

# CENTRAL TALMADGE PLAN

*Building a more vibrant and cohesive hub between  
Independence and Monmouth*



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The Central Talmadge Plan is adopted as an ancillary document of the Comprehensive Plan. Background information, appendices and policies within the Central Talmadge Plan will supersede information in the Comprehensive Plan in the event of any conflicts between the two documents.

The transportation improvement projects outlined in this plan are designed to align with and support the anticipated changes in land use standards and policies resulting from this planning process. These projects include enhancements to the City's pedestrian, bicycle, transit, and motor vehicle systems, improving access and circulation within Central Talmadge. If a conflict arises between the projects in this plan and those in the Independence Transportation System Plan (TSP), the projects in this plan will take precedence. The City of Independence should refer to this plan when making transportation improvement decisions in Central Talmadge until these projects are incorporated into the TSP.

This project is funded by a grant from the Transportation and Growth Management ("TGM") Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the federal Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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# PREFACE

## INTRODUCTION

Central Talmadge, the previously unnamed area surrounding Central Plaza Shopping Center and Central High School, is a long-standing center for daily activities and a civic anchor in Independence. Today, Central Talmadge is home to:

- Public schools for Independence and Monmouth.
- Strip-style shopping including grocery stores and professional/commercial services.
- A mixture of residential development including multifamily development, manufactured home parks, and lower-density development. Areas of planned residential development are also nearby.
- Several large vacant parcels including some of the only remaining undeveloped commercial land in Independence.

Central Talmadge is conveniently located on Monmouth Street (OR-51) between the downtowns of Independence and Monmouth, benefiting from regular transit service from the MI Trolley and Cherriots bus. However, the greater transportation network is

incomplete and auto-focused with limited walking and biking options. Increasing traffic demands on the already constrained OR-51 further highlights the need for alternative transportation solutions.

### CENTRAL TALMADGE PLAN OBJECTIVE

Seeking to reimagine Central Talmadge as a mixed-use, multimodal neighborhood, the City of Independence initiated the Central Talmadge Plan.

The Plan aims to create a new center—or heart—within the community, focused around the commercial, cultural, social, and health service activities available near Central High School. The Plan seeks to transition the primarily auto-oriented neighborhood and commercial area near the school into a more walkable, bikeable, and transit-friendly neighborhood with new and enhanced community gathering spaces and activities. The changes are also promote safe and convenient access to and through the neighborhood for people of all ages and abilities.



Fig. 1: Project Area Context

The Plan builds on the Independence Vision 2040 Plan and the Independence Transportation System Plan as well as other previous planning and engagement efforts to:

- Redevelop the area around Central Plaza to create a more dynamic commercial, retail and service hub in the heart of the town.
- Link developments including apartment complexes and nearby manufactured home parks to the downtowns of Independence and Monmouth, and nearby goods and services.
- Open existing vacant properties to new mixed-use development and affordable and/or senior-oriented housing.
- Identify zoning changes necessary to enable and promote a more vital, walkable/bikeable, mixed-use development pattern in the area.

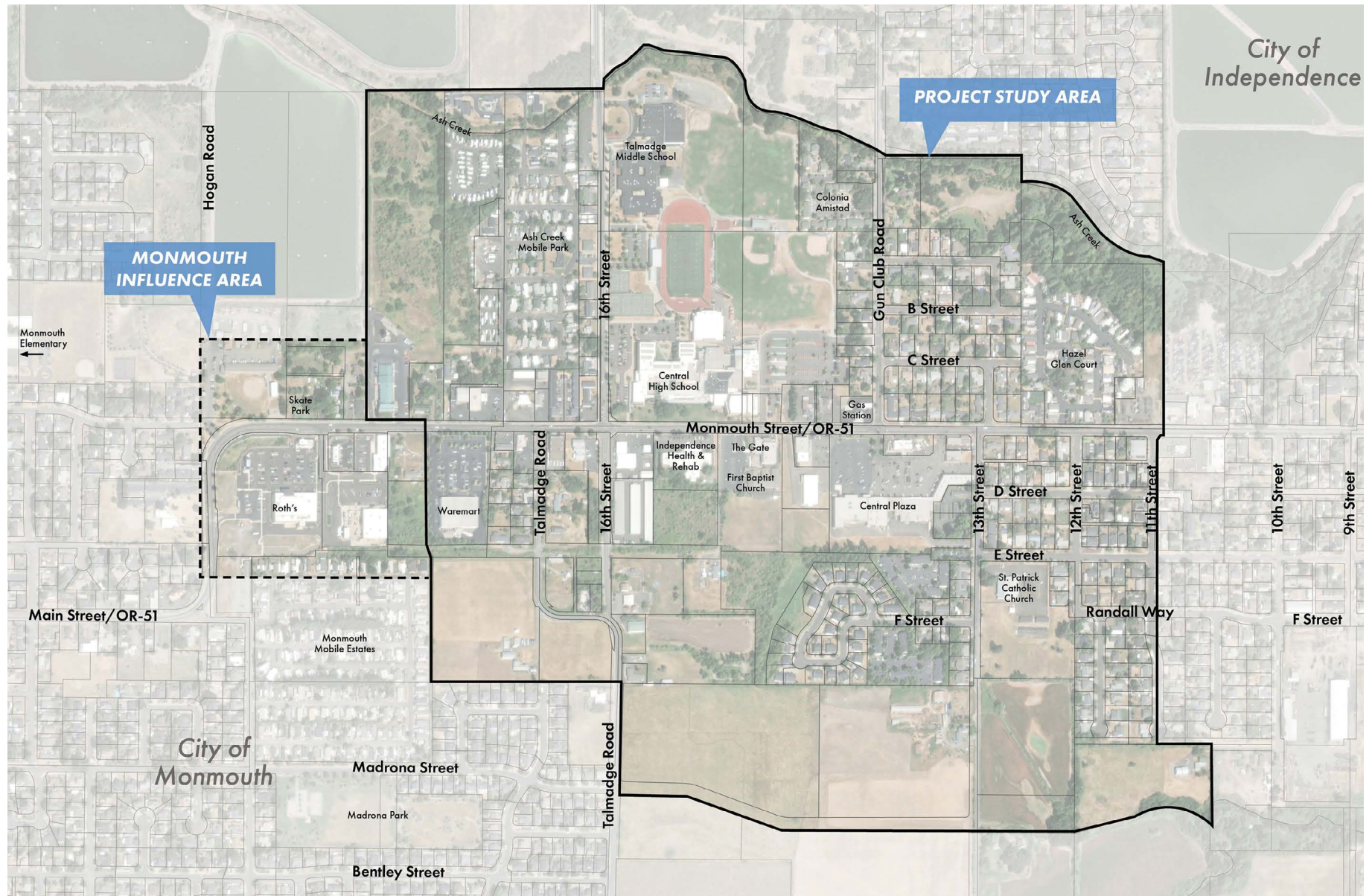


Fig. 2: Project Study Area



# PROJECT PROCESS



Fig. 3: Community Open House #1: Display Boards<sup>1</sup>

## Project Initiation: Set the Game Plan

During the initial phase, the project focused on connecting with City leadership, stakeholders, a project advisory committee, and the public. This involved defining the project scope, examining background information, and evaluating the area's physical, economic, and regulatory factors that impact redevelopment.

## Build the Vision: Identify the Possibilities

Directed by City staff with input from the project advisory committee, the project team developed a vision statement and guiding principles followed by land use and transportation concepts to fulfill the community's vision.

## Adopt the Plan: Create the Road Map

Shaped by community input, the Central Talmadge Plan reflects shared community values. The implementation strategy outlines projects, responsibilities, and timelines to implement the key projects. Policy and regulatory recommendations ensure projects align with community goals.

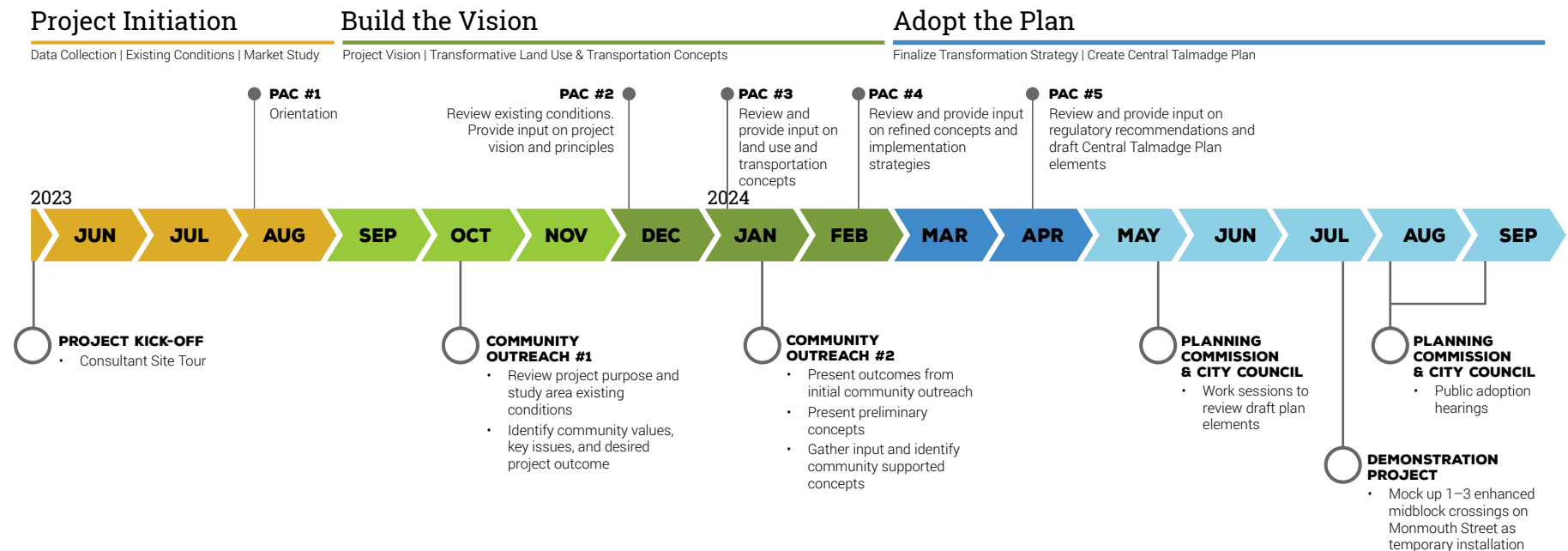


Fig. 4: Project Process and Timeline



# COMMUNITY ENGAGEMENT

A Community Engagement Plan was created to serve as a roadmap for engaging the community in a meaningful and inclusive manner throughout the planning process. By incorporating diverse perspectives, building trust, and fostering collaboration, the project team aimed to create a sense of ownership among community members and ensure that the final plan reflects their needs and aspirations.

## PREVIOUS ENGAGEMENT EFFORTS

The City of Independence has conducted a variety of Planning projects in and around the Central Talmadge area over the past several years. These projects include:

**The Southwest Independence Concept Plan (2012).** This plan considered how to develop much of undeveloped residential land south of Central Plaza. The planning for the area was conducted shortly after the time that much of the land in the area was brought into the City of Independence, and considered key items such as how to

incorporate more intense forms of housing and open space in the area. The plan engaged many of the landowners in the area.

**The Independence Vision 2040 Plan (2020).** The 2040 Vision Plan established a community vision for Independence over the next 20 years and solicited feedback from a broad section of community members. The plan identified Monmouth Street Revitalization and Central Plaza Redevelopment as Key Focus Projects within the plan.



Fig. 5: Community Open House #2: Community Discussion<sup>2</sup>



**The Independence Transportation System Plan (2021).** This plan identified the transportation needs of the community over the next 20 years and solicited feedback from a broad section of community members through items such as online open houses, video presentations, and outreach to local groups. The plan identified projects such as the creation of an “Alternative Modes Main Street” along the E Street corridor and the creation of a Mobility Hub near Central Plaza - key foci of the Central Talmadge project.

**The Local Transit Feasibility Study (2021).** This plan considered how to run a trolley between Monmouth and Independence, and was implemented as part of the MI Trolley Pilot Project.

**The City of Independence Housing Needs Analysis (2023).** This plan considered housing needs in the City of Independence and articulated strategies to address the needs. The plan included several videos and individual outreach to target groups such as low-income and populations and historically underrepresented groups in the community. Among the strategies articulated include “identifying targeted areas to rezone for higher density housing” and “evaluating



Fig. 6: Student Outreach at Central High School<sup>3</sup>

strategies to increase development of multi-family and townhouse units in the Mixed-Density Residential (MX) Zone” - activities that will help to guide strategies for the Central Talmadge area.

# CENTRAL TALMADGE OUTREACH OVERVIEW

The project team and City staff facilitated engagement with the community and stakeholders within the project area. Engagement sessions included one-on-one interviews, focus groups, advisory committee meetings, and community open houses. Public feedback was gathered through direct conversations, open house activities, as well as online and paper surveys available in English and Spanish.

## OUTREACH METHODS

Outreach included a [project website](#) that offered an overview of the project area, its purpose, and timeline. Online surveys provided opportunities to gather feedback, identifying the community's vision for Central Talmadge and preferences for preliminary design concepts. For project communication, the City utilized the project website, social media channels, mailers, and the community email newsletter, River City Briefs.

## ENGAGEMENT SESSIONS

### Stakeholder Interviews

The consultant team led a series of 10 stakeholder interviews in the initial stage of the project to identify key issues and desired outcomes for the project.

### Focus Group Interviews

The consultant team conducted two focus group interview sessions to identify key issues of concern, obtain input on a vision and goals, and solicit input on how the

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### Stakeholder Interviews & Focus Groups

#### School District

- Superintendent Kubista

#### Commercial Properties

- Central Plaza – Brent Nomura
- Independence Health & Rehab – Jacob Heiman
- Jade Terrace – Kat Tse
- Waremart – Mark Lavin

#### Single Family Residential Property Owners

- Jason & Samantha Altermatt
- Jim Newbeck
- Phil & Dee Garrett

#### Multi-Family & Lower Income Neighborhoods

- FHDC/Colonia Amistad - Ramon Martinez
- Falcon Loop, Park West, E Street Residents (5)
- Ash Creek Mobile Park - Lonnie, Grace, Doug

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### Community Open Houses

- Ash Creek Mobile Park - Lonnie, Grace, Doug

#### Project Advisory Committee (PAC)

- The PAC have met five times throughout the duration of the project to review and provide guidance on the development of the project deliverables.

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### Students

#### The Gate

- 6th-12th Graders at Tuesday Lunch & After School Hours (60)

#### Central High School

- Government Class (27)

29

### Online Survey

- Most respondents:
- Live in Independence
- Are adults, 35 and older
- Are home-owners
- Are white
- Offered in English and Spanish

### Other Outreach Methods

- **Aspirational Video**  
including project information and community member interviews ([watch here](#))
- **Public Display Boards**  
Printed boards with illustrative design concepts, renderings, and maps posted around town encouraging community feedback.

Fig. 7: Public Engagement Overview

organizations want to be involved in the project.

### Project Advisory Committee Meetings

The Project Advisory Committee (PAC) members were selected by the City as a representative cross-section of the community and included historically underrepresented groups, business owners, organizations, residents, and subject matter experts. The PAC convened for five meetings aligning with key project milestones and deliverables.

### Community Open Houses

Two open house events were conducted at project milestones, providing opportunities to gather stakeholder and community perspectives, and inform the project vision, guiding principles, and preferences for the conceptual mobility and land use development scenarios.

- **Milestone #1: Assets and Challenges.** The project team gathered community feedback on Project area-specific challenges and assets. Engagement findings informed the

project vision and guiding principles that served as a touchstone for conceptual planning.

- **Milestone #2: Design Concepts.** The project team gathered feedback on a range of preliminary land use and transportation concepts. Community feedback identified preferences for the preliminary concepts and refinements of the designs.

## ENGAGEMENT TAKEAWAYS

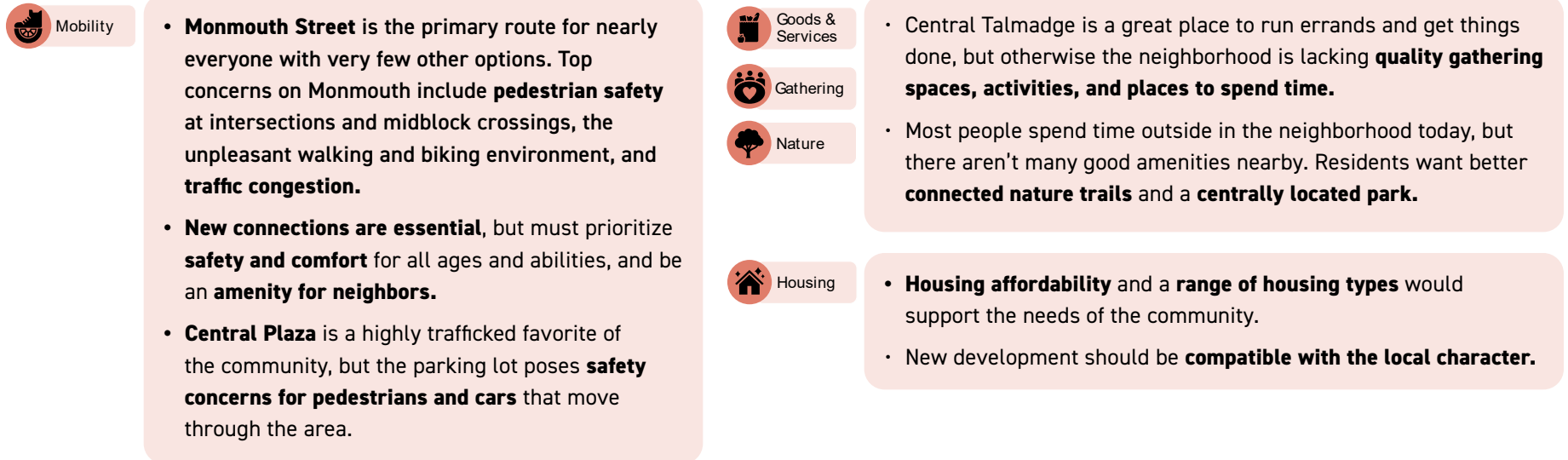


Fig. 8: Engagement Takeaways





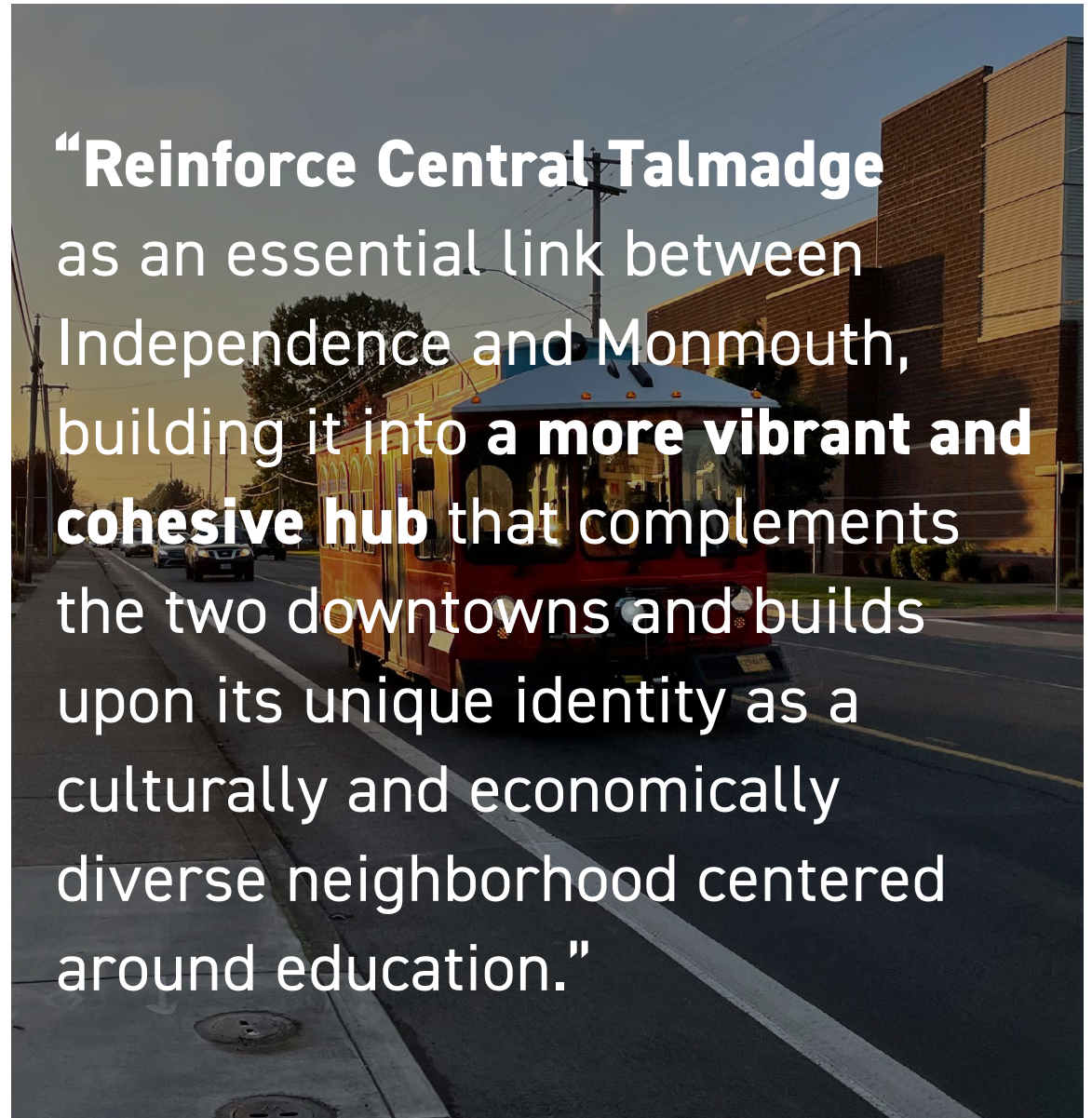


## **VISION AND KEY PROJECTS**

## VISION

The project vision statement outlines the overall purpose, direction, and desired outcome of the effort and aims to answer the question *why this project?*

The vision for the Central Talmadge Plan project is:



**“Reinforce Central Talmadge**  
as an essential link between  
Independence and Monmouth,  
building it into **a more vibrant and**  
**cohesive hub** that complements  
the two downtowns and builds  
upon its unique identity as a  
culturally and economically  
diverse neighborhood centered  
around education.”

Fig. 9: Vision Statement<sup>4</sup>



## GUIDING PRINCIPLES

Guiding principles were established for the Central Talmadge Project to serve as the cornerstone for evaluating land use and transportation concepts. They act as a benchmark to ensure that proposed development, enhancements, and strategies are in alignment with the community's vision.

Throughout the project, the guiding principles served as an evaluation tool for the design team as well as the community. As land use and transportation concepts were developed and presented to the community, each was assessed against these principles. This helped ensure that the project would not only meet current demands but also pave the way for sustainable growth and equitable development.

The following guiding principles provide the approach and objectives for realizing the vision of **creating a cohesive, unique hub in Central Talmadge.**



### MOBILITY

Expand travel options and improve connectivity to promote convenient and safe walking, biking, and transit access for people of all ages and abilities.



### GATHERING

Support active and integrated spaces that allow the community to gather between home, school and work, facilitate social connection, and promote cultural expression.



### NATURE

Enhance the neighborhood's parks and showcase the existing creeks and natural areas to provide easy access to nature and encourage physical activity and recreation.



### HOUSING

Support a variety of housing options and types for people and families of all ages, cultures, and income levels.



### GOODS & SERVICES

Encourage a diverse offering of goods and services by complementing existing businesses with new development that meets the community's daily and weekly needs.

## KEY PROJECTS

Directed by the project vision and guiding principles, five key projects were selected for their immediate potential to shape Central Talmadge into a vibrant and cohesive hub within a 5-10 year planning horizon. The key projects integrate land use and transportation concepts and expand upon prior planning work and projects identified in the Transportation Systems Plan.

### ① Monmouth Street Enhancements

New and enhanced crossings strengthen existing commercial nodes by improving access to businesses and destinations on both sides of Monmouth Street, while promoting safe movement along the corridor for pedestrians, bikes, transit, and cars.

### ② Ash Creek Connector

A planned trail connection runs north-south within the existing power line corridor to connect the Ash Creek Trail segment near Talmadge Middle School and the South Fork

of Ash Creek, providing safe and direct routes to schools, neighborhoods, and outdoor amenities.

### ③ E Street Connection

An alternative route for local travel prioritizes safe passage for pedestrians and bikes, connecting neighborhoods and outdoor amenities. The new E Street connection creates the opportunity for unique and distinct places to develop along the corridor including uses that serve the community such as various types of middle housing.

### ④ E Street Commons

The centrally located Commons Park provides a valuable amenity for the existing neighborhood and a focal point around which multi-family development can occur. Potential medium-density residential types include walk-up apartments, live/work units, and townhomes. The addition of housing and a park with gathering space in close proximity to Central Plaza and transit, helps reinforce Central Talmadge as a vibrant and cohesive hub.

### ⑤ Central Plaza Enhancements

Access improvements, including sidewalks and crossings, within the Central Plaza parking lot provide additional safety for pedestrians and drivers while optimizing parking.



Fig. 10: Central Talmadge Concept – Key Projects



# ① MONMOUTH STREET ENHANCEMENTS

New and enhanced crossings strengthen existing commercial nodes by improving access to businesses and destinations on both sides of Monmouth Street, while promoting safe movement along the corridor for pedestrians, bikes, transit, and cars.

## Elements

- Enhanced midblock crossing at the crossing between Gun Club Road and 16th Street
- New midblock crossings at 11th Street, 13th Street, and 17th Street
- Enhanced signalized crossings at the intersections of 16th Street and Gun Club Road.
- Enhanced sidewalks with landscape buffer\*
- Buffered bike lanes\*
- Transit stop shelters\*

*\*Potential future projects requiring right-of-way assessment and road widening*



## Mobility

Monmouth Street enhancements improve access and safety for all modes of transportation along Monmouth Street. Enhancing infrastructure for walking, biking, and transit will provide safer, more inviting facilities that encourage use of a variety of travel options.



## Goods & Services

The enhancements aim to foster future commercial and mixed-use developments that are well-connected, accessible, and community-focused. Mobility enhancements will support local businesses through

improved access, walkability, and transit connections.

Future commercial development can provide additional goods and services that would complement existing businesses, offer options to patrons, and meet the daily and weekly needs of the community.

OR 51-Monmouth Street - West of Ash Creek (48-foot Curb-to-Curb, Requires Widening)

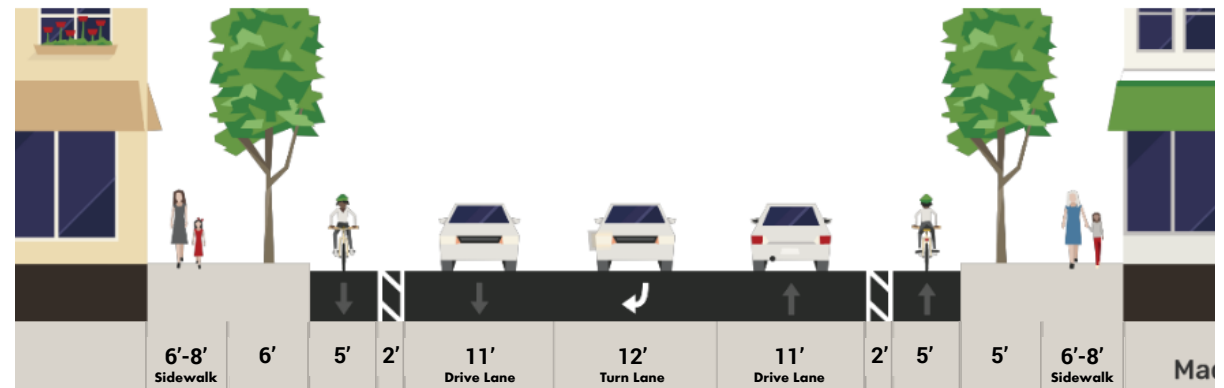


Fig. 11: Monmouth Street Preferred Section<sup>5</sup>

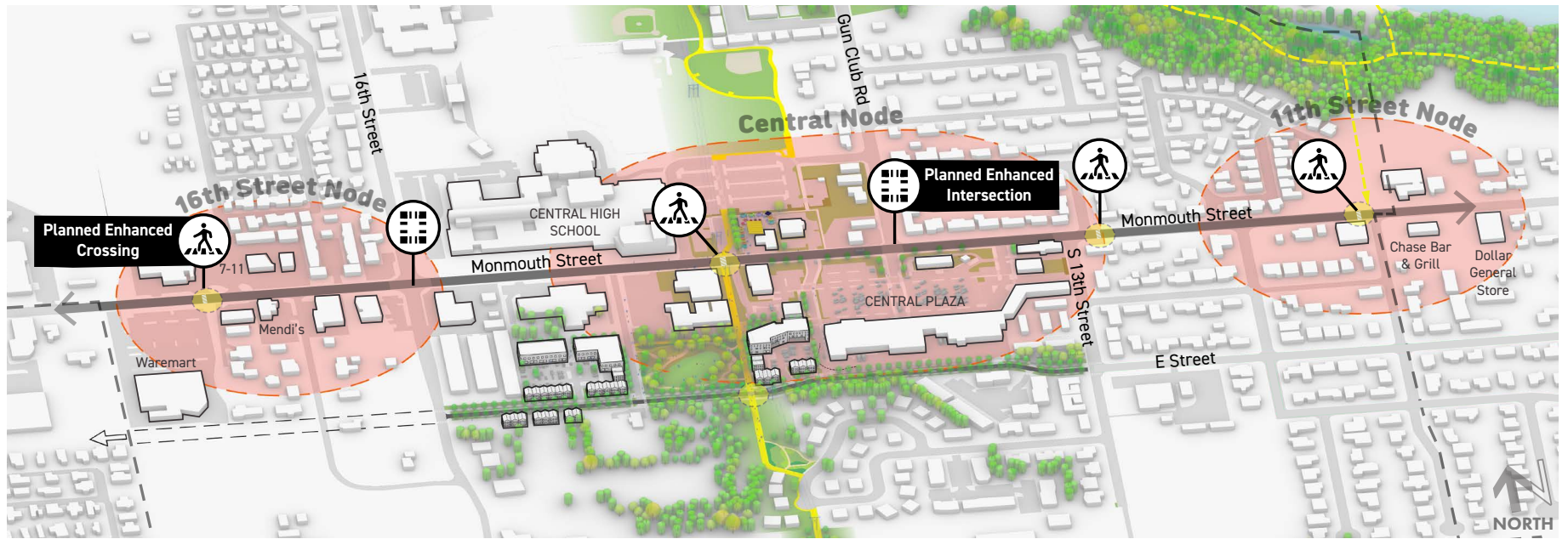


Fig. 12: Monmouth Street Enhancements



Fig. 13: Enhanced Signaled Intersection Crossing Example<sup>6</sup>



Fig. 14: Enhanced Shared-Use Path Crossing Example<sup>7</sup>



## ② ASH CREEK CONNECTOR

The planned multi-use trail connection runs north-south within the existing power line corridor to connect the Ash Creek Trail segment near Talmadge Middle School and the South Fork of Ash Creek, providing a safe and direct route to schools, neighborhoods, outdoor amenities and other destinations in Central Talmadge.

### Elements

- Enhancements to the existing Ash Creek Trail include safety, wayfinding, and beautification improvements plus a painted connection through the school parking lot
- New Ash Creek Connector Trail
- Food Cart Pod

### Mobility

The Ash Creek Connector enhances mobility by providing a dedicated north-south connection through the district for walking, biking, and rolling. The planned multi-use trail ensures safe and convenient travel for pedestrians and cyclists, linking neighborhoods to key destinations.

### Nature

Linking Ash Creek and the South Fork of Ash Creek and passing through wetland areas, the trail showcases local natural features and helps define the character of Central Talmadge. The trail provides easy access to the proposed Commons Park and existing sports fields, encouraging physical activity and outdoor recreation.



Fig. 15: Potential Ash Creek Trail Connector Route<sup>8</sup>

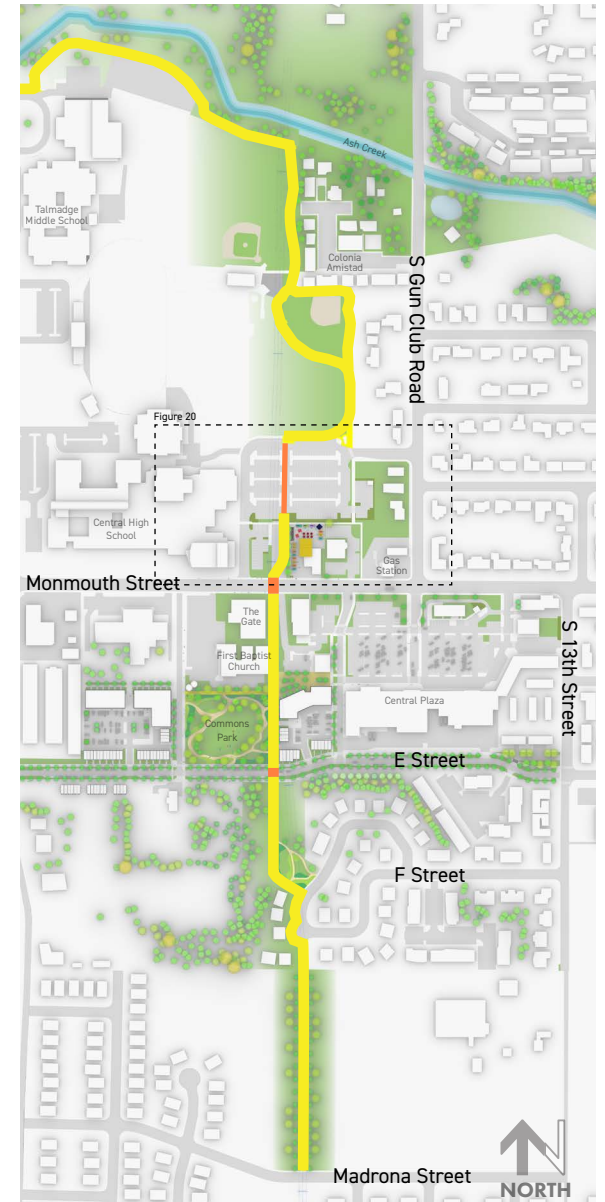


Fig. 16: Ash Creek Connector Vision



## **Gathering**

By connecting various active community destinations—including the schools, proposed food cart pod, The Gate, First Baptist Church, and Central Plaza shopping center—the Ash Creek Connector serves as both access to gathering spaces and a place to socialize along the trail itself.

To activate the trail, a Food Cart Pod is envisioned to include a community gathering space that encourages culture sharing through food, music, and other events. Located within the Jade Terrace parking lot, the Pod could support numerous vendors, outdoor seating, and a gathering area that extends the use and function of the existing restaurant building.

- ① Ash Creek Connector — Multiuse trail between Monmouth Street and parking lot
- ② Ash Creek Connector — Restripe parking lot along trail alignment
- ③ Sidewalk connection to existing trail
- ④ New sidewalk connection to Monmouth Street (requires converting angled parking to parallel within the High School parking lot)
- ⑤ Proposed Food Cart Pod



Fig. 17: Food Cart Pod and Ash Creek Trail at Monmouth Street

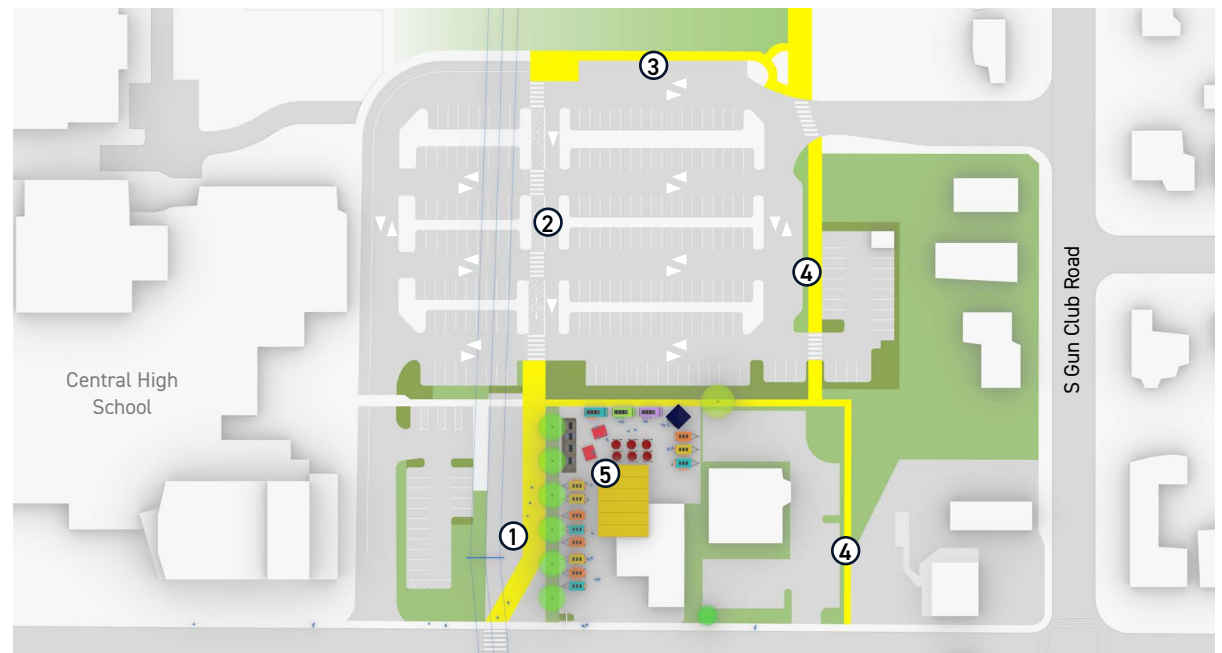


Fig. 18: Ash Creek Connector at Central High School East Parking Lot

### ③ E STREET EXTENSION

An alternative route for local travel that prioritizes safe passage for pedestrians and bikes, connecting neighborhoods and outdoor amenities. The new E Street connection creates the opportunity for unique and distinct places to develop along the corridor including uses that serve the community such as various types of middle housing and additional local access to businesses.

#### Elements

New E Street that provides:

- Local street connection to access commercial businesses
- Shared-use path on both sides of the street
- Opportunities for potential new residential development



#### Mobility

Extending E Street from 13th to the western city limits provides an alternative east-west route for local travel to complement facilities

on Monmouth Street. The design provides for grade-separated shared-use paths for pedestrians and cyclists in addition to two-way low speed traffic and on-street parking. With the planned construction of a new bridge crossing over South Fork Ash Creek near 8th Street, E Street is envisioned to serve as the primary pedestrian and bicycle route connecting Central Talmadge to downtown Independence.



#### Nature

The connection encourages interaction with natural spaces by linking neighborhoods to outdoor amenities such as Mt. Fir Park and the proposed Commons Park, and promotes physical activity.



#### Housing

The new E Street Connection provides access to formerly landlocked properties and supports the development of diverse housing options along the corridor, including middle housing and higher density options.

Middle housing (or missing middle) refers to a range of medium-density housing types that fall between single-family homes and apartment buildings. Some benefits of middle housing include:

- Increased housing affordability
- Diversified housing options in neighborhoods
- Housing densities that are most supportive of transit

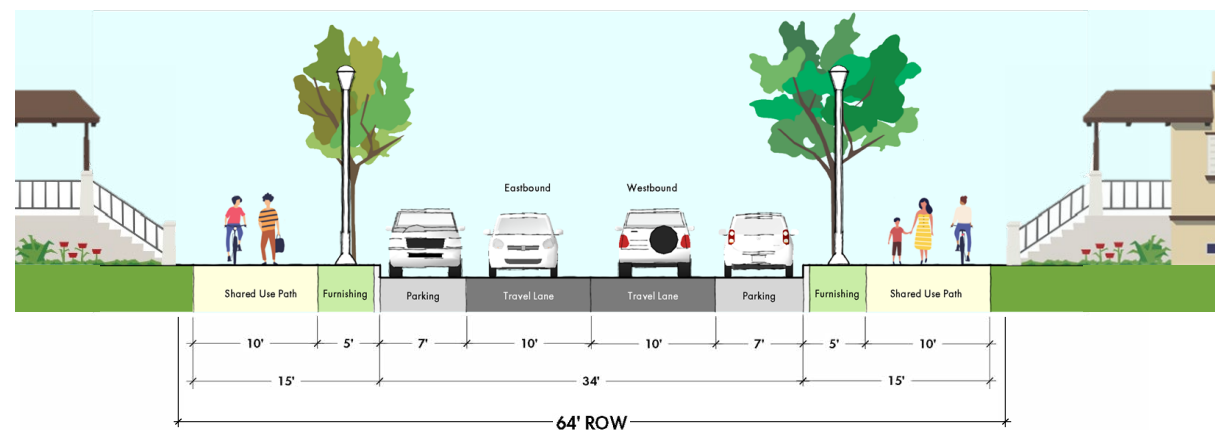


Fig. 19: Typical E Street Section 64' Right-of-Way

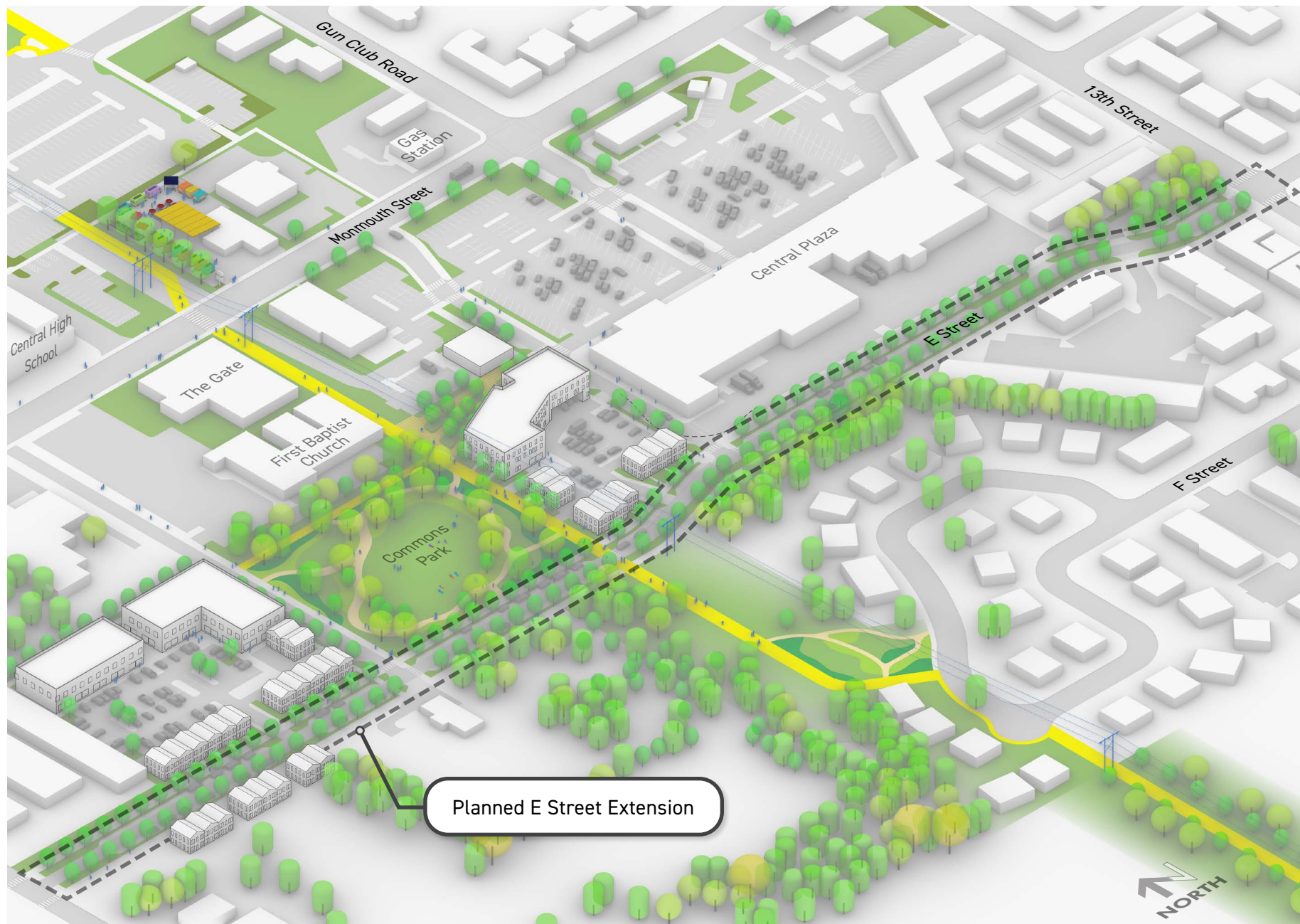


Fig. 20: Planned E Street Extension



## ④ E STREET COMMONS

The centrally located Commons Park provides a valuable amenity for the existing neighborhood, as well as opportunities for future multi-family housing oriented around the area. As an active space within the commercial corridor, the park supports businesses by attracting people and extending the time they spend in Central Talmadge.

### Elements

- Commons Park and Ash Creek Connector
- Potential new commercial uses and housing
- Potential future gathering area + connection to Central Plaza

### Nature

Commons Park responds to needs expressed by the community such as the desire for a neighborhood park, playground, walking paths, and areas for more sports fields and courts. Commons Park is envisioned to integrate qualities of the nearby creeks and wetlands to foster a deeper connection and stewardship of the natural environment.

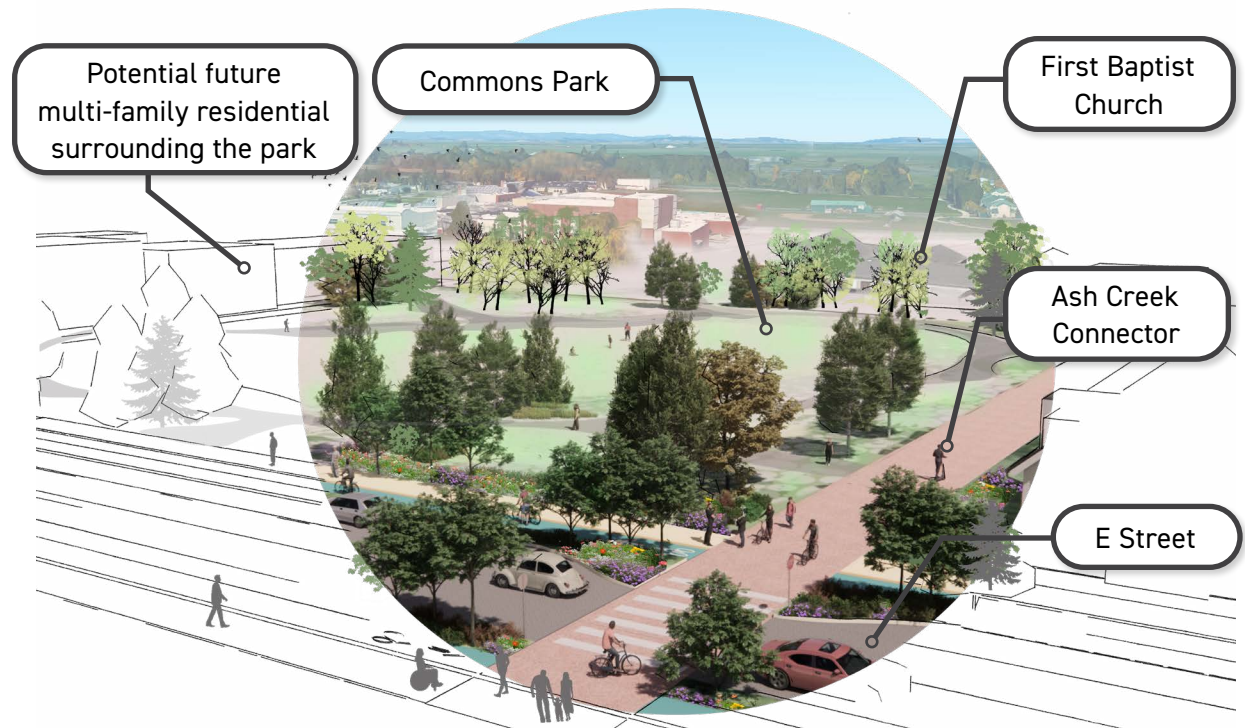


Fig. 21: Commons Park at E Street

### Gathering

With its prime central location, near existing community assets like The Gate, First Baptist, and Central Plaza, Commons Park is envisioned to provide flexible gathering space that offers the capacity to host a variety of activities.

### Housing

With the goal of supporting a variety of housing options and increasing housing density, the proposed Commons Park will

support future multi-family development by providing a central recreational and social space that enhances the quality of life for residents. Proximity to the park makes the area more attractive for developers and potential residents, fostering a sense of community and encouraging medium to high density housing options.

Potential medium-density residential types include walk-up apartments, live/work units, and townhomes.

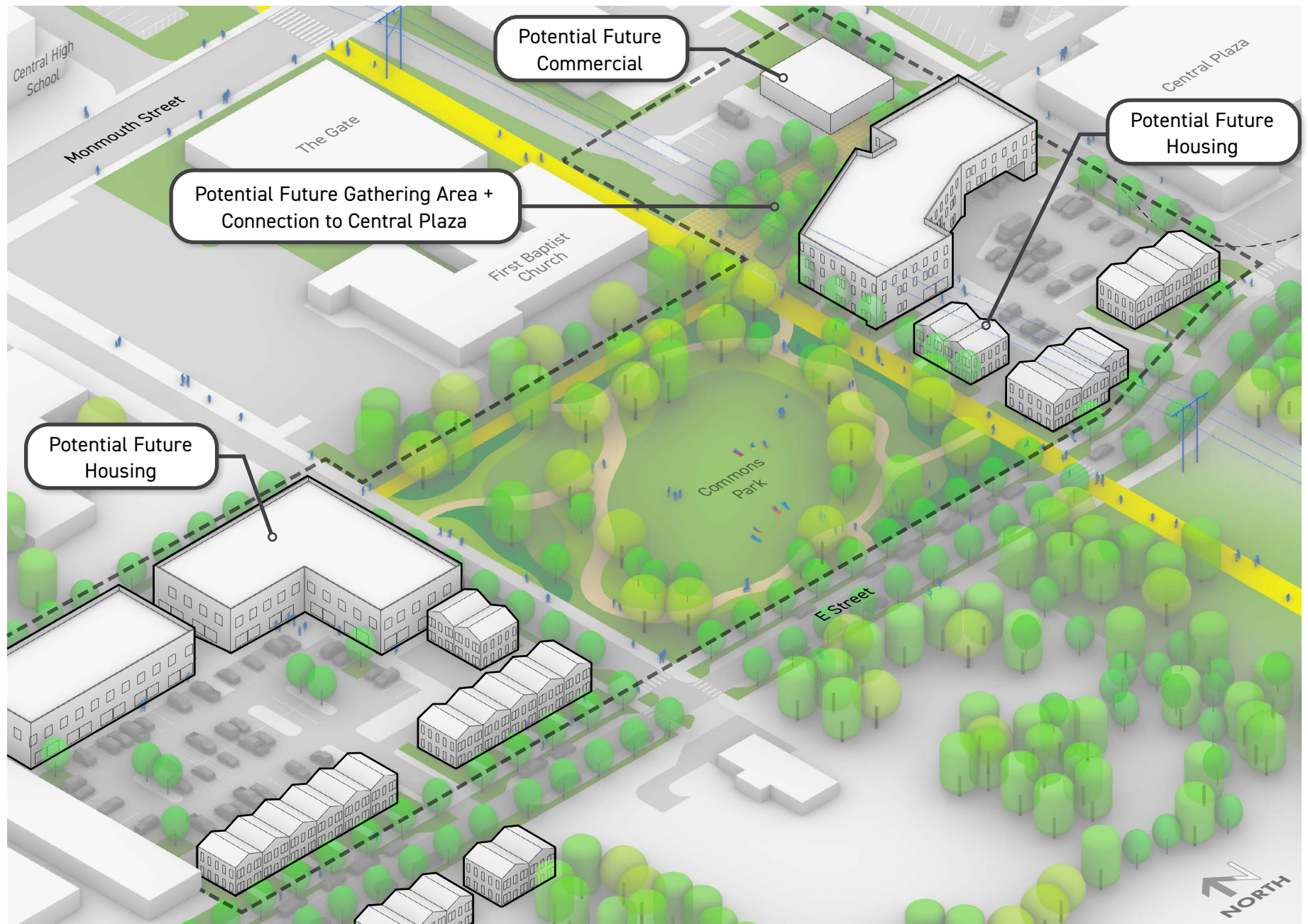


Fig. 22: Commons Park Overview



## ⑤ CENTRAL PLAZA

As a valuable community-serving commercial anchor, it is important that Central Plaza be accessible for people walking, biking, or driving. Access improvements to Central Plaza will address safety for all visitors and support customers by providing a comfortable, inviting and high-quality environment.

### Elements

- Sidewalks and crossings extending from the Gun Club intersection to the face of the building
- Optimized parking layout and circulation



### Mobility

Improving access and circulation at Central Plaza will provide safe travel options for visitors and encourage the use of alternative modes of transportation.



### Goods & Services

By enhancing mobility options and improving connectivity at Central Plaza, the community will be able to conveniently access daily and

weekly goods and services through whatever mode they choose.

### Parking Study

The Central Plaza parking lot was among the parking facilities assessed in July 2023 and documented in the Existing and Planned Transportation System Memo (see appendix A.2). The findings—summarized in figure 25—indicate the existing parking lot exceeds the City code parking requirement and has a surplus of parking, even at peak demand.

Fig. 23:  
Central Plaza Parking Summary – Existing

	PARKING STALLS*	PARKING RATIO**
EXISTING SUPPLY	379	2.2 per 500 sf
EXISTING PEAK DEMAND	121	0.7 per 500 sf
CITY CODE	172	1.0 per 500 sf

\*General parking stalls; does not include ADA stalls

\*\*Parking ratio is calculated for comparison purposes only. No change to City code requirements.

Fig. 24:  
Parking Lot Enhancement Scenario Summary

	PARKING STALLS	CALCULATED SUPPLY RATIO
POTENTIAL PARKING SCENARIO	334 (+/-)	1.9 per 500 sf



Fig. 25: Existing Central Plaza Entrance at Gun Club Road Intersection<sup>9</sup>

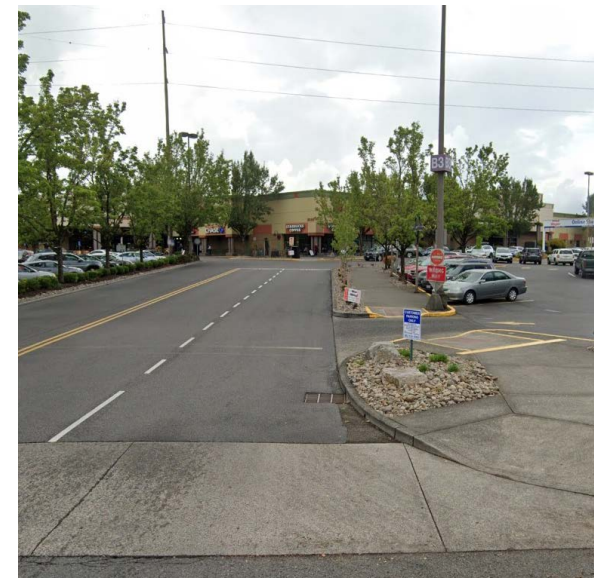


Fig. 26: Example of Pedestrian Access Improvements<sup>10</sup>



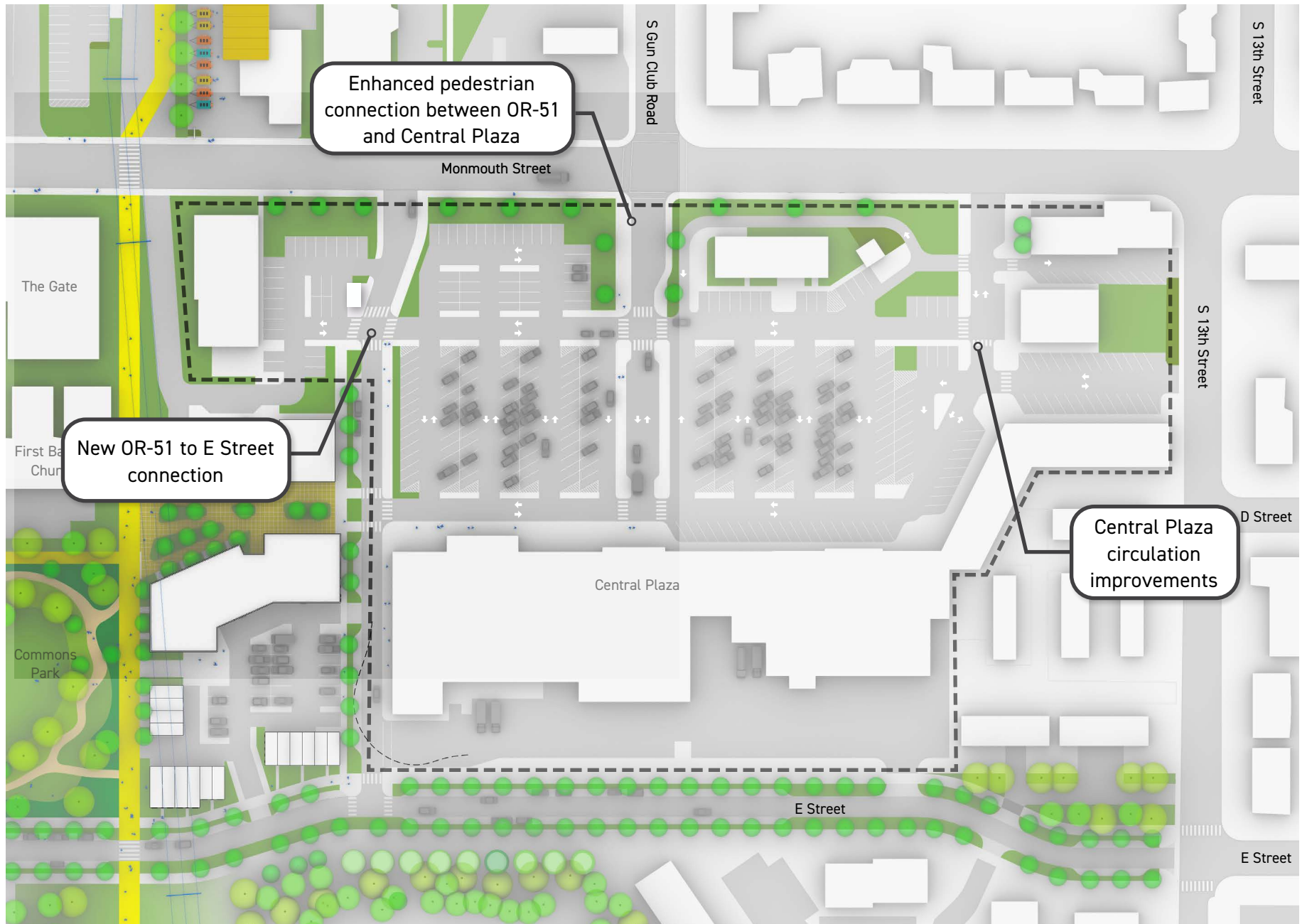


Fig. 27: Central Plaza Enhancements





# **FRAMEWORK PLANS**

**Land Use, Regulatory, and Mobility**



# LAND USE & REGULATORY FRAMEWORKS

The Land Use and Regulatory Framework Plans articulate the proposed land uses and necessary Comprehensive Plan and zoning changes to achieve the vision for Central Talmadge. The land use plan encourages a mix of uses, with the commercial corridor and Central High School at its core, and high and medium density housing immediately adjacent to and within a short five-to-ten-minute walk or bike ride to businesses, services and transit along Monmouth Street/ OR-51.

By strategically aligning the regulatory framework with the project goals, the land use plan creates a cohesive, vibrant district that will meet the needs of its current and future residents and businesses. The following sections detail the proposed land use plan designations, recommended potential future annexation of Polk County parcels to the City of Independence, potential future UGB expansion, Comprehensive Plan updates, and zoning modifications essential to realizing the Central Talmadge vision.

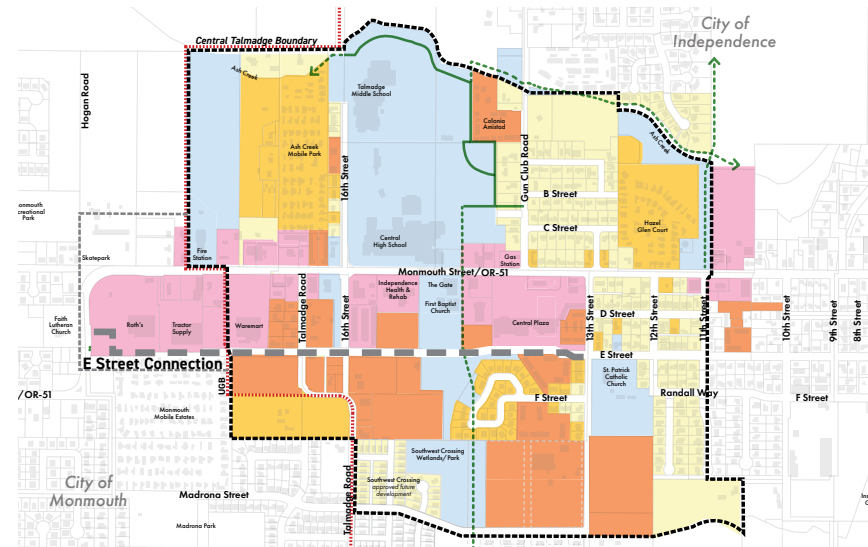


Fig. 28: Proposed Land Use Plan

## Central Talmadge Land Use Plan

The Central Talmadge Land Use Plan illustrates the proposed type, location, and intensity of future development envisioned for Central Talmadge.

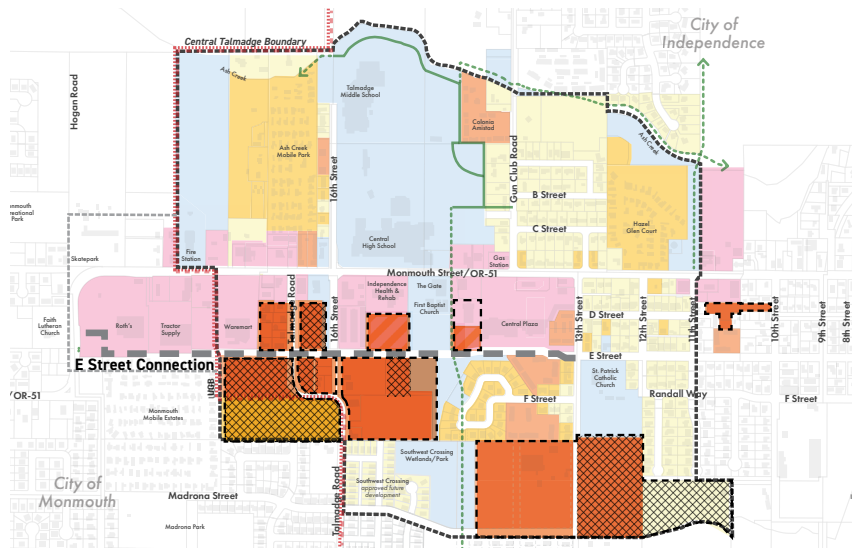


Fig. 29: Comprehensive Plan Land Use Changes Map

## Comprehensive Plan Land Use Changes

Implementing the land use plan requires changes to the Comprehensive Plan, which include redistributing residential density along the planned E Street Connection and assigning designations to urban growth boundary properties at the time of annexation by the City of Independence.

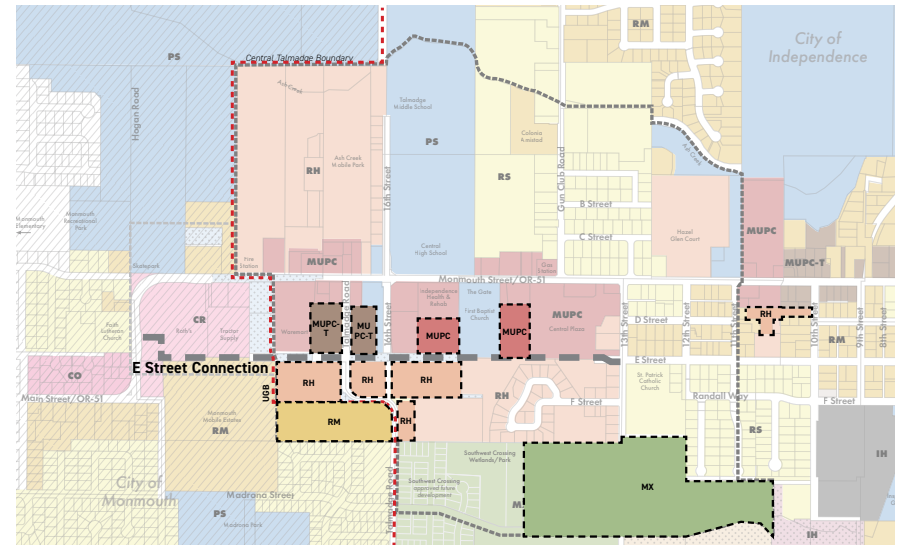


Fig. 30: Zoning Map Changes

## Zoning Changes

The zoning map changes are intended to align development regulations in Central Talmadge with the land use plan and community's vision for growth and development. These updates aim to create balance and consistency in the district while offering flexibility to meet the current and future needs of the community.

# CENTRAL TALMADGE LAND USE PLAN

The Land Use Plan sets the stage for implementing the key projects and provides a road map for future growth, promoting desired development types and optimizing land use efficiency in the Central Talmadge district.

With the ultimate goal to build Central Talmadge into a more vibrant and cohesive hub, the proposed land uses strengthen and reinforce existing assets and character of the district by focusing on four major land use components:

- **Commercial Corridor.** Support and strengthen Monmouth Street as a mixed-use commercial corridor by maintaining a concentration of commercial uses fronting Monmouth Street and encouraging more walkable commercial development along the corridor.
- **Residential Neighborhoods.** Ensure residential uses are well-connected and transit-supportive by adding high density housing close to commercial uses and multimodal transportation on E Street, 16th Street, and 13th Street. Transition gradually to lower density existing residential neighborhoods outside the center.
- **Civic Anchor.** Reinforce and expand public uses at the core of the district by connecting the public schools and community centers to existing and new parks, trails, and other public outdoor spaces.
- **Open Space Corridor.** Connect neighborhoods, commercial uses, and schools to a central spine of amenities, open space, and gathering along the Ash Creek Connector trail.

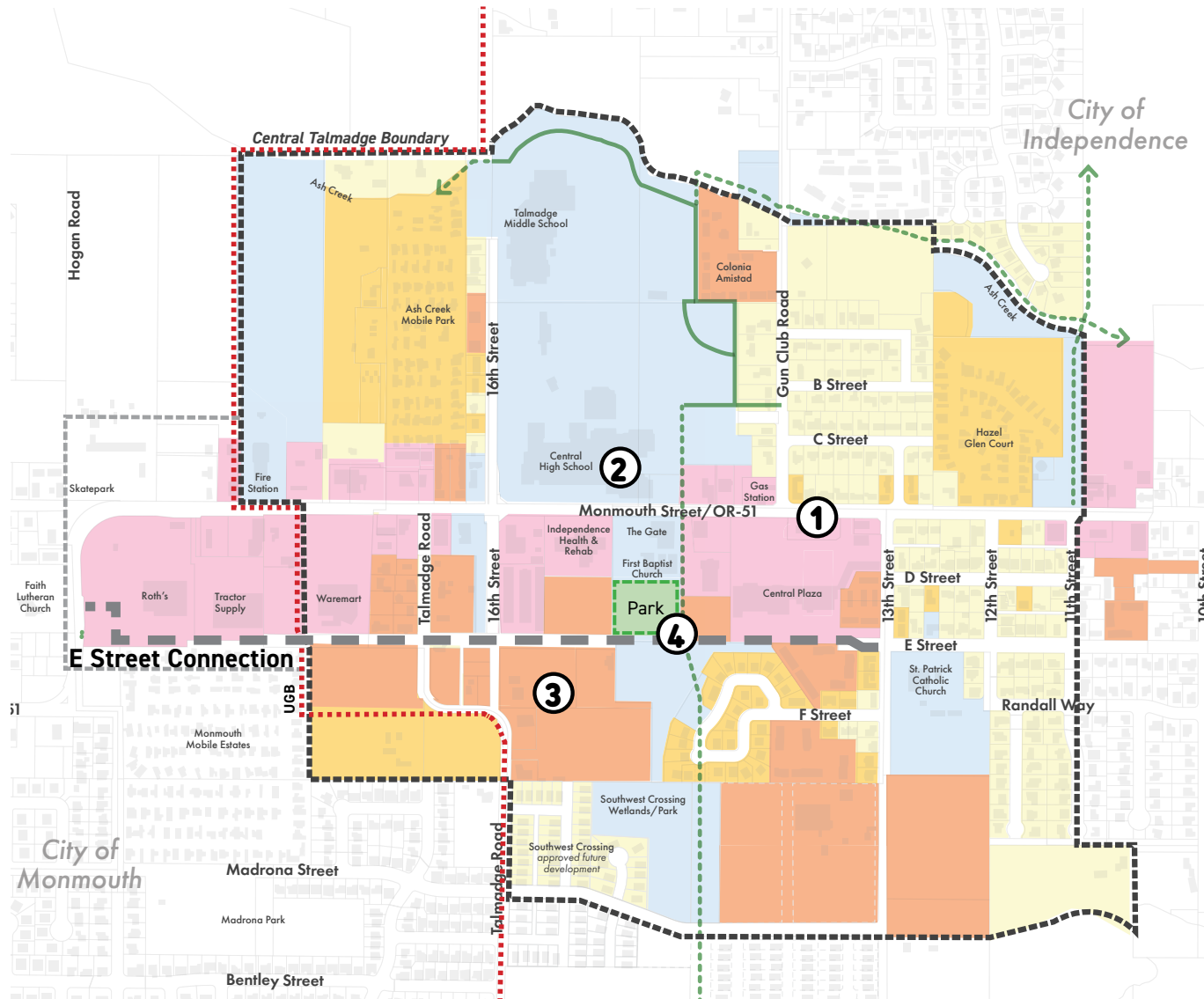


Fig. 31: Walkable Commercial Corridor Example - Orenco Station <sup>11</sup>



Fig. 32: Mixed Residential Density Examples <sup>12 13</sup>





## LAND USE

- Commercial
- Low Density Residential
- Medium Density Residential  
*Including mobile/manufactured homes*
- High Density Residential
- Public Services  
*All government and semi-public land and uses*

- 1 Commercial Corridor
- 2 Civic Anchor
- 3 Residential Neighborhoods
- 4 Open Space Corridor

Fig. 33: Proposed Land Use Plan

# COMPREHENSIVE PLAN LAND USE CHANGES

The Central Talmadge Land Use plan is guided by land use designations and goals established by the Independence Comprehensive Plan (ICP). Proposed land use changes encourage redevelopment of low density and vacant properties, support a compatible transition from urban to rural, and provide for a mix of commercial uses and housing density that are consistent with and further the following ICP goals:

- **Land Use:** “Encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.”
- **Urbanization:** “Provide for an orderly and efficient transition from rural to urban land.”
- **Housing:** “Ensure everyone the opportunity to live in safe and healthy housing and to provide a choice of housing types and densities.”

## Areas of Change

The areas of change indicated in figure 34 consist of primarily low density residential, agricultural, and vacant land. With implementation of the planned E Street extension, previously inaccessible and land-locked properties will be opened up for development or offer opportunities for redevelopment. Several parcels are within the City's urban growth boundary, currently under Polk County jurisdiction, and are slated for possible future annexation by the City of Independence. These areas (indicated in figure 35) will receive new ICP designations per the Central Talmadge Plan following annexation.

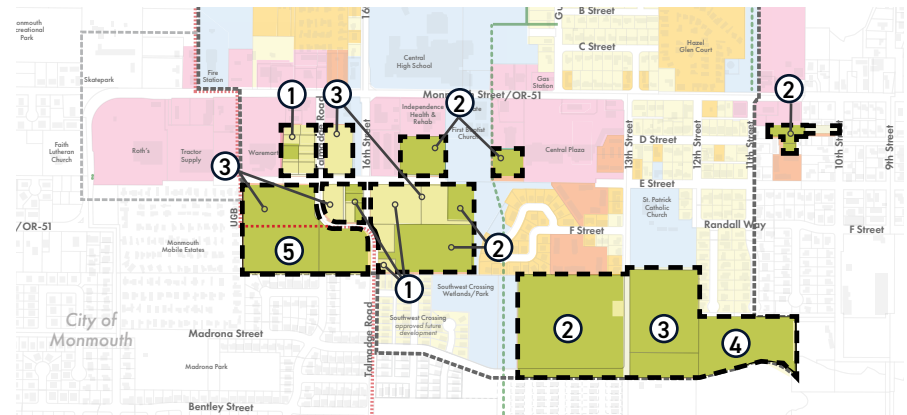


Fig. 34: Areas of Change - Existing Land Use

An assessment of riparian and wetland resources and appropriate measures of protection shall be conducted at the time of annexation and the application of the City Comprehensive Plan and zoning designations.

## Recommended Land Use Changes

- ① Change *Low Density Residential* to *High Density Residential*.
- ② Designate undeveloped parcels as *High Density Residential*.

## Future Potential Annexation

- ③ Annex Independence UGB parcels from Polk County. County designation *Urban Reserve* to become *High Density Residential*.
- ④ Annex Independence UGB parcels from Polk County.

## UGB Expansion

- ⑤ Future UGB expansion and annexation from Polk County. County designation *Urban Reserve* to become *Medium Density Residential*.

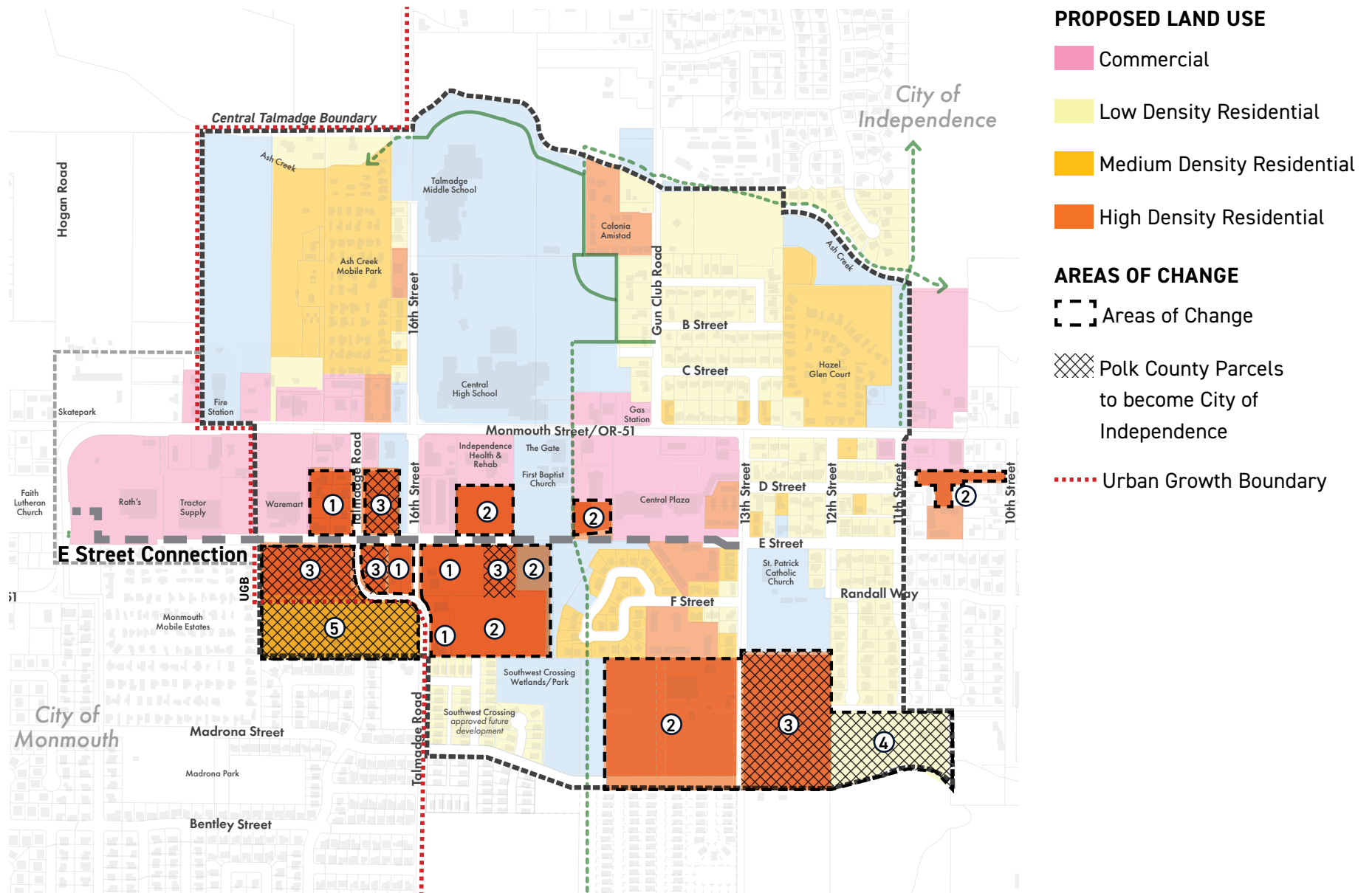


Fig. 35: Proposed Comprehensive Plan Land Use Changes



# ZONING CHANGES

The Central Talmadge Zoning Ordinance establishes the regulatory requirements for future development that implements the City's Comprehensive Plan. Proposed zoning changes encourage redevelopment of low density and vacant properties, support a compatible transition from urban to rural, and provide for a mix of commercial uses and housing density.

## Areas of Change

The areas of change indicated in figure 36 are intended to create a more consistent regulation of land uses that promotes a commercial mixed-use corridor along Monmouth Street and allows for increased housing density adjacent to the commercial uses. Several parcels are within the City's unincorporated urban growth boundary, currently under Polk County jurisdiction, and are slated for possible future annexation by the City of Independence. These areas will receive new zoning designations per the Central Talmadge Plan following annexation.

## Recommended Zoning Changes

- ① Change *Low Density Residential (RS)* to *Mixed Use Pedestrian Friendly Commercial - Transitional (MUPC-T)*.
- ② Change *Low Density Residential (RS)* to *High Density Residential (RH)*.
- ③ Amend MUPC development regulations to allow multifamily residential on all floors (within Central Talmadge only).
- ④ Change *Medium Density Residential (RM)* to *High Density Residential (RH)*.

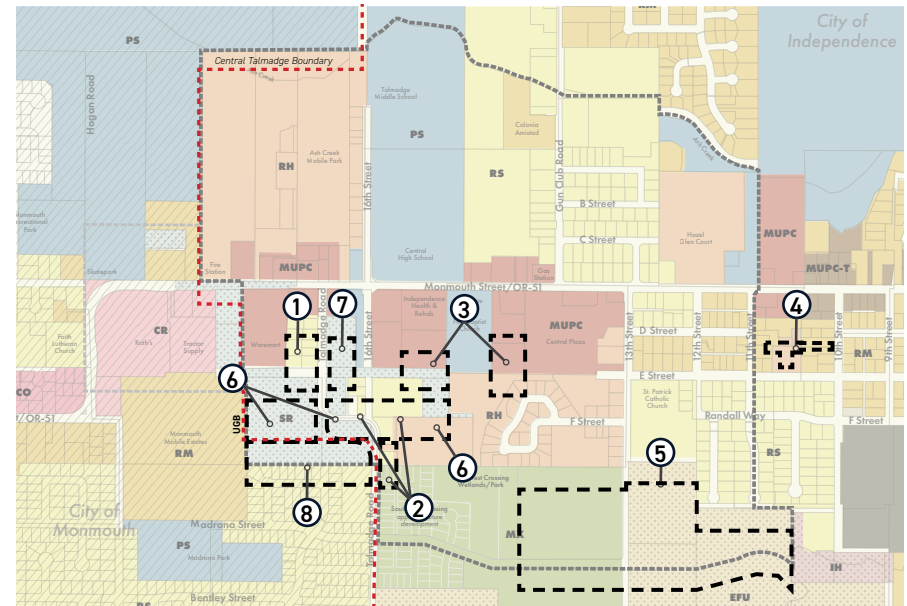


Fig. 36: Areas of Change - Existing Zoning

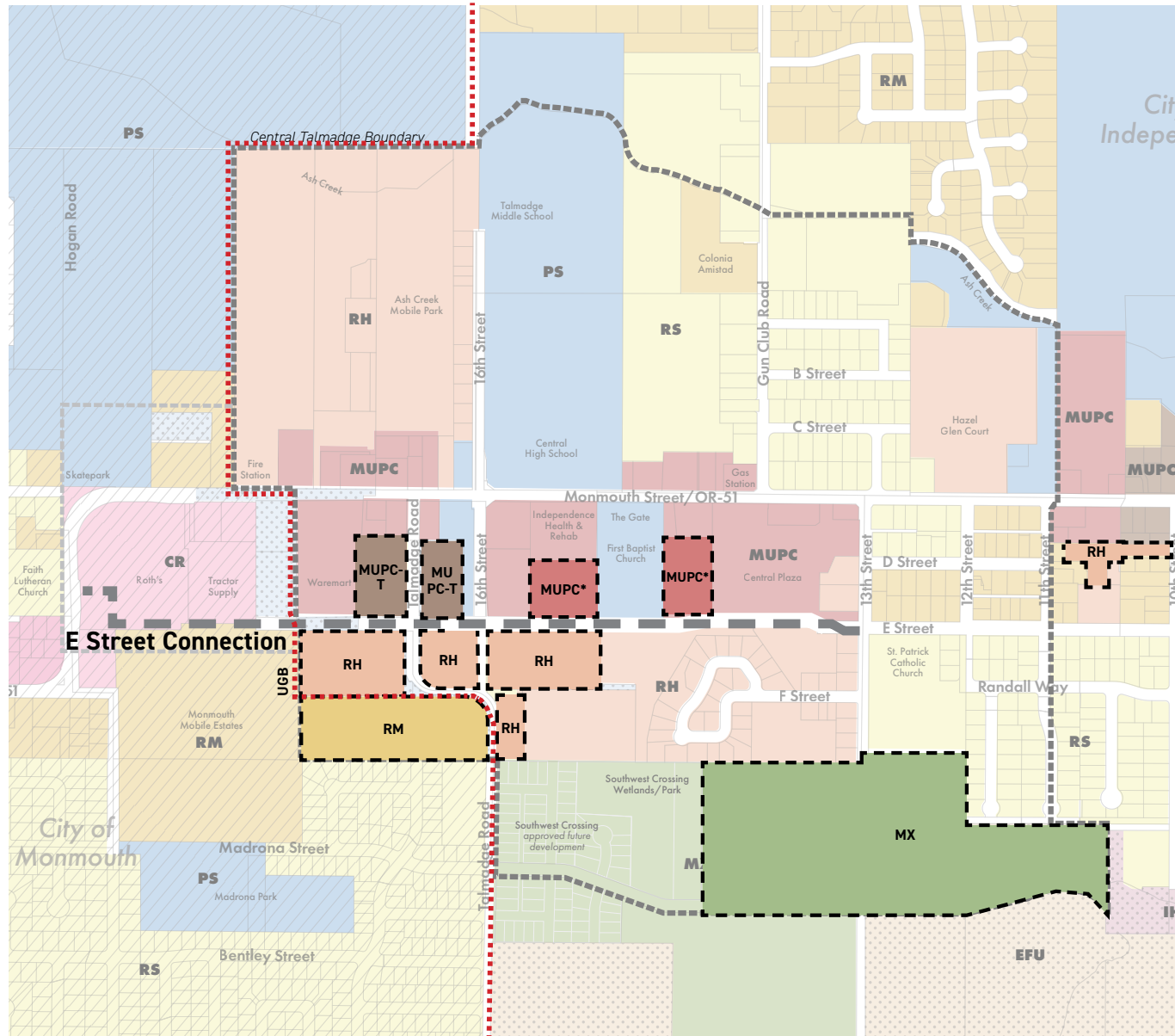
- ⑤ Amend language to the *Mixed Density (MX)* zone requiring a master plan indicate the location of high density residential uses proximate to Commercial zoning.

## Future Potential Annexation






- ⑥ Annex Independence UGB parcels from Polk County (*Suburban Residential (SR)*) and designate *High Density Residential (RH)*.
- ⑦ Annex Independence UGB parcel from Polk County (*Suburban Residential (SR)*) & designate *Mixed Use Pedestrian Friendly Commercial - Transitional*.

## UGB Expansion

- ⑧ Future UGB expansion and annexation. Polk County designation *Suburban Residential (SR)* to become *Medium Density Residential (RM)*.



## PROPOSED ZONES

-  Medium Density Residential (RM)
-  High Density Residential (RH)
-  Mixed Use Pedestrian Friendly Commercial (MUPC)
- \*Existing MUPC zoning designation to remain with amendments*
-  MUPC-Transitional (MUPC-T)
-  Mixed Density Residential (MX)

## AREAS OF CHANGE



-  Areas of Change
-  Urban Growth Boundary

Fig. 37: Proposed Zoning Changes

# MOBILITY FRAMEWORK

The Mobility Framework Plan provides for a balanced network of walk, bike, transit, and auto access with an emphasis on improved safety and transportation options.

Mobility enhancements are intended to encourage walking and biking between neighborhoods, local destinations, and downtown Independence.

The proposed mobility framework strengthens and builds upon the existing transportation network and is comprised of the following elements:

- **Primary Streets** are thoroughfares, typically classified as arterial or collectors within the Independence Transportation System Plan, that provide access in and out of Central Talmadge. Serving higher traffic volumes, primary streets are designed to facilitate vehicular movement while accommodating pedestrian and bicycle access.
- **Local Streets** serve the immediate needs of the community, facilitating short trips within Central Talmadge and offering connections to the broader transportation network. With lower traffic volumes and slower speeds, local streets provide a comfortable environment for walking and biking.
- **Buffered Bike Lanes** are conventional bike lanes that include an additional striped buffer space separating bicycles from the adjacent travel lanes. Buffered bike lanes provide safer and more comfortable bicycling on primary streets where traffic volumes and speeds are higher.
- **Shared-Use Paths** on the E Street extension accommodate walking,

bicycling, and other modes of non-vehicular transportation on a wide path separated from the roadway. The paths provide all ages and abilities a safe, accessible, and pleasant route to access activities and travel through Central Talmadge.

- **Trails** provide dedicated off-street routes for pedestrians and bicyclists to connect to neighborhoods, parks, schools, and businesses within Central Talmadge. Trails connect to the broader pedestrian and bicycle network at key locations.
- **Bike Boulevards** are low-traffic local streets that prioritize the safety and comfort of cyclists in a shared roadway through the use of shared lane markings (sharrows), speed bumps, and other potential traffic calming elements.



Fig. 38: Enhanced Midblock Crossing Example<sup>14</sup>



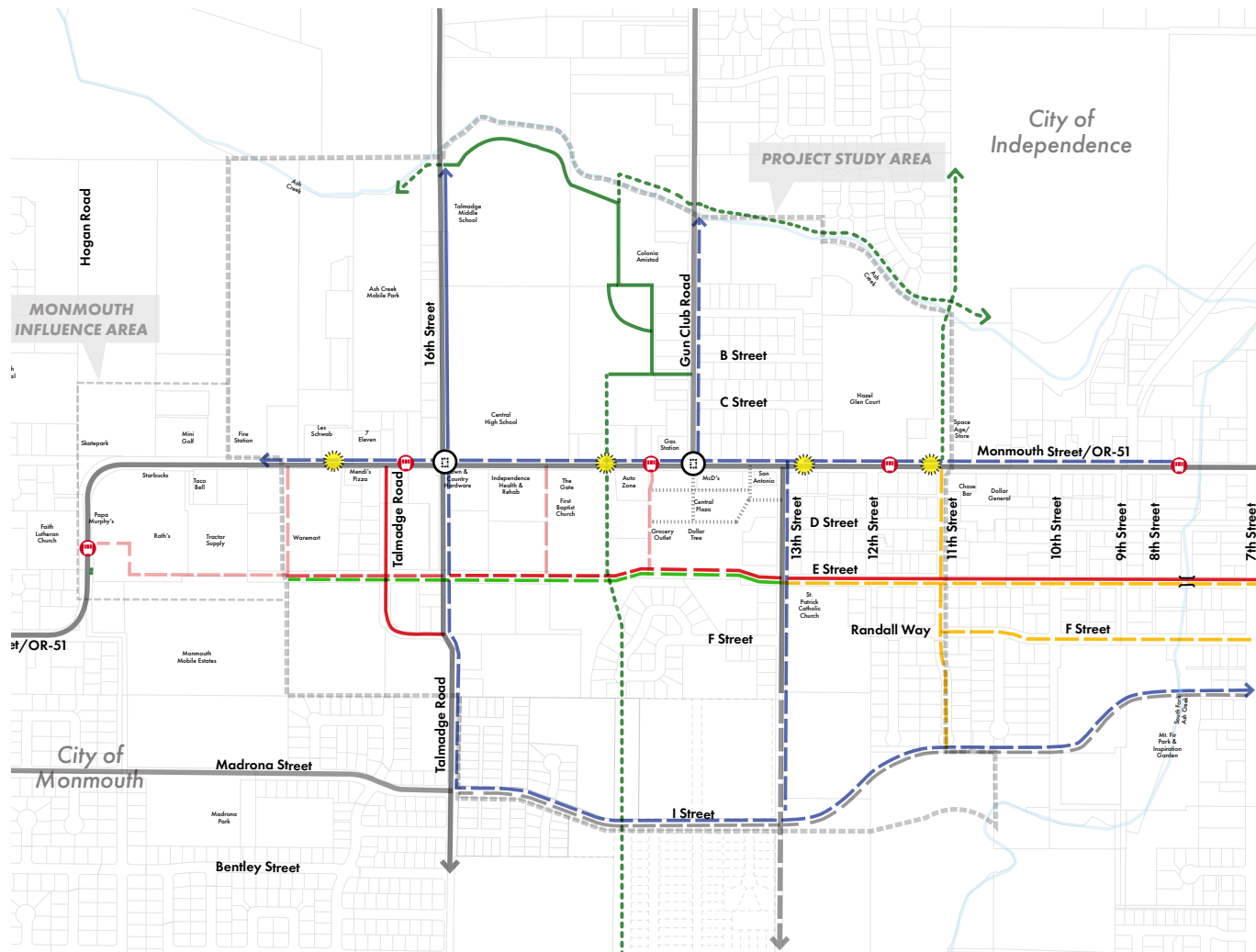


Fig. 39: Mobility Framework

## STREETS

- Existing Primary Street
- Planned Primary Street
- Existing Local Street
- Planned Local Street
- Potential Future Connection

## BIKE AND TRAIL NETWORK

- Existing Bike Lanes
- Proposed Buffered Bike Lanes
- Existing Trail
- Proposed Trail
- Proposed Shared-Use Path
- Proposed Bike Boulevard
- Planned Pedestrian/Bike Bridge
- ☀ Enhanced Midblock Crossing
- ⊞ Enhanced Signalized Crossing
- 🚊 Trolley Stop

# PRIMARY STREETS

Primary Streets, typically classified as arterials or collectors within the Independence Transportation System Plan, offer regional auto access to and through Central Talmadge. Recommended changes seek to promote walking and bicycling access along and across Monmouth Street/OR-51 and include enhanced bicycle facilities and improved pedestrian crossings.

## Managing Speed and Enhanced Access Across Monmouth Street

Through consultation with the Oregon Department of Transportation, it is recommended that Monmouth Street/OR-51 be redesignated from a *Commercial Corridor* to an *Urban Mix* corridor, which is consistent with the Comprehensive Plan policies for a mixed-use commercial corridor. This change will allow the City of Independence to further manage traffic speed through potential posted speed reductions and locate midblock crossings more frequently to improve walk and bike access to destinations along the corridor.

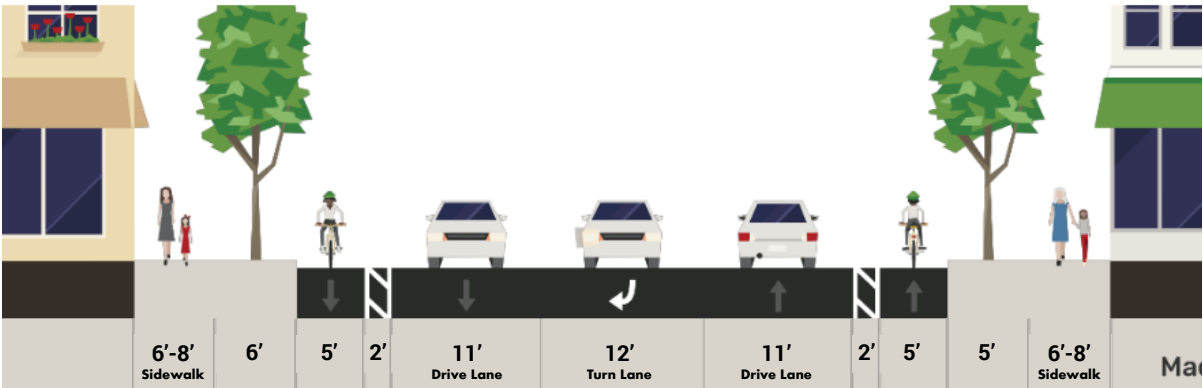


Fig. 40: Preferred Monmouth Street Section<sup>15</sup>

## Recommended Monmouth Street/OR-51 Changes

- Widen sidewalks up to 8 ft wide and add landscape buffer up to 6 ft wide.
- Enhance bike facilities with a future buffered or raised bike lane
- Enhance crossings at existing signalized intersections and the midblock crossing at Central High School.
- Add three new midblock crossings at 11th Street, 13th Street, and 17th Street.

## I Street/Madrona Street Connection

The Transportation Systems Plan includes projects to construct a new collector street from Talmadge Road at Madrona Street to G Street, including a new bridge at Ash Creek. This new primary street will enhance east-west connectivity within Central Talmadge and provide alternative routes to both Independence and Monmouth downtowns.



Fig. 41: Potential Future Raised Bike Lane Example<sup>16</sup>

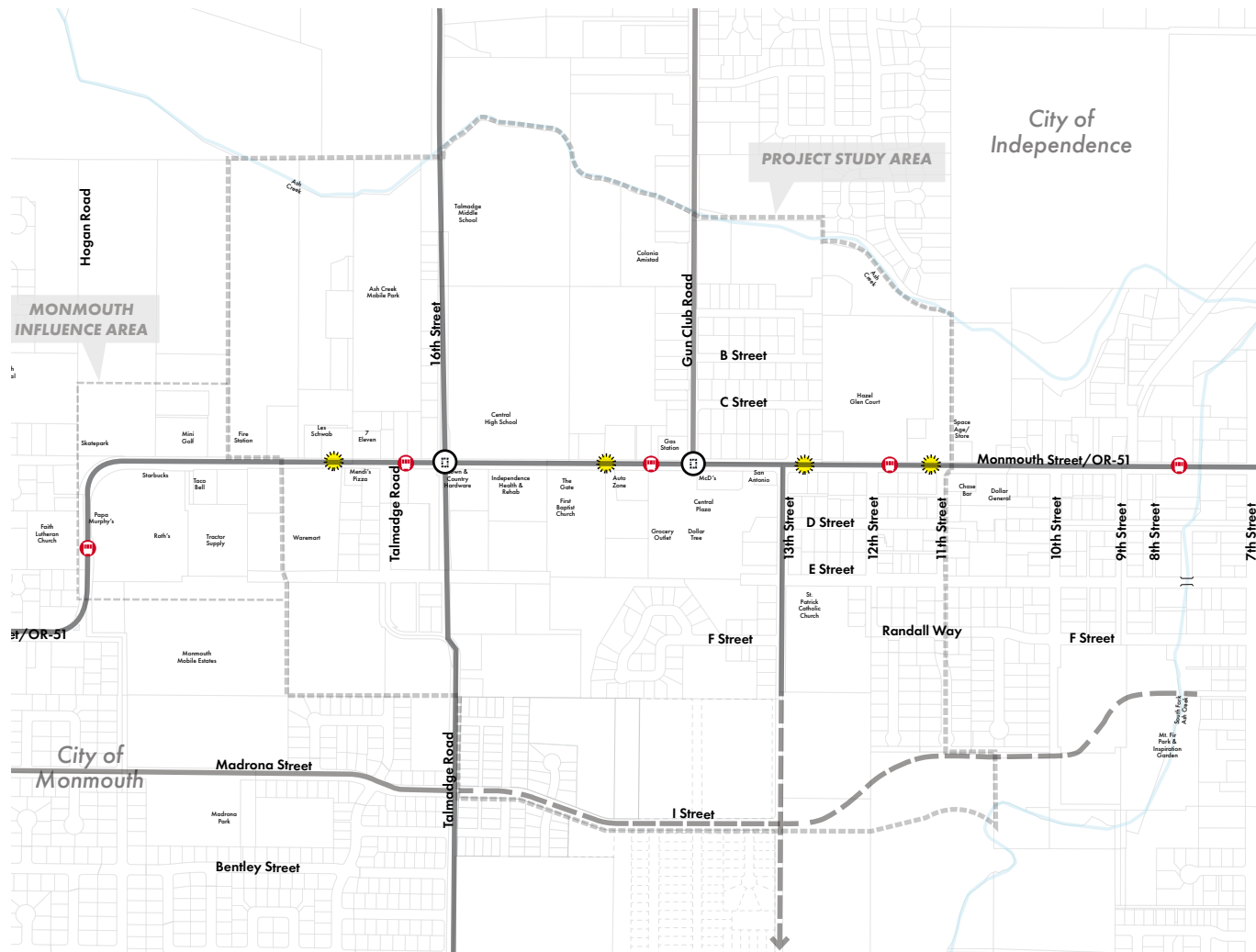








Fig. 42: Mobility - Primary Streets

## STREETS

-  Existing Primary Street
-  Planned Primary Street
-  Planned Pedestrian/Bike Bridge
-  Enhanced Midblock Crossing
-  Enhanced Signalized Crossing
-  Trolley Stop



## LOCAL STREETS

Local Streets provide enhanced street connections that complete the existing street network, improve access to commercial businesses, and support new development on previously landlocked parcels.

### Reconnecting the Local Street Grid

The extension of E Street from 13th to the western city limits enhances east-west connectivity by providing an additional route for local travel that complements facilities on Monmouth Street. Potential future local streets connecting Monmouth Street to E Street will ensure new development on E Street is well connected to the primary commercial corridor.



Fig. 44: Example of Proposed E Street Shared-Use Path<sup>17</sup>

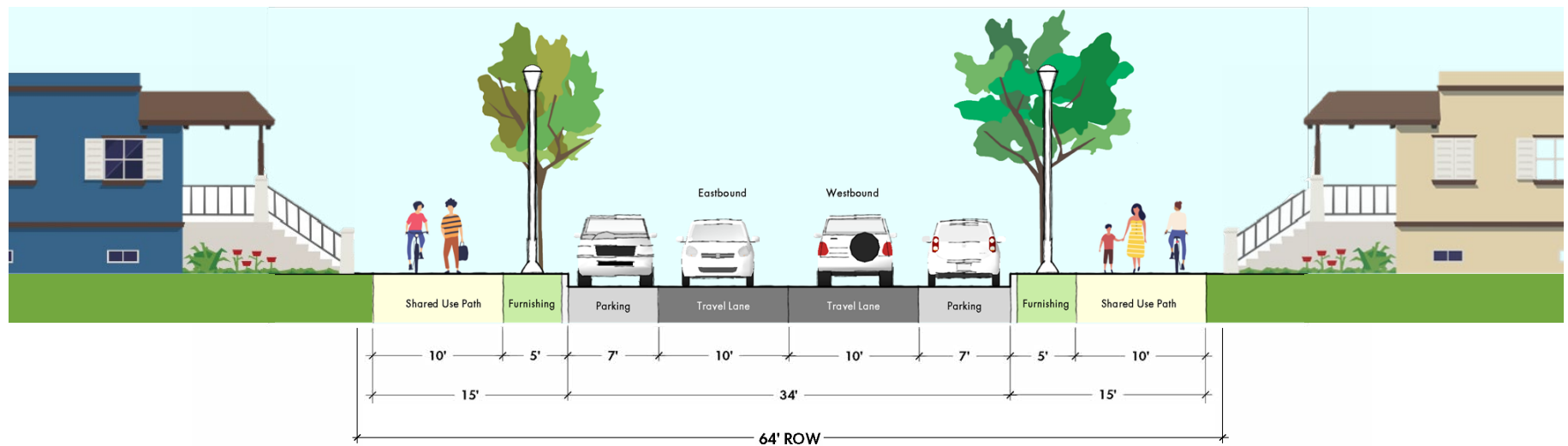


Fig. 43: Typical E Street Section 64' Right-of-Way

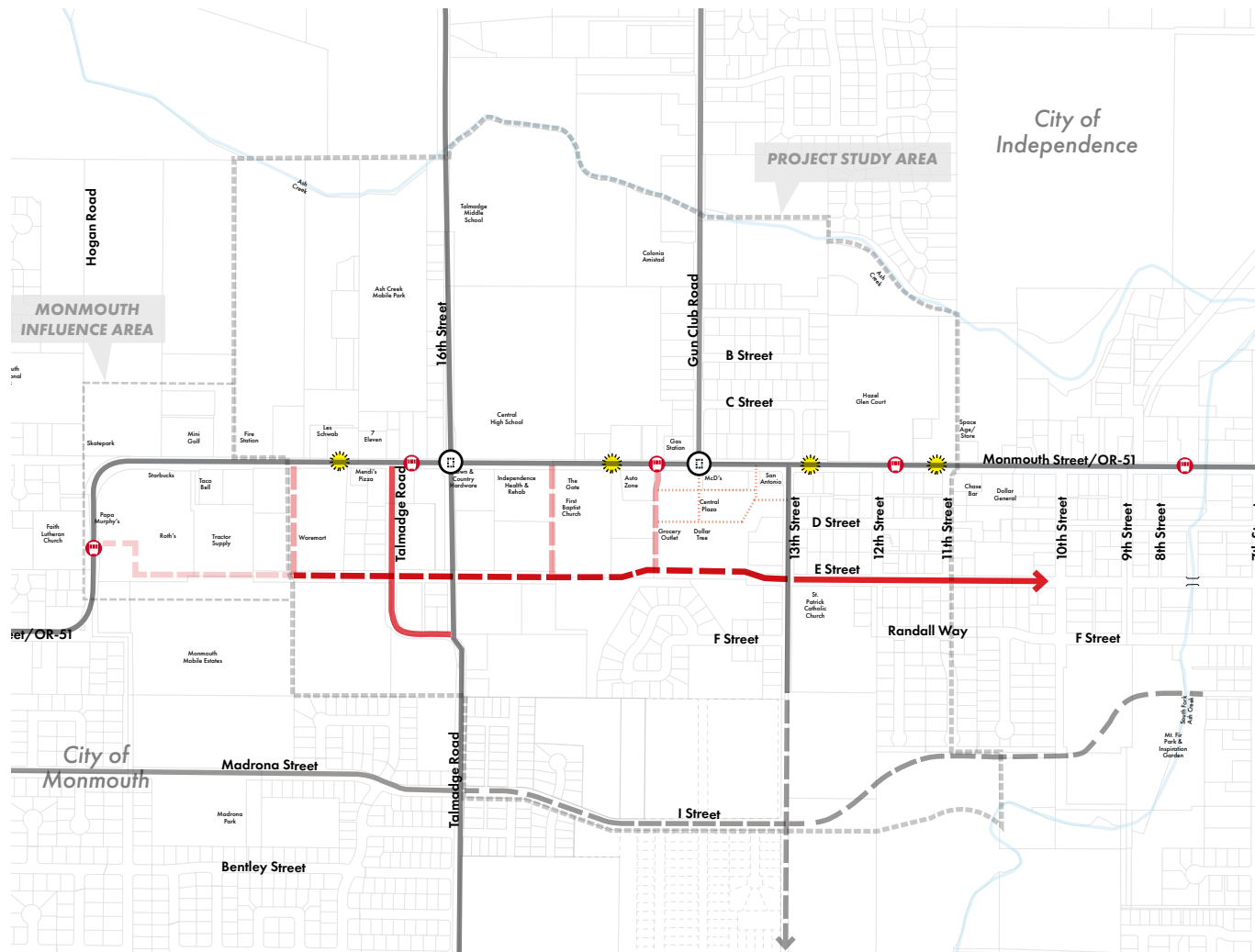


Fig. 45: Mobility - Local Streets

## BIKE AND TRAIL NETWORK

An interconnected bike and trail network offers improved safety on arterial and collector roadways, low stress bikeways on low-traffic and low-speed local streets, and off-street trails and multi-use paths that encourage bike ridership for a range of ages and abilities.

**Buffered Bike Lanes** on primary streets increase the space between bikes and cars to provide for safer and more comfortable bicycling where traffic volumes and speeds are higher.

**Shared-Use Paths** on the E Street extension provide a safe and pleasant route for walking, bicycling, and other modes of non-vehicular transportation in a wide path separated from the roadway.

**The Ash Creek Connector** trail provides a dedicated off-street route for pedestrians and bicyclists to connect to neighborhoods, parks, schools, and businesses within Central Talmadge.

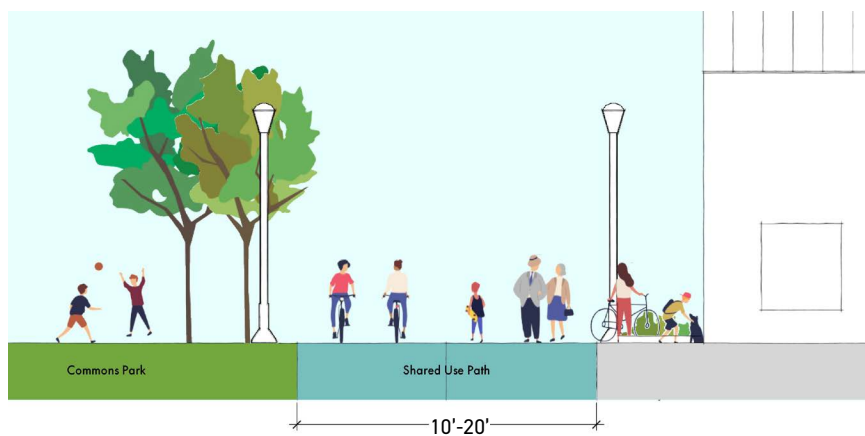


Fig. 46: Ash Creek Connector Section at the Commons Park

**Bike Boulevard** treatments on the existing E Street, F Street, and 11th Street prioritize the safety and comfort of cyclists on a shared roadway.

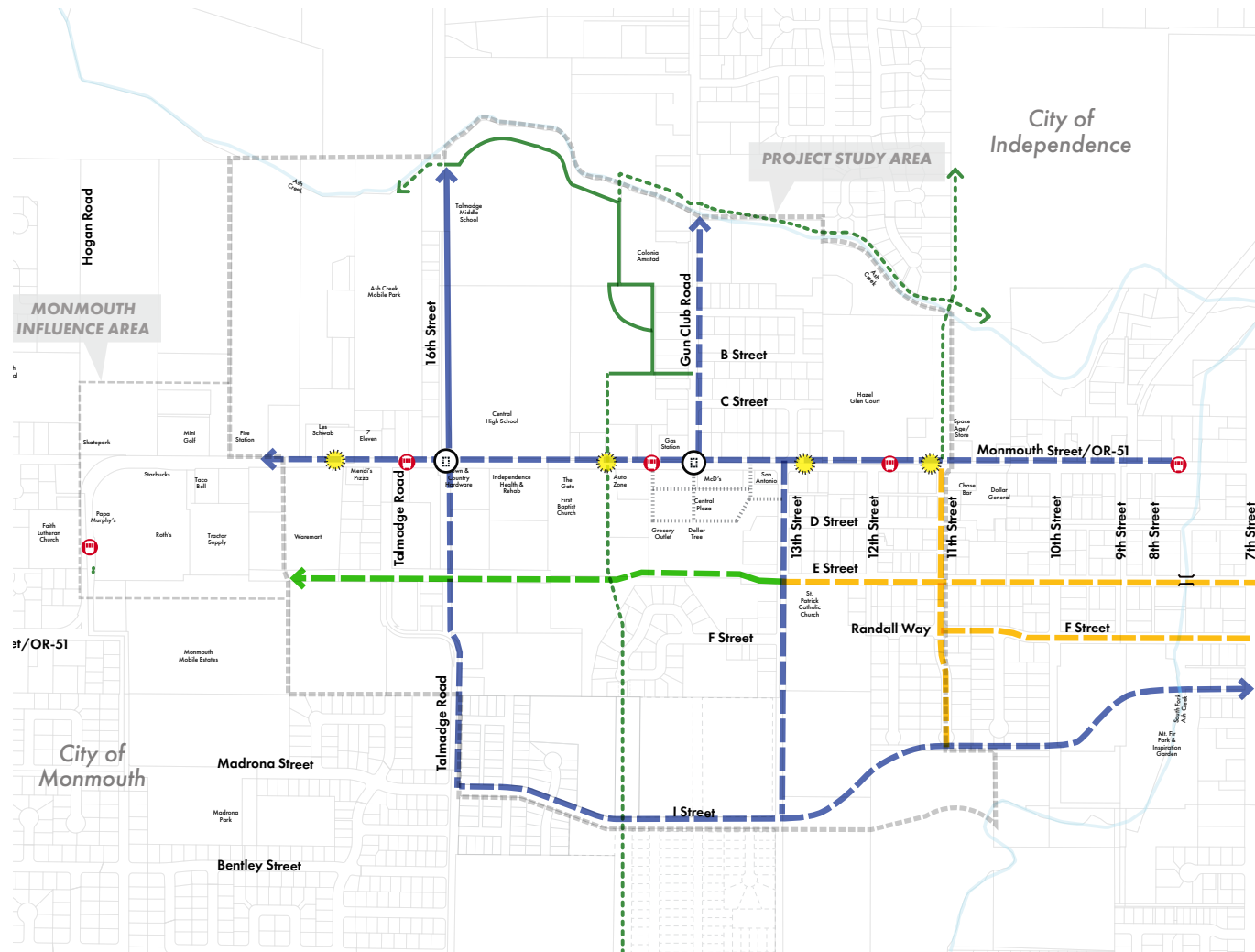


Fig. 47: Ash Creek Connector Example<sup>18</sup>



Fig. 48: Bike Boulevard Example<sup>19</sup>





## BIKE AND TRAIL NETWORK

- Existing Bike Lanes
- - - Proposed Buffered Bike Lanes
- Existing Trail
- - - Proposed Trail
- - - Proposed Shared-Use Path
- - - Proposed Bike Boulevard
- - - Planned Pedestrian/Bike Bridge
- ☀ Enhanced Midblock Crossing
- ⊙ Enhanced Signalized Crossing
- 🚊 Trolley Stop

Fig. 49: Mobility - Bike and Trail Network





## **IMPLEMENTATION**



# IMPLEMENTATION PROJECTS

A 'menu' of projects are identified to implement the Central Talmadge Plan. Not all projects are equal. Some are time-sensitive and need to commence immediately, while others require further study and coordination. Additionally, to ensure consistency with the Central Talmadge Plan, regulating policies, plans, ordinances, and funding strategies will need to be either updated or created by the City and be adopted by the City Council.

The following Action Plan highlights key projects, actions, estimated timeframes, and lead and supporting parties. The Action Plan does not reflect City budget commitments but is intended to highlight the likely steps necessary for future implementation.

## Monmouth Street

- 1.A.1 Gun Club Road Intersection
- 1.A.2 16th Street Intersection
- 1.B.1 Midblock Crossing – Central High School
- 1.B.2 Midblock Crossing – West of 17th Street (Waremart)
- 1.B.3 Midblock Crossing – East of 13th Street
- 1.B.4 Midblock Crossing – West of 11th Street
- 1.C.1 Update Future Monmouth Street/OR-51 Street Section and ODOT Urban Context Designation

## Ash Creek Trail Connection

- 2.1 Ash Creek Trail Connection – Central High School
- 2.2 Ash Creek Trail Connection – Monmouth Street/OR-51 to E Street
- 2.3 Ash Creek Trail Connection – E Street to I Street

## E Street Improvements

- 3.1 E Street Extension – 13th Street to 16th Street
- 3.2 E Street Ped/Bike Improvements – 13th Street to Ash Creek
- 3.3 South Fork Ash Creek bridge
- 3.4 Future E Street Extension (16th Street to western City Limits)

## 11th Street Bikeway

- 4.1 Bikeway sharrow markings – Monmouth Street to I Street

## 13th Street Improvements

- 5.1 13th Street Improvements – South of E Street to the I Street Extension

## I Street Extension

- 6.1 I Street Improvements – Talmadge Road to 13th Street
- 6.2 I Street Improvements – 13th Street to Ash Creek

## Land Use Changes

- 7.1 Modify Comprehensive Plan Land Uses and Zoning designations
- 7.2 Future Annexation from County to City and apply Comprehensive Land Uses and Zoning designations
- 7.3 Future Urban Growth Boundary expansion, and annexation to the City of Independence and apply Comprehensive Land Uses and Zoning designations

## Future Park

- 8.1 Coordinate park improvements with property owner

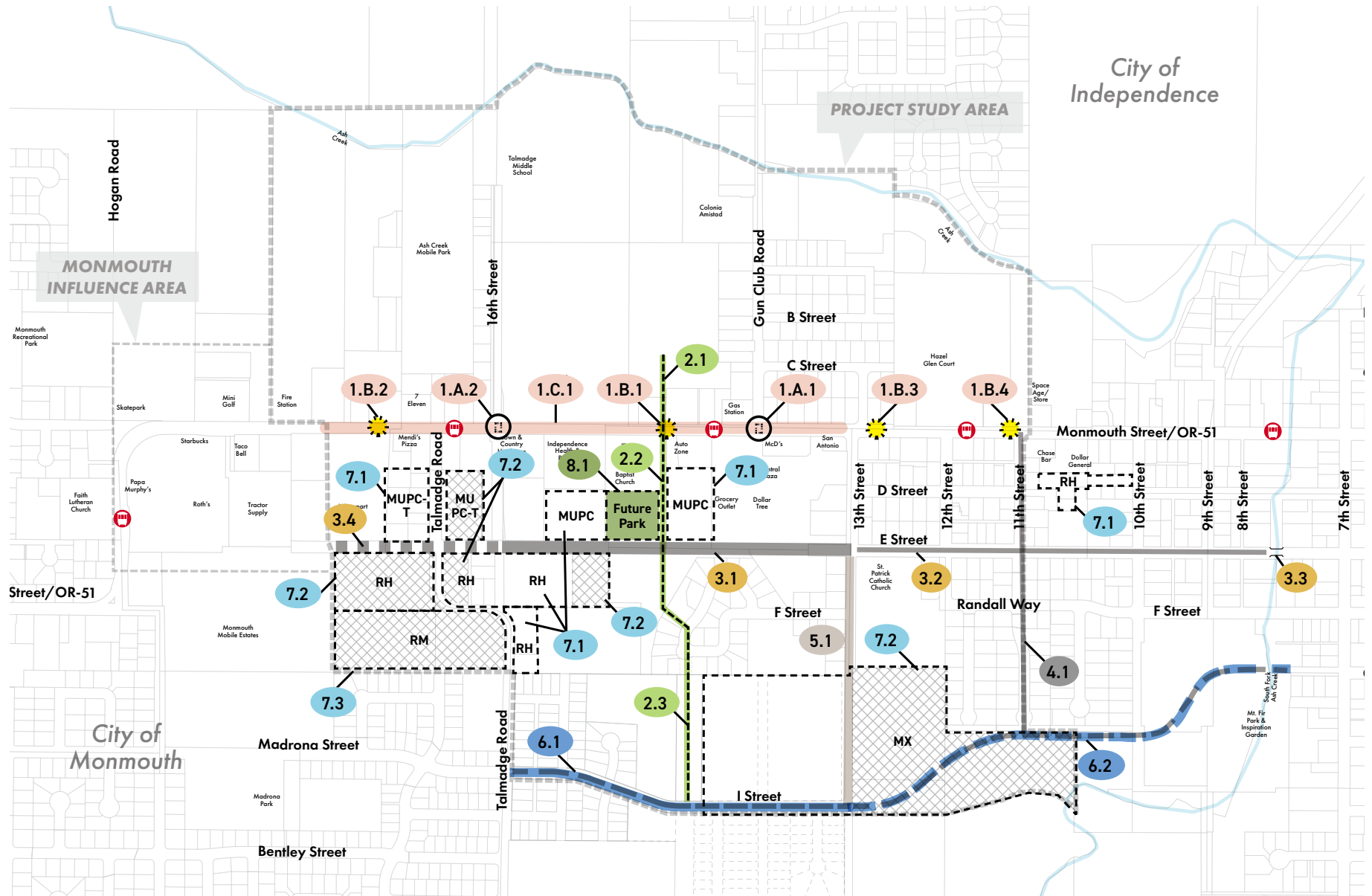


Fig. 50: Implementation Projects Map

# PROJECTS DESCRIPTIONS

## Monmouth Street

### 1.A.1 Gun Club Road Intersection;

### 1.A.2 16th Street Intersection

Improvements would provide increased visibility to the crossing areas at the intersections and support safe pedestrian and bicycle access to destinations including Central High School and the Central Plaza shopping center. Improvements should consider:

- Replacing ladder striping with continental striping on all four sides of the intersection.
- Adding dashed bicycle striping in the intersection between the crosswalks for the east bound and west bound bike lanes.

### 1.B.1 Midblock Crossing – Central High School

Improvements would provide increased visibility to the existing mid- block crossing and support safe pedestrian and bicycle access to frequented destination by children and young adults to Central High School, the Gate Community Youth Center and Central Plaza. Improvements should consider:

- Replacing ladder striping with continental striping.
- Adding raised medians to protect the crossing in the turn lane.
- Adding additional features such as a rectangular rapid flashing beacon on both ends of the crossing.

### 1.B.2 Midblock Crossing – West of 17th Street (Waremart);

### 1.B.3 Midblock Crossing – East of 13th Street;

### 1.B.4 Midblock Crossing – West of 11th Street

Improvements would create new crosswalks, provide increased visibility and safety at the crossings, and support safe pedestrian, bicycle, and transit access across OR-51. Improvements should incorporate design features such as:

- Ladder striping from curb to curb.
- Accessible ramps at each end of the crossing (where feasible).
- Rectangular rapid flashing beacons on both ends of the crossing.
- Raised median or pedestrian refuge island in the turn lane to protect the crossing.

### 1.C.1 Update Future Monmouth Street/OR-51 Street Section and ODOT Urban Context Designation

The City in coordination with the Oregon Department of Transportation should pursue re-designating the roadway from a Commercial Corridor to an Urban Mix designation consistent with the Central Talmadge district's mixed use zoning. To better conform to a Urban Mix context designation the City should consider modifying the current adopted street section with one that widens the sidewalk from 6-feet to 8-feet. See Figure 39 Preferred Monmouth Street Cross Section, page 37 of this document.

## Ash Creek Trail Connection

### 2.1 Ash Creek Trail Connection – Central High School

Improvements would provide a safe and direct shared-use walking and bicycling trail between the Monmouth Street/OR-51 midblock crossing and the existing trail that travels along the east boundary of the Central High School baseball/softball fields. The improvement would require coordination between the City and Central High School to re-stripe the parking lot drive aisle and accommodate the shared-use path. For details, please see [Figure 18: Ash Creek Connector at Central High School East Parking Lot](#) on page 18 of this document.

### 2.2 Ash Creek Trail Connection – Monmouth Street/OR-51 to E Street

Improvements would provide a safe and direct shared-use walking and bicycling trail (a minimum of 10-feet wide) between the Monmouth Street/OR-51 midblock crossing and the planned E Street extension. The alignment would run along the east side of The Gate Community Youth Center and provide access to the potential future Commons Park south of First Baptist Church. For details, please see [Figure 16: Ash Creek Connector Vision](#) on page 17 of this document.

### 2.3 Ash Creek Trail Connection – E Street to I Street

Improvements would provide a safe and direct shared-use walking and bicycling trail (a minimum 10-feet wide) between the planned E Street extension and the future Madrona Street/I Street extension. The conceptual alignment of the route is indicated in [Figure 16: Ash Creek Connector Vision](#) on page 17 of this document.

## E Street Improvement

### 3.1 E Street Extension – 13th Street to 16th Street

Improvements would extend E Street as a multimodal local street that offers enhanced walking and bicycling facilities, local access to commercial properties oriented to Monmouth Street, and access for the development or redevelopment of previously landlocked parcels. The enhanced design is intended to support increased bike ridership by providing an off-street bikeway on each side of the street. See [Figure 43: Typical E Street Section 64' Right-of-Way](#) on page 39 of this document.

### 3.2 E Street Ped/Bike Improvements – 13th Street to Ash Creek

Improvements would provide safe and direct walking and bicycling access. Improvements should include:

- Applying shared lane markings (sharrows) in the roadway
- Filling gaps in the existing sidewalk

### 3.3 South Fork Ash Creek Bridge

Improvements would provide safe and direct walking and bicycling access across the South Fork Ash Creek. Improvements should include:

- A pedestrian- and bike-only bridge
- Applying shared lane markings (sharrows) in the roadway between the creek and South Main Street
- Filling sidewalk gaps between the creek and East Main Street



## PROJECT DESCRIPTIONS

### 3.4 Future E Street Extension (16th Street to western City Limits)

Improvements would provide a safe and direct route to the City's western boundary for walking, biking, and local traffic. The improvement would require further study and coordination with existing property owners, Waremart and the City of Monmouth.

## 11th Street Bikeway

### 4.1 Bikeway Sharrow Markings – Monmouth Street to I Street

Improvements would provide safe and direct walking and bicycling access to the City's trail and bike network as well as the trolley stop at Monmouth Street/OR-51 and 12th Street. The improvement would be located between the proposed Monmouth Street/OR-51 midblock crossing and the planned Madrona Street/I Street extension, and would require a minor modification of the City's adopted Transportation System Plan through the addition of a shared-lane pavement marking project to the Bike Plan Projects. The project should include:

- Applying shared lane markings (sharrows) in the roadway
- Filling sidewalk gaps

## 13th Street Improvements

### 5.1 13th Street Improvements – South of E Street to the I Street Extension

Improvements would provide safe and direct walking, bicycling, and vehicular access between E Street and the planned Madrona Street/I Street extension. Improvements should include:

- Applying buffered bike lanes to the roadway between Monmouth Street/OR-51 and F Street
- Filling in the sidewalk gaps between E Street and the paved section of 13th Street, south of F Street
- Constructing a new roadway with sidewalks and buffered bike lanes south of F Street to the planned Madrona Street/I Street extension

## I Street Extension

### 6.1 I Street Improvements – Talmadge Road to 13th Street

Improvements would provide safe and direct walking and bicycling access. Improvements should include:

- Constructing a shared-use walking and bicycling route along the road, as approved as part of the Southwest Crossing Development

### 6.2 I Street Improvements – 13th Street to Ash Creek

Improvements would provide safe and direct walking and bicycling access. Improvements should include:

- Continuing the walking and bicycling route approved as part of the Southwest Crossing development along the road
- Filling any remaining sidewalk gaps

## Land Use Changes

### 7.1 Modify Comprehensive Plan Land Uses and Zoning designations

For descriptions and figures of the proposed Comprehensive Plan and zoning changes, please refer to the following pages.

For Comprehensive Plan Land Use changes, please see:

- [Figure 34: Areas of Change - Existing Land Use](#), page 31
- [Figure 35: Proposed Comprehensive Plan Land Use](#), pages 31–32

For zoning changes, please see:

- [Figure 36: Areas of Change - Existing Zoning](#), page 33
- [Figure 37: Proposed Zoning Changes](#), pages 33–34

### 7.2 Future Annexation from County to City

The hatched parcels in [Figure 50: Implementation Projects Map](#) on page 46 indicate the location of County land that will be annexed to the City in the future. As part of the annexation, the City will go through a formal process to adopt the recommended land use and zoning changes within this plan.

### 7.3 Future Urban Growth Boundary (UGB) Addition and Annexation to the City of Independence

The hatched parcels in [Figure 50: Implementation Projects Map \(Project 7.3\)](#) on page 46 indicate the location of County land that is not in either the Independence or Monmouth Urban Growth Boundary. The land could be considered for UGB expansion through a joint effort of

the City, Monmouth, Polk County, and with the special districts that provide services in the urban area. Once land is included in the UGB, the property is eligible for annexation to the City.

## Future Park

### 8.1 Coordinate park improvements with property owner

The Future Park is envisioned to be a city-initiated project that is coordinated with the existing property owner to transform an underutilized recreational area into a public park and open space. The park would serve as the central gathering space in Central Talmadge.

Park improvements would support community health and well-being, provide park space for youth in close proximity to residences and the high school, and support adjacent businesses by offering additional activities to attract customers and extend the time people spend in Central Talmadge. Improvements should consider potential park elements described on [pages 21 and 22](#), as well as in [Figure 21: Commons Park at E Street](#) and [Figure 22: Commons Park Overview](#) in this document.

## RECOMMENDED ACTION PLAN

ACTION #	ACTION ITEM DESCRIPTION	TIME FRAME	LEAD/SUPPORT
<b>MONMOUTH STREET</b>			
1.A.1	GUN CLUB ROAD INTERSECTION	1 year	City / Developer / Property Owners
1.A.2	16TH STREET INTERSECTION	1 year	County
1.B.1	MIDBLOCK CROSSING - CENTRAL HIGH SCHOOL	2–3 years	City/Central High School/ODOT
1.B.2	MIDBLOCK CROSSING - WAREMART	2–3 years	City /Business & Property Owners / ODOT
1.B.3	MIDBLOCK CROSSING - EAST OF 13TH STREET	2–3 years	City /Business & Property Owners / ODOT
1.B.4	MIDBLOCK CROSSING - WEST OF 11TH STREET	2–3 years	City /Business & Property Owners / ODOT
1.C.1	UPDATE FUTURE MONMOUTH STREET/OR-51 STREET SECTION AND ODOT URBAN CONTEXT DESIGNATION	Urban Context: 6 mo. Street Section: TBD	City/ODOT
<b>ASH CREEK TRAIL CONNECTION</b>			
2.1	ASH CREEK TRAIL CONNECTION - CENTRAL HIGH SCHOOL	6 mo.–1 year	City/Central High School
2.2	ASH CREEK TRAIL CONNECTION - MONMOUTH STREET/OR-51 TO E STREET	2–3 years	City /Property Owners
2.3	ASH CREEK TRAIL CONNECTION - E STREET TO I STREET	2–3 years	City /Property Owners
<b>E STREET IMPROVEMENTS</b>			
3.1	E STREET EXTENSION - 13TH STREET TO 16TH STREET	2–3 years	City /Business & Property Owners
3.2	E STREET BIKEWAY - 13TH STREET TO ASH CREEK	6 mo.–1 year	City /Property Owners
3.3	ASH CREEK BRIDGE	TBD	City /State/Property Owners

Fig. 51: Future Implementation Actions: Action # 1.A.1–3.3

<b>ACTION #</b>	<b>ACTION ITEM DESCRIPTION</b>	<b>TIME FRAME</b>	<b>LEAD/SUPPORT</b>
3.4	FUTURE E STREET EXTENSION (16TH STREET TO WESTERN CITY LIMITS)	TBD	City /Property Owners/ County/City of Monmouth
<b>11TH STREET BIKEWAY</b>			
4.1	BIKEWAY SHARROW MARKINGS - MONMOUTH STREET TO I STREET	1–3 years	City /Property Owners
<b>13th STREET IMPROVEMENTS</b>			
5.1	13TH STREET IMPROVEMENTS - SOUTH OF E STREET TO THE I STREET EXTENSION	Dependent on private property development	City /Property Owners/ County
<b>I STREET EXTENSION</b>			
6.1	I STREET IMPROVEMENTS - TALMADGE ROAD TO 13TH STREET	Dependent on private property development and grants	City /Property Owners/ County
6.2	I STREET IMPROVEMENTS - 13TH STREET TO ASH CREEK	Dependent on private property development	City /Property Owners/ County
<b>LAND USE CHANGES</b>			
7.1	MODIFY COMPREHENSIVE PLAN LAND USES AND ZONING DESIGNATIONS	6 mo.–1year, minus properties to be annexed	City
7.2	FUTURE ANNEXATION FROM COUNTY TO CITY	Dependent on private property development	City /Property Owners/ County
7.3	FUTURE URBAN GROWTH BOUNDARY ADDITION AND ANNEXATION TO THE CITY OF INDEPENDENCE	TBD	City /Property Owners/ County/State
<b>FUTURE PARK</b>			
8.1	COORDINATE PARK IMPROVEMENTS WITH PROPERTY OWNERS	6 mo.–3 years	City /Property Owners

Fig. 52: Future Implementation Actions: Action # 3.4–8.1



# EQUITABLE DEVELOPMENT STRATEGY

Equitable development strategies can help the City and its partners proactively work to mitigate the potential negative consequences of new investments in transportation infrastructure, public spaces, and anticipated private development.

Strategies to intentionally phase improvements and address displacement risk are essential to consider to integrate the needs of community members in project decisions.

The equitable development strategy provides a list of actions that the City and partners in the community could pursue before, during, and after new development occurs in Central Talmadge to mitigate negative impacts.

## 1 Setting the Stage Before New Investment

### Preserve Affordable Housing

Initial steps to preserve affordable housing options include:

- Acquisition and Operation of Naturally Occurring Affordable Housing
- Conversion of Expiring Affordable Housing Projects
- Community Land Trusts (CLTs)
- Resident-Owned Cooperatives
- Home Rehabilitation and Accessibility Grants
- Right of First Refusal (ROR) Policies

### Support Legacy Businesses

Targeted strategies to retain and grow locally-owned businesses include:

- Inventory/Outreach with Existing Businesses
- Buy-Your-Building Programs
- Low-Cost Revolving Loan Fund
- Limited Equity Cooperatives
- Technical Support for Legacy Businesses

### Equitable Community Engagement

Efforts to hear the voices and lived experiences of existing community members can identify unique needs, challenges, and priorities for guiding new development. The City can engage with the community early and meaningfully through:

- Regular Community Meetings/Listening Sessions
- Partnerships with Community Based Organizations (CBOs)
- Community Benefit Agreements

## 2 When New Development is Underway

### Promote Diverse Housing Types

Prevent rapid housing cost increases by ensuring that there are options available for various household sizes, preferences, and incomes. Consider:

- Targeted Code Changes
- Development Incentives for Affordable Housing
- Low-Income Housing Tax Exemptions
- Down Payment Assistance
- Individual Development Accounts (IDAs)

## Create Opportunities For Local Businesses

Target strategies to both retain businesses and allow them to thrive and scale up such as:

- Construction Disruption Assistance
- Façade Improvement Programs
- Shared Retail Spaces
- Opportunities for Home-Based Businesses

## Community Benefits In Public Realm Improvements

Involve residents in the planning process to ensure that their needs and concerns are addressed in different types of public investments like:

- Enhanced Mobility and Connectivity
- Public Spaces and Natural Areas

## 3 Monitoring After Investments Are Complete

After major investments and development projects have been completed, monitor evolving conditions within the community to assess whether the benefits of growth and revitalization are being equitably distributed or if an area is showing signs of displacement.

## Tracking Metrics

To monitor the effectiveness of antidisplacement strategies, the City can track:

- Evictions and Foreclosures
- Home Sales and Rent Prices
- Unregulated and Regulated Affordable Housing Units
- Demographic Trends
- Business Turnover Rates
- Level of Public Investment

## Targeted Interventions

If trends begin to signal potential displacement pressures on long-term residents or the closure of legacy businesses, the City can pursue targeted interventions to slow or stop displacement like:

- Emergency Rent/Utility Support
- Tenant Relocation Assistance

## Learn More About Equitable Development in Central Talmadge

See appendix C.1 for the complete *Anti-Displacement and Equity Strategy Memo* with descriptions of all strategies listed here as well as additional information including:

- Displacement factors for residents and businesses
- Socioeconomic and real estate factors
- Case studies
- Additional implementation considerations

## IMAGE SOURCE NOTES

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- 2 Photo by First Forty Feet
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- 19 City of Petaluma. (n.d.). *5th Street bike boulevard pilot project*. Retrieved from <https://www.petaluma360.com/article/news/bike-boulevard-pilot-project-planned-for-petalumas-5th-street/>

# APPENDICES

## **APPENDIX A: EXISTING CONDITIONS**

- A.1 Memo #1: Existing Conditions Analysis
- A.2 Existing and Planned Transportation System
- A.3 Memo #2: Market Study Current Conditions

## **APPENDIX B: PRELIMINARY LAND USE AND TRANSPORTATION CONCEPTS**

- B.1 Memo #3: Project Vision Statement
- B.2 Memo #4: Alternative Projects and Strategies Evaluation

## **APPENDIX C: PREFERRED PROJECTS AND IMPLEMENTATION STRATEGIES**

- C.1 Memo #5: Anti-Displacement and Equity Strategy
- C.2 Memo #6: Recommended Land Use and Urban Design Changes and Strategies
- C.3 Memo #7: Recommended Transportation Changes
- C.4 Memo #8: Development Recommendations



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# INDEPENDENCE

*Oregon's Story Begins Here*

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