres for inclusion in the Urban Growth Boundary that would meet all of the projected need for industrial land. The property is located northwest of the existing UGB, adjacent to the Independence Airport and identified as Tax Assessor Map Number 8420, tax lots 300 and 400. The area to be included in the UGB would be designated as Industrial on the Comprehensive Plan Map and zoned Industrial Park (IP) upon annexation. The IP zone district allows industrial uses, in addition to some limited commercial services, and provides the greatest flexibility in meeting projected employment land needs through 2029.

To support city policies to maintain the downtown as the focus of commercial activity, the city’s remaining commercial land needs will be met through rezoning approximately 7.9 acres of land located adjacent to the downtown area to Commercial Retail (CR) in addition to, infill and redevelopment in existing commercial areas.

Public Land Needs

Public facilities and services needed for future residential and employment land needs were considered consistent with OAR 660-024-0040(9) which allows a local government to estimate the 20 year land needs for public uses (e.g. streets, parks, and schools) will require an additional amount of land equal to 25 percent of the net buildable acres determined for residential and employment land needs.

In addition to public land needs for future residential and employment areas, there is also a need for 41.1 acres of public land located west of the Independence State Airport to allow for airport expansion activities as indicated in the 1997 Independence State Airport Layout Plan.

The Independence State Airport, located on the northern edge of the city, is owned by the State of Oregon. The Independence State Airport is the only publicly-owned airport in Polk County. The airport serves an important role in economic development by providing an additional method of transport and opportunity for airport related businesses or industries requiring access to an airport facility.

In 1997, the Oregon Department of Aviation completed an Airport Layout Plan for the Independence State Airport. The Report provides for anticipated aviation facility needs over a twenty-year period. The improvements identified in the Report will allow the airport to continue to provide “safe, efficient, economical, and environmentally acceptable air transportation.”

As indicated in the 1997 Airport Plan, all of the development on the airport is located on the east side of the runway-taxiway system, which abuts developed land to the east (residential airpark land). The airport is bounded by Hoffman Road to the south, leaving the only area for future airport expansion activities to the west. The 1997 Airport Layout Plan also notes that the airport is currently at capacity for land side facilities, with all available airport owned property utilized, including all available hangar space.

To protect the long-term viability of the airport, the Airport Plan Report identifies the need to acquire a 41.1-acre aviation development reserve on the west side of the airport. The Airport Plan Report states the west side development reserve is the best option available to preserve continued aviation use of the site. The reserve provides for future general aviation parking and hangar development.

To meet future public land needs associated with the Independence State Airport, the City identified 41.1 acres for inclusion in the Urban Growth Boundary, consistent with the location identified on the 1997 Independence State Airport Layout Plan. The property is located directly adjacent to the western boundary of the Independence State Airport and identified as Tax Assessor Map Number 8420, Tax Lot 300 and Map Number 8417, Tax Lot 700. The area to be included in the UGB would be designated Public on the Comprehensive Plan Map and zoned Airport Development District upon annexation.

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, as well as any relevant Concept Plans adopted for the subject area.
8. The City may require preparation of Master Plans during the annexation process to ensure development of land is consistent with Comprehensive Plan and/or Concept Plan policies and requirements.
9. ~~The Southwest Independence Concept Plan~~ and Central Talmadge Plan ~~have~~ been adopted as ~~an~~ ancillary documents of this Comprehensive Plan. Background information and policies within the ~~Southwest Independence Concept Plan~~ plans will supersede information in this Comprehensive Plan in the event of any conflicts between the ~~two~~ documents.

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.
6. Independence shall encourage new single-family residential development to achieve an average density of 5.5 dwelling units per net acre and new multi-family developments to achieve an average density of 12.0 dwelling units per net acre.
7. Independence shall zone annexed land consistent with the Comprehensive Plan designations, as well as any relevant Concept Plans adopted for the subject area.
8. The City may require preparation of Master Plans during the annexation process to ensure development of land is consistent with Comprehensive Plan and/or Concept Plan policies and requirements.
9. The Southwest Independence Concept Plan and Central Talmadge Plan ~~have~~ been adopted as ~~an~~ ancillary documents of this Comprehensive Plan. Background information and policies within the ~~Southwest Independence Concept Plan plans~~ will supersede information in this Comprehensive Plan in the event of any conflicts between the ~~two~~ documents.

Figure 1: Independence Buildable Lands Inventory Map 2007



DRAFT REVISIONS ASSOCIATED WITH THE CENTRAL TALMADGE PLAN TRANSPORTATION ELEMENT

The following changes are proposed to the Transportation Element of the Independence Comprehensive Plan. The changes would adopt the Central Talmadge Plan by reference as part of the Transportation Element of the Comprehensive Plan. The proposed language would implement a small part of the recommendations in the Central Talmadge Plan.

TRANSPORTATION

The City of Independence Transportation System Plan (2021) and Central Talmadge Plan (2024) ~~are~~is adopted by reference as a portion of this Comprehensive Plan. Please view the documents for background information, as well as the goals and policies for ~~T~~transportation.