

# 2021 Transportation Growth Management Grant Application

## Instructions

Be sure to download and review the [2021 Application Packet](#) and [2021 Application Instructions](#) before filling out this grant application.

You can save your progress and revisit this form at any time by clicking the "Save" button at the bottom of the page.

***Applications must be received by July 30, 2021 at 11:59 p.m. (PDT)***

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## Applicant information

**Instructions:** Complete this information for the applicant. Provide both a designated contact and an authorized representative (if different than the designated contact) for your entity.

### Primary applicant jurisdiction

City of Independence

### Mailing address

555 Main Street, PO Box 7, Independence, Oregon 97351

### Website

<http://www.ci.independence.or.us>

### Contact person name

Fred Evander

### Contact person title

Community Planner

### Contact phone

(503) 837-1168

### Contact email

[fevander@ci.independence.or.us](mailto:fevander@ci.independence.or.us)

Would you like to receive TGM news and updates?

Yes

Authorized representative name, if different from the applicant contact

Authorized representative title

Phone

Email

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## List other participating local jurisdictions (if any)

Participating local jurisdiction	Providing match?
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## Project name and location

### Project title

Central Talmadge Plan

*Project area: Using either of the two fields below, attach a map of the project area or describe the area your project is located in.*

### Option 1: Project area map

tgm\_exhibit\_final\_reduced.pdf

### Option 2: Project area description

### ODOT region (1-5)

Region 2

[ODOT Region Map](#)

### Type of grant

Category 2: Integrated Land Use & Transportation Planning

### Summary description of project

This project would complete a subarea plan transform an auto-oriented, strip commercial portion of the City of Independence, centered around Central High School and Central Plaza Shopping Center, into a mixed-use center. As envisioned, the plan would build on the alternative transportation routes and amenities identified in the 2021 Independence Transportation System Plan and identify zoning changes necessary to promote a more vital, walkable/bikeable, mixed-use development pattern in the area.

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## Project cost table

<b>TGM funds requested</b>	<b>Consultant</b> \$88,000.00	<b>Local reimbursement</b> \$12,000.00	<b>Total TGM funds requested</b> \$100,000.00
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**Local match**

**Minimum Match (Calculated)**  
\$13,636.36

**Match to be provided**

**Labor, supplies and services during project**  
\$12,000.00

**Payment when Intergovernmental Agreement is signed**

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## Certifications

### **Certifications**

This application was prepared by staff of the primary applicant or staff of one of the involved jurisdictions

### **Certifications checkbox**

By checking this box, I certify that my organization listed above supports the proposed project, has the legal authority to pledge matching funds, and has the legal authority to apply for Transportation and Growth Management funds. I further certify that matching funds are available or will be available for the proposed project.

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## Eligibility requirements

Applications are reviewed on a pass/fail basis on each of the following three requirements.

Applications found to not meet each of these requirements will not be scored against the award criteria and will not be awarded a grant.

### **1. Clear transportation relationship**

A proposed project must have a clear transportation relationship and produce transportation benefits. A project must entail analysis, evaluation and selection of alternatives, development of implementation actions, and public involvement that results in a long range transportation plan, land use plan, or other product that addresses a transportation problem, need, opportunity, or issue of local or regional importance.

#### **Certification: Clear transportation relationship**

By checking this box, I certify that the project meets this eligibility criterion.

### **2. Adoption of products to meet project objectives**

A proposed project must include preparation of an adoption-ready product or products that lead to a local policy decision and that directly address the project objectives, such as a transportation system plan, comprehensive plan amendment, land use plan, code amendment, implementation program, or intergovernmental agreement. Projects are expected to include adoption hearings (or equivalent) by the governing body or to prepare products which will be adopted as part of a larger project.

**Certification: Adoption of products to meet project objectives**

By checking this box, I certify that the project meets this eligibility criterion.

### 3. Support of local officials

A proposed project must clearly demonstrate that local officials, both the primary applicant and any co-applicants, understand the purpose of the grant application and support the project objectives. A resolution of support, meeting minutes, or authorized letter from the governing body of all applicants (e.g. City Council, Board of Commissioners, or Transit Board) must be submitted with the application to meet this requirement.

**Upload your resolution, minutes or authorized letter from governing body of applying jurisdiction(s) here:**

Res.21-1556.AuthorizesTGMgrantappl.pdf

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## Award criteria

### Criterion 1: Proposed project addresses a need and supports TGM objectives (up to 40 points)

The project clearly and effectively addresses a local or regional transportation or transportation-related land use issue, problem, need, or opportunity and will achieve one or more of the TGM objectives.

Response instructions are on page 8 of the 2021 Application Instructions.

**Explain how your proposed project addresses a need and supports TGM objectives**

This project would complete a subarea plan transform an auto-oriented, strip commercial portion of the City of Independence, centered around Central High School and Central Plaza Shopping Center, into a mixed-use center. As envisioned, the plan would build on the alternative transportation routes and amenities identified in the 2021 Independence Transportation System Plan (TSP) and identify zoning changes necessary to promote a more vital, walkable/bikeable, mixed-use development pattern in the area.

The compelling nature of the project comes in part from the history of the area. In the late 1800s, residents of Independence and Monmouth created a rail line that traveled between the communities. The line promoted the growth of a small area between the cities – a townsite known as Talmadge – and contributed to the development of a horse racing track, lumber mill, and home sites in the area. While the horse track and railroad are long sense gone, and the town of Talmadge has been swallowed by the growth of Independence, the historic precedent of a transportation investment that facilitated the development of Talmadge has served as the inspiration for this proposal.

Our name for the project - “Central Talmadge Plan” - recognizes the history of the area and in part summarizes our vision for the project - a mixed-use walkable center near the historic settlement of Talmadge.

Vision for Central Talmadge

The Central Talmadge Plan would help transition the existing Central Talmadge from a vehicle-oriented strip used for daily commerce to a mix of uses, including residential, served by high-quality bicycle and pedestrian infrastructure, which would allow people to access daily needs without a personal automobile.

The project would reimagine the area around the Central Plaza Shopping Center as a mixed-use neighborhood at the nexus of new north/south and east/west alternative transportation corridors. One of these corridors would include improvements to E Street, which parallels OR-51 - and is envisioned as an "Alternative Modes Main Street" in the 2021 Independence TSP. Improvements to the right-of-way (which incidentally housed the original railroad in the area) would link several low-income neighborhoods to the downtowns of Independence and Monmouth and open existing vacant properties to new mixed-use development or affordable and senior-oriented housing. The route would also provide a safe and effective way for the City to promote alternative modes to limit greenhouse gas (GHG) emissions.

Strategies to enhance transit service, including improved stops would also be considered. These efforts would build on a recent study conducted by Independence, the City of Monmouth, Western Oregon University and Cherriots to understand the feasibility of a new trolley that could supplement existing transit service. Based on the results of the study, the state legislature allocated funding to implement a pilot effort. Effectively integrating the trolley service into the larger neighborhood will help further the non-motorized, mixed-use character desired for the area.

#### Existing Conditions

Several items make the project a priority for the City:

1. The area is a center for daily activities in Independence. The area contains the high school and middle school for Independence and Monmouth, a strip-style shopping center called Central Plaza, a cluster of professional/commercial services including grocery stores, and existing and planned residential development.

The Central Talmadge Plan would help improve the nonmotorized connections between existing uses (TGM Objective 1) and develop a more vibrant center characterized by a walkable, mixed-use development pattern (TGM Objective 2).

2. Several large vacant parcels are present in the area, including the only large tracts of remaining commercial vacant land in the City of Independence.

The plan would get ahead of the imminent development of the land and support well-designed activities that promote the economic vitality and livability of the Central Talmadge area (TGM Objective 3). The plan would additionally focus the growth to an area that is currently used daily by the community and would utilize existing utilities and transportation infrastructure to help minimize public costs (TGM Objective 4).

3. A highly disconnected transportation network with few alternative or non-motorized options currently serves the neighborhood, and the bulk of trips are taken by personal automobile as a result.

The plan would support alternatives to the personal automobile and promote greenhouse gas reduction through the refinement of the "Alternative Modes Main Street" along the E Street corridor and the identification of improvements to area transit facilities (TGM Objective 5). These amenities would facilitate new transportation options for residents (TGM Objective 1) and establish a pedestrian-oriented public realm around which a walkable, vital mixed-used Central Talmadge could be developed (TGM Objective 2).

## **Criterion 2: Proposed project is timely and urgent (up to 25 points)**

The application demonstrates timeliness and urgency. The project is needed now to:

- address pressing local transportation and land use issues
- make amendments to local plans or regulations necessitated by changes in federal regulations, state requirements or regional plans
- make amendments to local plans or regulations necessitated by changes that were not anticipated in previous plans, including growth or lack of growth, changes in land-use patterns or changes in available funding
- build on, complement or take a necessary step toward completing or implementing other high priority community initiatives, including Governor's Regional Solutions Team priority
- resolve transportation or land use-related issues affecting the project readiness of local, regional or state transportation projects for which funding is expected to be obligated within the near future

Response instructions are on page 10 of the 2021 Application Instructions.

### **Explain how your proposed project is timely and urgent**

This project has grown out of several recent City and regional planning initiatives - including the Independence 2040 Vision Plan, Independence Transportation System Plan (TSP), and the Monmouth Independence Trolley Plan - and the timeline for implementation is urgent. Key factors including the presence of elected and stakeholder support, the continued rapid growth of the community, and pending projects such as the Monmouth Independence Trolley (MIT) Pilot Project prove the importance of the effort.

### **Key Support is Currently in Place**

The City's 2040 Vision plan (completed in 2020) – which engaged over 2,000 people in its development – identified enhancements to the area around Central Plaza and Monmouth Street as key priorities. The plan, which sought to promote a dynamic local economy and vibrant livable places, presented Central Talmadge as a key center of the community, and sought to promote the livability and vitality of the neighborhood.

The Independence TSP (completed in 2021) furthered these concepts and focused much on improving the alternative transportation infrastructure in the area. These infrastructure investments were envisioned to enhance the livability of the area, improve methods for school kids to get to school and encourage more people to use alternative modes in our flat and inherently walkable and bikeable community. The efforts were also seen as key step to reduce travel cost burdens for disadvantaged individuals and limit the greenhouse gas emissions (GHG) associated with personal automobiles.

### **The Window for the Opportunity is Narrow**

Given the scope of our aspirations and the components necessary to make the plans a reality, the best opportunity for the success of the project is now. Reasons for our urgency include:

Vacant Land Along E Street Corridor. Much of the land in the area, especially the commercial portions along the E Street corridor, remains vacant and the City has the potential to guide the manner in which the lots develop. Given this ability, it is critical that we act quickly to identify and codify the zoning and code changes that will enable Central Talmadge to become the mixed-use, pedestrian-oriented neighborhood envisioned. With the development code changes in place, the City will be able to work with property

owners and developers to implement the vision before ongoing development outpaces our ability to act.

**Speed of Growth in Independence.** The City of Independence is growing rapidly, and the rate of development forces the City to act soon (to be in front of the growth). Over the next 20 years, several hundred homes will be built in or near Central Talmadge and urgent action is needed to ensure that a high-quality non-motorized network exists, and future trips are not reliant on the personal automobile.

**The MIT Pilot Project.** The recent funding of the MIT pilot project makes action to identify how best to serve the area with transit and transit amenities essential. Currently the disconnected pedestrian system in Central Talmadge forces transit to take an unnecessary turn onto 13th Street, which adds minutes to all routes that travel through Independence. This turn will not be feasible for the trolley, which is intended to operate quickly along Monmouth Street/OR-51. Given our hope for the success of the trolley, and the state's investment in the effort, it is imperative to better design the transit stops and pedestrian system to ensure the pilot's success.

### **Criterion 3: Proposed project approach supports policy decision (up to 20 points)**

The application demonstrates a clear approach to achieving the expected outcome and includes consideration for adoption. Where substantial coordination with other local, regional, and state planning efforts will need to occur, the mechanisms and responsibilities for the coordination are clear.

Response instructions are on page 11 of the 2021 Application Instructions.

#### **Explain how your proposed project approach supports policy decision**

This project will engage community members to envision the transportation improvements, land uses (such as affordable and senior housing), and community design necessary to promote the equitable, vital, and highly livable future envisioned for the Central Talmadge area. Adoptable materials from the project will include an area plan and any changes to the City's Development Code that are necessary to promote the articulated vision. A local stakeholder/advisory committee will guide the project.

Our project approach is described in detail below:

#### **Task 1 Inventory Existing Conditions and Establish Initial Goals**

1.1 Project Kickoff. Establish a Project Management Team, identify stakeholders, and assemble key background material. Identify a Central Talmadge Advisory Committee (CTAC).

1.2 Hold a Project Management Team Meeting with Consultant. Meeting will clarify goals for the project and establish a schedule for completion.

1.3 Create an Existing Conditions Report. Report will include physical and policy conditions in the area, including topography, wetlands, traffic patterns, and nearby parks and trails; utility considerations; existing development regulations; and opportunities and constraints for development inside and near the project area.

1.4 Hold Kick-Off Meeting with the CTAC. Meeting will summarize the existing conditions report and identify stakeholder goals for the project.

#### **Task 2 Community and Stakeholder Visioning**

2.1 Conduct Community-Wide Public Outreach Event/Activity. Outreach will foster a community discussion

about the potential development of Central Talmadge. Materials will be highly visual and be in both Spanish and English.

2.2 Conduct In-Person/Focus-Group Interviews with Key Property Owners and Stakeholders. Outreach will identify and reach key groups including Central High School students, residents of Colonia Amistad and Richmond Square Apartments, parishioners of St. Patrick's Catholic Church, area business owners, Cherriots, the Independence City Council and City Boards and Commissions. Key property owners to be engaged include Central School District and the owners of the Central Plaza Shopping Center.

2.3 Prepare an Outreach Summary Report. Report will summarize the desires of the public and various stakeholders gathered through Task 2.

### Task 3 Alternative Preparation and Analysis

3.1 Preparation of Alternative Designs and Options for Implementation. Materials will summarize alternative strategies for the development of the area. The presentation of the alternatives will be highly visual to encourage ease of understanding by Spanish and English-speaking populations, and will incorporate a variety of options for roadways, non-motorized transportation infrastructure, arrangement of new structures and green spaces. A transportation analysis for any proposed upzoning will be included.

3.2 Hold Meeting with CTAC to Discuss the Proposed Alternatives. Meeting will gather feedback about the suggested alternatives and any needed changes to be made.

3.3 Joint City Council/Planning Commission Meeting. Meeting will check-in with the Council and Planning Commission to gather perspectives about the proposed alternatives.

3.4 Solicit Community Feedback on the Potential Alternatives. Outreach will revisit key groups and stakeholders contacted in Task 2 to receive feedback.

### Task 4 Draft Plan

4.1 Assemble a Draft Plan and Development Regulation Changes. Drafts will summarize the preferred alternatives identified through the public outreach process.

4.2 Hold CTAC Meeting to Consider Suggested Documents. Meeting will discuss the draft plan and development regulation changes, as well as potential concerns and changes to be made.

4.3 Communicate Details about the Drafts to Community Residents. Outreach materials will explain the draft plan and changes to the development regulations in a simple visual manner designed for both Spanish and English-speaking populations. Comments received will be integrated into the formal Planning Commission and City Council review of the plan.

### Task 5 Adoption

5.1 Provide notice to DLCD. Notice of the draft documents and hearing will be provided to the Oregon DLCD.

5.2 Prepare and Present Materials Necessary to Adopt the Plan and Development Regulation Changes. Public Hearings will be held by the Planning Community and City Council, prior to adoption of the changes.

5.3 Adoption. The City Council will adopt the documents by Ordinance.



## **Criterion 4: Proposed project has community support (up to 5 points)**

The application demonstrates that there is local support for project objectives, a commitment to participate, and a desire to implement the expected outcome.

Response instructions are on page 13 of the 2021 Application Instructions.

### **Upload letters of support from stakeholders here**

support\_letter\_centralplaza.pdf

support\_letter\_csd.pdf

support\_letter\_monmouth.pdf

support\_letter\_cherriots.pdf

support\_letter\_gate.pdf

## **Criterion 5: Proposed project sponsor is ready and capable (up to 10 points)**

The application demonstrates that the local government is ready and able to begin the project within the TGM timetable and that there is local commitment and capability to manage and complete the project. The application demonstrates, if applicable, successful performance on previous TGM projects.

Response instructions are on page 14 of the 2021 Application Instructions.

### **Explain how proposed project sponsor is ready and capable**

The City of Independence has a long history of completing and implementing TGM projects. This history extends through multiple staff transitions and occasionally challenging staffing levels. The City seeks TGM funding for priority projects, and prioritizes staffing accordingly.

Senior Planner Fred Evander will be the City lead for this project. Fred has nearly 15 years of planning experience, including project management of several similar grants such as the recent TGM-funded update of the Independence Transportation System Plan, and the 2020 feasibility study for the Monmouth Independence Trolley Project. His familiarity with those plans, as well as his knowledge of land use and urban design make him ideal to lead the effort.

Shawn Irvine, the City's Economic Development Director will assist in the project. Shawn has managed and collaborated on TGM-funded planning projects at the City since the 2007 TSP update. He has also managed several other state and federal grants that have furthered the livability and vitality of Independence.

The City of Independence considers the Central Talmadge Plan to be a priority project and is prepared to contribute significant staff time to match the TGM grant and ensure the project moves forward expeditiously.

City of Independence prides itself on engagement with its residents and is accustomed to frequent check-ins with the community during a project. We are willing and able to take innovative approaches to achieve our goals if the situation dictates. The City's recent TSP update was completed during the COVID crisis but nonetheless benefitted from strong community input via a variety of virtual open houses, surveys, stakeholder interviews, and informational videos. We plan to take the same approach to the Central Talmadge Plan.

**If applicable, list local jurisdiction's TGM projects within last 10 years and their status**

**If applicable, list local jurisdiction's TGM projects within last 10 years and their status**

<b>TGM File Code</b>	<b>Project Title</b>	<b>Status</b>
2B-18	TSP Update	Before City Council for adoption August 10.
C2C2-13	Quick Response, City of Independence Valley Concrete Development Site	Complete. Development of area ongoing.
2E-10	Urban Growth Boundary Concept Plan	Complete. Development of area ongoing.

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## **Required forms**

**Title VI: Racial & Ethnic Impact Statement form**  
racial\_ethnic\_impact\_statement.pdf

[Download the Racial & Ethnic Impact Statement form here](#)

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**Today's date**  
7/30/2021

**If you encounter any issues with the submittal process, please contact:**

Rachael Levasseur  
Planning Section Web Coordinator  
[Rachael.LEVASSEUR@odot.state.or.us](mailto:Rachael.LEVASSEUR@odot.state.or.us)