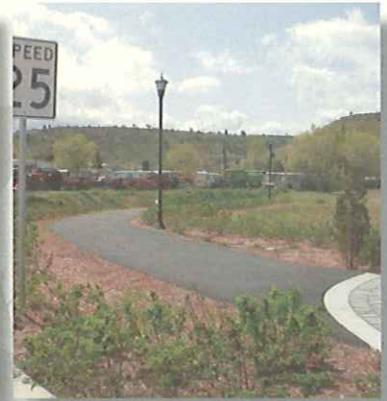


FINAL REPORT



CITY OF MADRAS CREATING SAFE ROUTES TO SCHOOL

JUNE 2009



PREPARED BY

COGAN
OWENS
COGAN



Acknowledgements

We would like to thank the following community members for their support of this effort:

Melanie Widmer, City of Madras Mayor

Nicholas Snead, City of Madras Community Development Director

Sara Puddy, City of Madras Public Works Assistant

Rod Fulton, City of Madras Public Works

Francesca Patricolo, Resource Assistance for Rural Environments (RARE)

Patty Woll, Madras Redevelopment Commission Chair

Danna Hastings, Jefferson County Health Department

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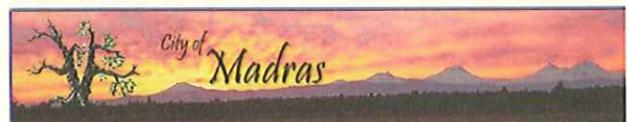


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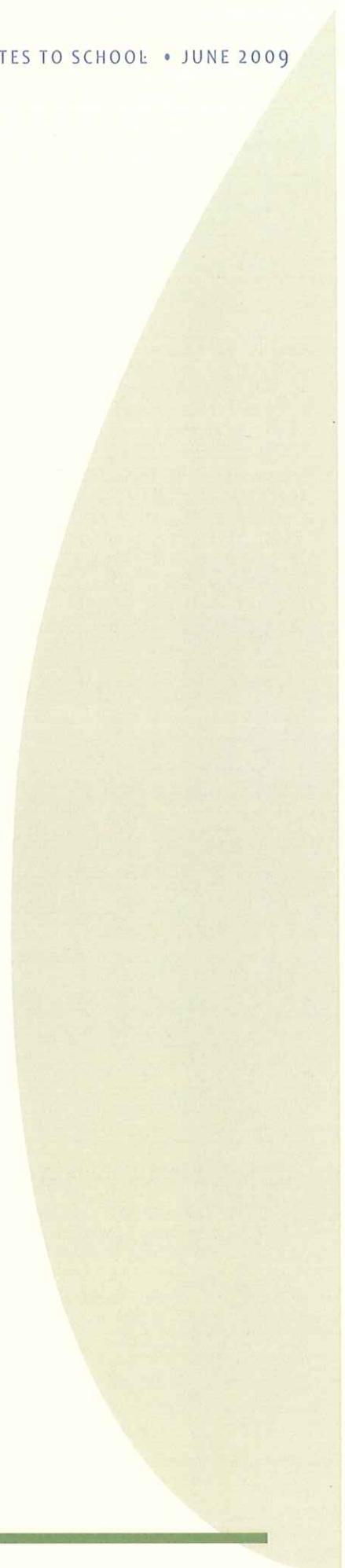
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Introduction

The City of Madras held a Safe Routes to School Education and Outreach Workshop June 10 2009, funded by the state's Transportation and Growth Management (TGM) Program. At the City's request, this workshop and associated research focused on creating Safe Routes to School (SRTS).

Background

The TGM Program is a partnership of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD) that supports community efforts to expand transportation choice for people. By linking land use and transportation planning, the TGM Program works in partnership with local governments to create vibrant, livable places in which people can walk, bicycle, take transit or drive where they want to go. Through the TGM grant, consultants from Cogan Owens Cogan, LLC (COC), SERA Architects, Inc. and Marketek, Inc. were hired to plan and facilitate the workshop and advise City staff on strategies to support their ongoing efforts to improve transportation options and safety for students and residents in Madras.

The goals of the Oregon SRTS program are to:

- Increase the ability and opportunity for children to walk and bicycle to school.
- Promote walking and bicycling to school and encourage a healthy and active lifestyle at an early age.
- Facilitate the planning, development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption and air pollution within two miles of a school.

Outreach Workshop

The workshop was held at the Cross Keys Inn in Madras. A diverse group of community members participated, including representatives of the business sector and Chamber of Commerce, Urban Renewal, Jefferson County Public Health, City staff and others. The Mayor of Madras, resource staff from the Oregon Department of Transportation, as well as the TGM Program presented an orientation to the topic and the City's plans.

The workshop built upon Jefferson County Schools and Jefferson County Health Department Safe Routes to School efforts, as well as associated multi-modal transportation planning work completed and underway by the City of Madras.



The TGM Outreach Workshop was held as the City was planning to seek assistance from Oregon's SRTS program to make infrastructure improvements at a critical intersection near several schools. The purpose of the workshop was to present SRTS and community design concepts to stakeholders and the public, inform participants about the Safe Routes to School grant application and other City efforts, and get feedback from the public.

“What am I most hopeful about? Madras has experienced gradual and consistent improvements in its downtown, in spite of the down economy.” *Patty Woll, Madras Redevelopment Commission Chair*

To effectively address the above issues, the City, TGM staff and COC identified the following tasks to gather relevant information and to design and coordinate the workshop:

- **Background Information Assembly and Review.** Consultants assembled and reviewed technical information and conducted informational interviews, including a group interview with City staff. These interviews and meetings also were used to plan workshop logistics.
- **Site Visit.** Members of the consulting team met with City staff and toured the Madras area. They visited and photographed the downtown, Highway 97 corridor, portions of the Willow Creek Trail, and key routes to/from schools and other important destinations.
- **Public Workshop.** The workshop included a PowerPoint presentation, map-based exercises and comment forms. The workshop was promoted with a flyer, a newspaper ad and direct phone, email and in-person outreach from City staff to key stakeholder groups.
- **Final Report.** This report includes a workshop summary, policy, regulatory, funding and other strategic recommendations to implement SRTS concepts for safety and downtown vibrancy in Madras.



Opportunities for Safe Routes to School and Improved Connectivity

Safe Routes to School Principles

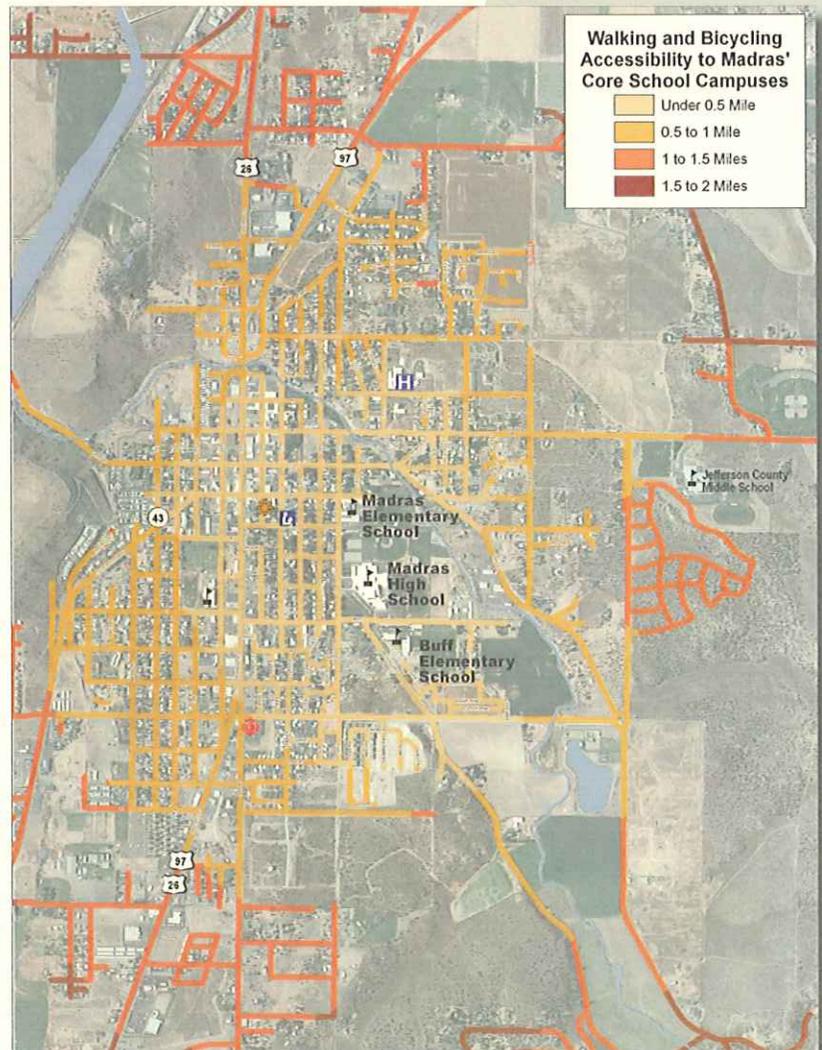
Schools play a central role in the public life of communities – providing important venues for education as well as social interaction, recreation, civic events and community-building. Given their importance, schools should be physical focal points, accessible by the broadest possible range of residents of all ages. This means allowing for and promoting access via a range of modes to schools sites, with a strong emphasis on walking and bicycling. How schools are sited, designed, and accessed are foundational topics for planning vibrant, healthy communities.



Best practices recommend that schools be sited in close proximity to existing and/or planned residential neighborhoods to promote walking and/or biking. To the extent possible, school campuses also should be designed as efficiently as possible to allow for multiple uses and access.

As a rule of thumb, students will walk one to two miles or bicycle two to three miles to school. Schools are most often accessed via the network of local streets that surround them. The transportation network should therefore include complete networks of bicycle lanes and sidewalks as well as local streets to keep travel distances for the maximum number of students within this range.

Three of the four Madras schools (Madras Elementary, Buff Elementary and Madras High) are clustered together in close proximity to some of the city's older neighborhoods as well as its downtown core. Although located further to the west, Jefferson County Middle School is adjacent to future development areas. Despite the relative proximity to neighborhoods (existing and planned), pedestrian and bicycle access to/from Madras' schools is difficult for school age kids due in part to gaps in the local street network.



Public Comments

Workshop participants identified several opportunity areas for improved connectivity to support SRTS. There is strong support for infrastructure improvements at the intersection of SE Buff and 10th Streets, near the existing cluster of schools. This intersection is the focus of the June 2009 SRTS grant application. The primary concern for students walking and bicycling to school from westside neighborhoods is safely crossing US Highway 97. Participants identified intersections at Buff, B, C, D, F and J Streets as critical areas of concern.

Participants identified safe connections to other destinations as needing attention, including the skate park and new destinations such as the new middle school, Yarrow subdivision, the aquatic center and the Community College site.

Local Recommendations for Safe Routes to School

The following streets are recommended for SRTS designation and associated improvements:

- B Street (from ~2nd to 10th)
- D Street (from ~1st to 10th)
- E Street (from ~1st to 10th)
- G Street (from ~Madison to 10th)
- 10th Street (from B to J)
- Buff Street (from 10th to Romero)

Other proximate streets and intersections should be examined for potential spot improvements.

As new development occurs to the east of the main school campus, new connections will become necessary, especially along the Buff and E Street alignments. These alignments, as



well as City View Street, also will be important for access to the Middle School. Future Safe Routes to School associated with new development are recommended for:

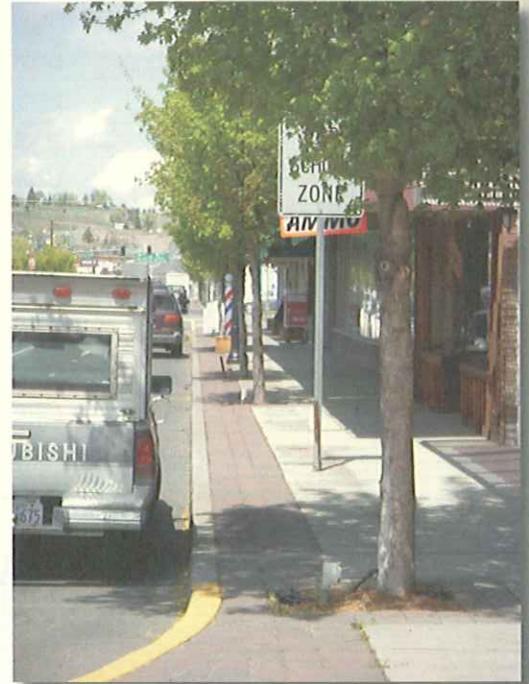
- McTaggart Street (from Buff to J)
- Buff Street (from Romero to City View)
- E Street (from the Willow Creek Trail to City View)
- Kinkade (from B to E)
- City View (from B to J)

Several of the streets near the school campus lack sidewalks, while others are unpaved. For example, 10th Street south of Buff lacks both sidewalks and paving. Sidewalks should be continuous in order to promote the maximum level of safety for kids walking or bicycling, skating or riding a scooter on the sidewalk to/from school. Sidewalks should be wide enough for people to walk two-by-two, or approximately four to five feet. Curb-cuts, where auto/pedestrian conflicts can occur, should be minimized both in terms of width and frequency. Additionally, it is recommended that sidewalks be buffered from the travel way with a combination of landscaping (including street trees) and on-street parking.

Students often travel to/from school during non-daylight hours, especially during the winter months. Pedestrian-scale lighting should therefore be prioritized along frequently traveled routes. Additionally, exterior building lighting should be encouraged and/or required in downtown or on commercial buildings along Safe Routes in order to further enhance pedestrian comfort.

A complete SRTS system also includes universal access such that students with mobility, hearing or vision difficulties can access schools safely. For example, sidewalks need to provide at least 36" of clear space for travel at all times and should not be impeded by utility poles, street furniture, signage, etc. High-contrast, tactile warning strips should be placed at all intersections ramps, which themselves should be oriented to the crosswalk as opposed to the intersection.

Providing safe crossings is of paramount importance, as these are the places where students most often interact with vehicles. Crossings should be well-marked and well-signed, and should be as short as possible. In order to achieve the latter, curb extensions, medians and/or pedestrian-refuge islands are recommended. Where curb extensions are used, they should be the approximate width of the parking aisle in order to maximize both the visibility of students about to cross and the ability of students to see oncoming traffic. While Madras does use curb extensions in its downtown, several of these are approximately half the width of the adjacent parking aisle and should be widened over time.

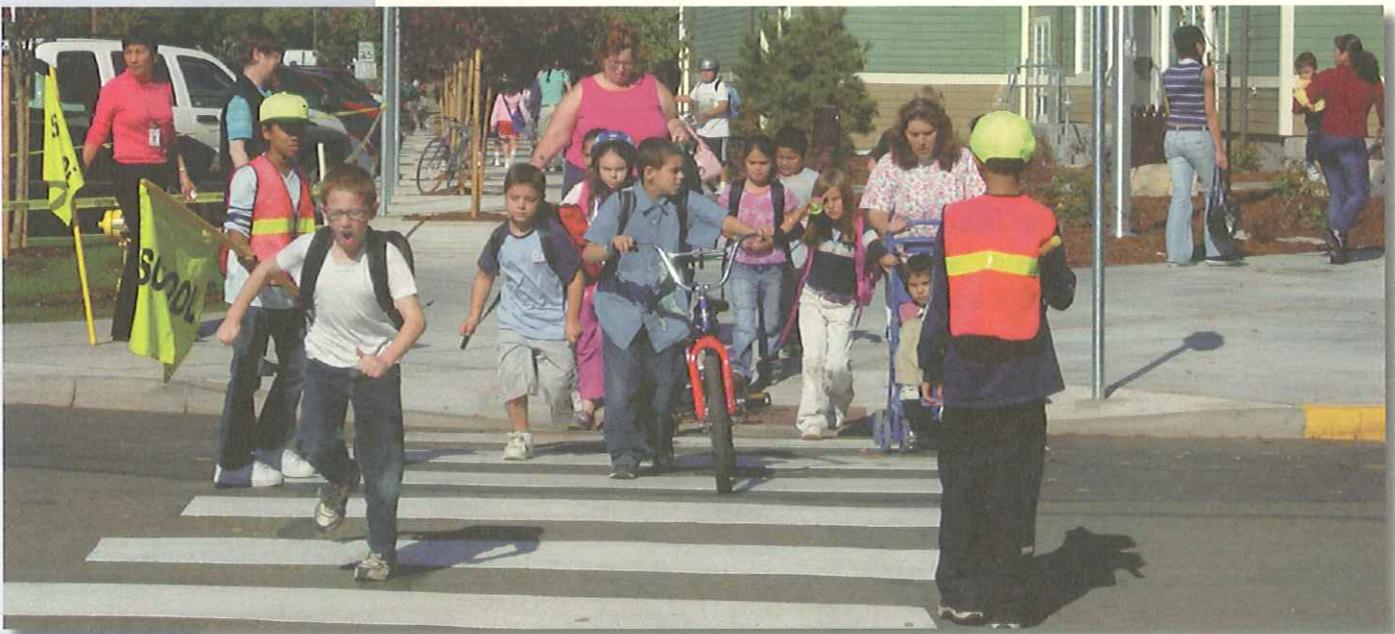


Given local topography, development and vegetation, crossings are potentially unsafe at several intersections near the main school campus. The intersection of Buff and 10th Street is especially difficult and it is recommended that it be improved with sidewalk widening, curb extensions, additional landscaping, new paint and signage.

“The economy and successful downtown grows more beautiful all the time.” *Holli Van Wert, Madras-Jefferson County Chamber of Commerce*

Highway 97, located just a few blocks west of the main school campus, presents a special crossing challenge given both the high volumes and high average speed of traffic. In particular, the City could work with ODOT to focus improvements along Highway 97 at intersections with D, E, F, G and J Streets. In most cases, this will entail retrofitting treatments onto existing intersections. In the case of J Street, this likely will mean treatments in conjunction with an intersection reconfiguration.

Off-street paths and trails can provide an attractive alternative to the local street network for Safe Routes to School. The City of Madras has been investing in the Willow Creek Trail System, which will soon connect from Highway 97 southeast to J Street. As new development occurs east of the existing school campus, participants recommend an additional bridge be built across Willow Creek at E Street to allow for improved school access in this area.



While sidewalks and off-street paths can provide some bicycle access to/from schools especially for younger and/or less confident riders, additional treatments along key routes can greatly improve roadway conditions for a wider array of bicyclists. For example, cycletrack facilities (a separated path for bicyclists) could be installed along busier roadways to provide greater separation between cyclists and motorists. Special paving treatments, bike advance boxes and sharrows (shared-lane markings) can call better attention to cyclists at key intersections or along key routes. Sharrows are used on streets with moderate to high volumes of vehicular traffic where there is not enough roadway width for a standard bicycle lane. The sharrows indicate the approximate roadway position for cyclists and encourage drivers to yield to cyclists in this zone. While traditional bicycle lanes have been installed along some of Madras' busier facilities, including Highway 97, many of these are striped only on the outer edge. Since the bicycle lane thus is effectively blurred with the parking lane, it is recommended that additional striping be added to the inner edge to further delineate the bicycle lane.



While it is recommended that Madras' busier roadways – including Highway 97, B Street, and J Street – continue to function as bikeways, it also is recommended that a secondary system of bicycle routes be established on the lower-volume streets. These streets may include 1st, 7th, Oak and E, among others, and could be given bicycle boulevard treatments, such as speed humps, neck downs or turned stop signs to facilitate bicycle movement while calming traffic.

“What brought me to Madras? The bikeability and walkability.”

Stan Nowakowski, resident



Opportunities for Enhancing Downtown Walkability and Economic Vibrancy

Principles for Downtown Walkability and Commercial Success

At the heart of downtown Madras' success as a business and shopping district is its ability to offer residents, employees and visitors a unique and welcoming environment and shopping/entertainment experience. Quality streetscape design and adherence to smart development principles that enhance walkability will increase downtown Madras' economic success. Downtown Madras competes for shoppers and businesses with other shopping centers in the central Oregon marketplace and must work hard to give customers the experience they seek. Elements of downtown success are identified and briefly described below.



Creating an attractive, enticing sense of place in the downtown commercial core is critical for encouraging auto travelers to stop and shop as well as creating an inviting environment for residents. Buildings should be built out to the street with transparency (windows) on the first floor to create visual interest and promote a sense of safety. Blank façades and walls without windows should be avoided. Entrances should be built to the street or street corners instead of set back. Storefronts should reflect pride and ownership and be maintained in good condition with attractive signage, creating a pleasant pedestrian experience and supporting local businesses.

Downtown commercial areas should be safe and comfortable for pedestrians. Creating a high-quality pedestrian environment includes having completed sidewalk networks in good condition as well as a clear separation of traffic and pedestrian paths. This can be accomplished by using on-street parking to buffer pedestrians from through traffic as well as with landscaped strips between the sidewalk and street.



Supporting active, people-oriented uses in the downtown core improves business performance and supports safe multi-modal travel. Creating a clear distinction between the highway commercial areas, dominated by freestanding businesses and access to parking, and the downtown commercial with a concentrated area of active uses is important. This can be accomplished in part through attractive pedestrian-oriented retail signage, façades and store windows. The downtown/commercial core environment benefits from open space and plazas that serve visitors and residents and can serve as event and entertainment spaces. Outdoor dining space also adds to the sense of an attractive and vibrant commercial core.

Concentrated nodes or linkages of development create a critical mass or denser shopping environment, attracting more shoppers. Similarly, creating a commercial district identity can support downtown retail. Efforts can include a quality built environment, entrance signage, public art, landscaping, banners and other streetscape elements that support a consistent appearance identity. The City, Chamber of Commerce and other agencies should continue ongoing business district marketing and promotion through public relations, brochures, events and related activities.

A mix of uses, including retail, service, restaurants and housing in the downtown area, promotes interaction and a sense of place and safety for residents and visitors. Business clusters and complementary uses encourage browsing and impulse shopping while strong business anchors and business clusters create a unified district. Ideally, a commercial area will have uninterrupted active retail uses on both sides of the street to encourage a shopping loop at least one quarter mile in length.

To make visiting downtown convenient for both auto travelers and residents, the commercial core should be easily accessible by all modes of travel. This includes clearly marked parking for cars and bicycles to support stores and services. Both on-street and off-street parking should be provided for vehicles. The appearance of parking lots should be improved through landscaping. Bicycle racks also should be provided downtown at frequent intervals and in safe, visible locations.

Public Comments

Participants noted many strengths and opportunities for Madras to support transportation options and safety in downtown. This included the existing bicycle lanes and sidewalks and a growing core of downtown businesses. Several people support slowing traffic along Highway 97 and ensuring trucks do not infringe on bicycle lanes.



Implementation and Funding Strategies

Organizing for Success

To reach the shared aspirations of a strong SRTS system, the City of Madras can take a leadership or convening role in creating partnerships with local and regional organizations. The School District, ODOT, Jefferson County, business and recreational community and others can actively participate in implementing initiatives to support SRTS, multi-modal transportation improvements and downtown economic development. A preliminary list of partner agencies is included below. Partners also can recruit and engage additional stakeholders to achieve shared goals and objectives. Key themes of the federal American Recovery & Reinvestment Act are transformation, leverage, collaboration and network.

Madras may consider becoming involved with the Oregon Main Street Program or adapting the program's key principles to local circumstances (see Appendix 5). Successful downtown programs for small and large cities alike have the following key organizational elements in common:

- Public-private partnerships where goals, responsibilities, commitment and funding are shared through a unified plan and common vision of the community's future.
- A clear delivery system for ongoing education about safe routes to school, downtown development and smart growth, including marketing and other elements of success.
- A broad base of stakeholders including City staff, elected officials, developers, business owners and leaders, residents, lenders, school district representatives, property owners and employers.
- The capacity to follow-through on work plans is well established with management by a qualified staff member with strong communication skills. The most creative marketing and sales efforts need continuous follow-through and adaptation to changing environments.



External partner organizations play a variety of roles, particularly helping keep the vision and plan in the forefront of community discussion. A preliminary list of suggested partner organizations follows.

City and County	External Partners
City of Madras Community Development Department	Madras-Jefferson County Chamber of Commerce
Madras Redevelopment Commission	Business and Property Owners
City of Madras City Council	School District
City of Madras Planning Commission	Real Estate Brokers & Developers
City of Madras Public Works	Oregon Department of Transportation
Jefferson County Community Development	Oregon Main Street Program
Jefferson County Health Department	Local or Regional Historic Preservation Organizations
Neighborhood and Homeowner Associations	Other State and Private Organizations (see below)

Public Comments

Workshop participants shared several ideas for implementation of the strategies presented. One funding idea was an eight percent set-aside for parks that could provide connections in older parts of town. Several people supported collaborative solutions between the City, County, ODOT and School District as well as the formation of public-private partnerships. One participant suggested building public support for more costly long-term infrastructure projects by showing success with short-term measures like traffic calming.

Potential Funding Sources

With limited resources it will be necessary for Madras to continue to seek funding and grant sources for safe routes to school, infrastructure improvements and downtown economic development. The potential for success will be raised when partnerships are formed to leverage local funds with regional, state, federal or private sources.

USDA Rural Development provides Rural Business Enterprise Grants, Rural Business Opportunity Grants for business development, development feasibility studies, community facilities and façade programs.

Oregon Department of Transportation’s (ODOT) Operations, Innovation and Demonstration Program and the Transportation Enhancement Grants fund streetscape and beautification work in Oregon downtowns.



Oregon Arts Commission Arts Build Community grants for public art projects and initiatives.

Oregon State Historic Preservation Office has several resources, including Preserving Oregon grants, Special Assessment/Tax Credits for Historic Buildings and Certified Local Government grants.

Urban Renewal Districts are the lead flexible funding source for downtown improvements with an estimated 70 districts statewide. Madras is fortunate to have created a district which will be an excellent resource over time.

An **Economic Improvement District (EID)** is a local assessment district in which property owners choose to be assessed a fee, collected on their behalf by the City for use in promoting and improving the business area. An EID usually funds business development, promotion, maintenance and management.

A **Business Improvement District (BID)** is a local assessment district in which business owners choose to be assessed a fee, collected on their behalf by the City, for use in promoting and improving the business area. Often considered a more comprehensive funding mechanism for downtown projects than an EID.

Oregon Microenterprise Network (OMEN) Programs offers small grants mainly for start-up companies and often focused on minorities including women and Native Americans.

Farmers' Market Promotion Program funded through 2008 Farm Bill.

Foundation Grants for capacity building, community projects, community arts, economic development and other initiatives: Home Depot, Lowe's, Ford Family, Oregon Community Foundation, Collins, Meyer Memorial Trust and others.

"Madras is committed to growing in a smart way." Nick Snead, City of Madras Community Development Director

Recommended Regulatory and Policy Changes

Streetscape Design Report

The Draft Madras Streetscape Design Plan presents a series of short- and long-term strategies for improving the downtown streetscape. If adopted, many of these strategies will support safe pedestrian and bicycle travel throughout the city and further SRTS goals.

Related strategies include:

- Creating a Commercial Crosswalk Improvement Plan that considers SRTS principles.
- Creating a Bicycle-Pedestrian Plan to be included in the Transportation System Plan. The plan will be consistent with SRTS best-practices and 509J School District's Safe Routes to School Plan.
- Pursuing alternative funding for capital improvements.
- Completing bicycle and pedestrian systems.
- Constructing bulb-outs in the downtown area where freight trucks do not turn to increase pedestrian safety.
- Creating a Downtown Parking Plan for on-street and off-street parking.

An immediate next step is for the City to develop and adopt updated Street Design Standards and amend its Zoning and Subdivision Ordinances to require compliance with the adopted Street Design Standards.

Adoption of the updated Streetscape Design Standards and pursuit of the strategies included in the draft report will move the City closer toward its goal of providing SRTS as well as downtown vibrancy.



Comprehensive Plan

The City's Comprehensive Plan identifies three commercial zones in the downtown/core commercial area:

- C-1 Corridor Commercial zones north and south of downtown Madras. They are intended to provide appropriate locations for auto-oriented uses outside of the core commercial area north and south of the “Y” intersections of Highways 97 and 26.
- C-2 Downtown Commercial designations intended for commercial areas in and near the historic city center. Uses in this zone should “enhance the pedestrian environment and provide a mix of uses and services.” These areas run from approximately Pine Street to Buff Street and encompass most of the central commercial area.
- C-3 Community Commercial zones are for areas that contain existing auto-oriented businesses at a scale that is compatible with businesses in the historic city center. Auto-oriented uses are permitted on smaller lots with limited parking. This zone runs from Buff Street south to M Street.

“The people brought me back to Madras.” *Mayor Melanie Widmer*

Recommendations to ensure these commercial uses provide a safe, walkable downtown core area as well as support an economically vibrant urban core follow.

- Limiting the amount of C-1 land in the city limits to encourage businesses to locate downtown in the core commercial area.
- Eliminating the C1 “spot zones” within the C2 district to prevent auto-oriented uses from negatively affecting the downtown environment and creating dangerous conditions for bicyclists and pedestrians.
- Considering expanding the C-2 zone south to the intersection of Hwy 97 and J Street (the south “Y”) to support an enhanced pedestrian environment along the entire commercial core.

Transportation System Plan

Goal 3 of the Transportation System Plan (TSP) addresses the need for multi-modal transportation options and safety. A Special Transportation Area (STA) along Highway 97 to improve bicycle and pedestrian safety could be considered.

Community Development Code (Ordinance 723)

Setbacks

As noted above, commercial uses close to the street create a “street wall,” enclosing the right-of-way and defining the pedestrian environment. The existing Madras zoning code requires maximum setbacks only in the C-2 zone. The maximum setback is five feet, applicable to 100% of the building face. The setback standard may be increased when pedestrian amenities are provided in the public space between the building and front property line. To improve the pedestrian environment, the City may consider:

- Assigning a maximum bonus setback for the C-2 zone associated with improvements to the pedestrian zone.
- Applying the five foot maximum setback requirements to the C-3 zone, to ensure consistency throughout the commercial core and protect the pedestrian environment.
- Implementing a maximum setback requirement for the C-3 zone that preserves efficient and safe auto access but improves the appearance of the highway commercial corridor within the city limits.



Landscaping

The City currently has strong requirements for commercial zone landscaping, including parking lots. Landscaped strips to buffer parking and streets are required. The City may consider strengthening these provisions by:

- Requiring landscape strips between the sidewalk and street.
- Finding ways to apply landscaping requirements to existing commercial development to improve the appearance of commercial corridors and increase consistency throughout the city.

Building Orientation

The current zoning code requires that new buildings have one main entrance oriented toward the primary property street. Improvements would include:

- Refining this language to require that the main entrance is oriented toward a sidewalk or street corner as applicable.

Off-Street Parking

The City has strong parking requirements, including allowing shared parking and prohibiting parking between buildings and arterials as well as provisions for bicycle parking. Current code states that parking lots shall not occupy more than 33% of the frontage on a pedestrian-oriented block. To rebalance the pedestrian/bicycle and vehicular environment, the City may consider:

- Reducing this figure to 15% within the C-2 district to support pedestrian and bicycle safety by reducing conflict points, enhance the pedestrian environment and support safe routes to school.
- Reducing this figure to 25% in the C-3 district to support small-scale auto-oriented uses while protecting the integrity of the pedestrian-environment of the commercial core.

The City may consider the following parking requirements, consistent with the TGM Model Code:

- Office – 2spc/1,000sf
- Vehicle Repair – 2spc/1,000sf
- Shopping Goods (Retail) – 2spc/1,000sf
- Convenience Goods (Retail) – 2spc/1,000sf
- Wholesale – 1 to 1.25spc/1,000sf
- Restaurants – 7 to 8spc/1,000sf



Roadway Width

The City of Madras has several wide local streets, especially in the west side residential neighborhoods near the skate park. The City should build all new roadways consistent with the TSP, while considering ways to make the existing wide streets safe for bicyclists and pedestrians. Excessively wide streets can encourage vehicle speeding and are more dangerous for children than narrow streets. In this regard, the City should:

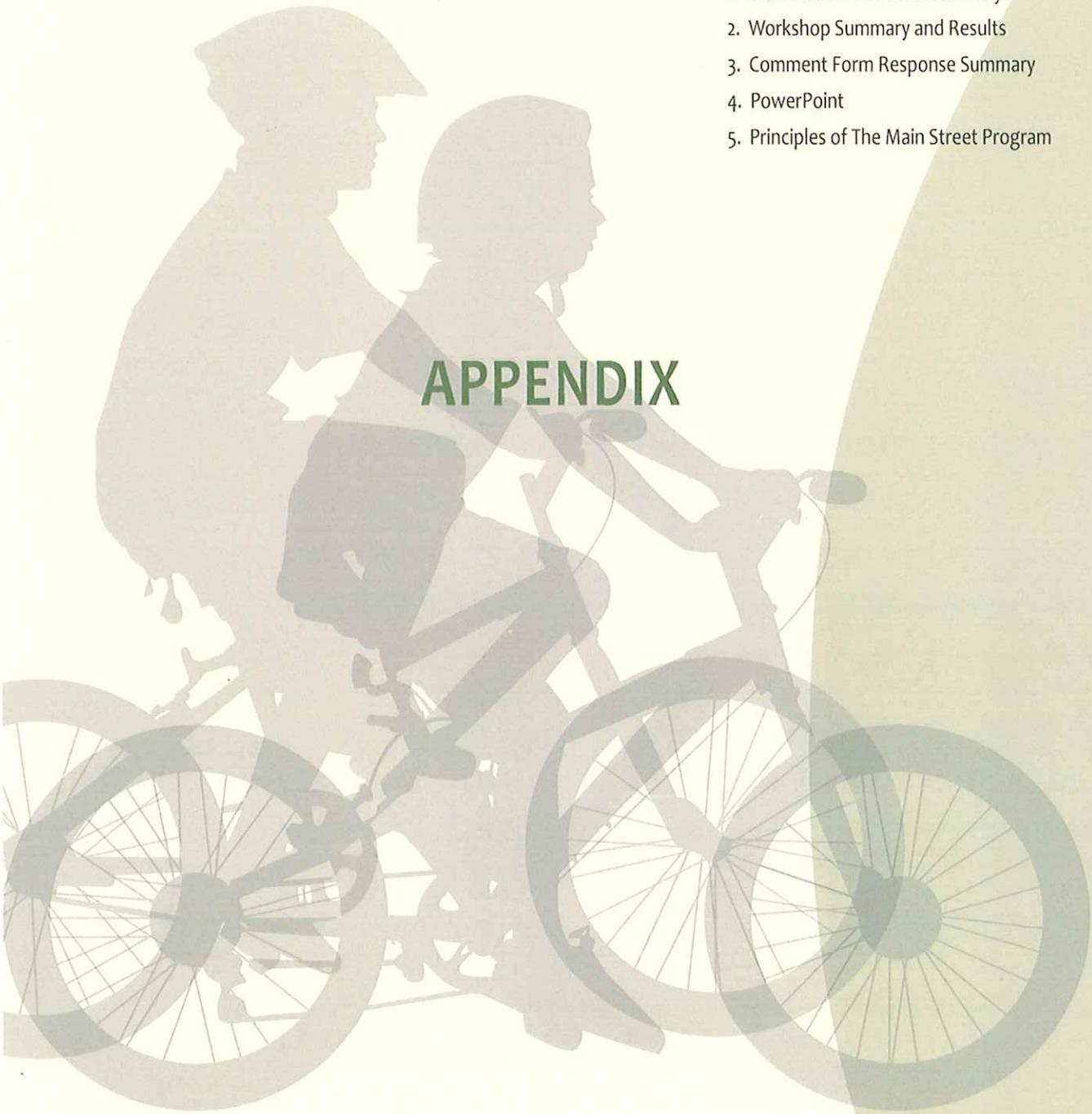
- Consider traffic calming measures on wide local streets, including narrowing the width with both sidewalks and generous planting strips with street trees.
- Build or widen sidewalks and add bicycle lanes to wide local streets to narrow the right-of-way for vehicles and slow vehicular traffic.

Immediate Next Steps

As the City works to adopt its regulatory and policy changes, it can concurrently maintain the momentum around the Streetscape Design Standards and SRTS projects. This should include a partnership meeting with the City Planning Commission, Urban Renewal Agency and other organizations suggested in this report.



1. Stakeholder Interview Summary
2. Workshop Summary and Results
3. Comment Form Response Summary
4. PowerPoint
5. Principles of The Main Street Program



APPENDIX

Appendix 1: Stakeholder Interview Summary

In preparation for the Public Workshop, the consultant team conducted a site visit and stakeholder interviews. These interviews were used to identify key issues and opportunities for the City and to shape the workshop outreach, presentation and map-based exercise.

A group interview with City staff was held with the Community Development Director, Public Works Staff and a Resource Assistance for Rural Environments (RARE) participant who was concluding her work on a streetscape plan. Staff and consultants discussed planned improvements for safe routes and from the Transportation System Plan (TSP). Staff identified dangerous intersections and noted that transporting children across Highway 97 to the schools on the east side of the city is a major challenge. Other key issues identified through stakeholder interviews include:

- The intersection at 10th and Buff at the entrance to the Elementary School and Middle School complex is a major safety hazard. The City is applying for Safe Routes to School (SRTS) funding to help improve the safety of that intersection.
- Hazards are known. Funding and resources are a primary challenge.
- All the schools are on the east side of Highway 97, but there are many residences on the west side. Students have to cross Highway 97 to get to schools.
- Auto-oriented uses dominate the city center and routes that children use to get to school.
- Successful work to build upon includes design standards and new, pedestrian friendly downtown buildings, the Willow Creek trail and the traffic light at D and 4th Streets.
- The City, County and school district have good working relationships and there is enthusiasm and a commitment from staff to pursue SRTS.
- The workshop could be used to identify dangerous intersections and areas for improvement.
- It is difficult to make improvements not associated with site development.
- The City should look at long-term alternatives to busing.
- The trails master plan is a key asset.
- Congestion around the schools also is an issue.

Appendix 2: Workshop Summary and Results

After Mayor Widmer opened the Safe Routes to School (SRTS) workshop, Nick Snead, City of Madras Community Development Director, provided an overview of City projects in support of improving safe transportation options for students, residents and visitors. In addition to the City SRTS grant application, the City has prepared a draft Streetscape Design report and is working with the Jefferson County Health Department to promote public health through walking and biking. Constance Beaumont, Coordinator for the TGM Outreach Program, gave an overview of the program's objectives – to expand transportation choices for people, including SRTS.

Project Manager Kirstin Greene, Cogan Owens Cogan, LLC, facilitated the event. The workshop included a presentation by Matthew Arnold of SERA on urban design elements that support safe routes to school including street connectivity and school location. He presented principles for safe sidewalks design and showed successful examples in Madras. Treatments that increase safety of crossings were shown. The presentation also included tools for a vibrant downtown business district and urban design strategies that contribute to a high-quality pedestrian environment. Questions included strategies for influencing key decision makers as well as specific design techniques.

RARE participant Francesca Patricolo presented the results of community forums she held in support of the draft Streetscape Design report and identified improvements that support the City's efforts for improving SRTS. Julie Yip, Oregon Safe Routes to School Program Coordinator, gave a presentation on a successful Safe Routes to School project in Grant County and emphasized local efforts that communities can take to improve infrastructure and safety.

Participants introduced themselves and identified things they were most hopeful about improving SRTS in Madras. They included:

- A track record of successful collaborations and improvements
- Bicycle and pedestrian improvements
- A successful downtown business environment and recent developments, in spite of the recession
- Great people, committed and enthusiastic
- Visible improvements in downtown
- Good collaborations between the City, School District and County
- High expectations of staff
- Commitment to implementing safer routes to schools

Map-Based Discussions

Participants identified the following improvements in two map-based group discussions:

- Concentrate on the intersection at 10th and Buff.

- Key crossings of Highway 97 are at Buff, J, B, C, D and F Streets. These will be critical to connect the younger and demographically less affluent west side of Madras with the east side, where the schools are located.
- Connect the downtown core to City Hall.
- Develop good safe routes to the skate park through downtown.
- Slow traffic coming into the city on 5th Street. First light people see is at D Street, halfway through downtown.
- Implement the streetscape plan downtown.
- Control downtown truck parking as it infringes on the bike lane.
- Find ways to connect SRTS in older section of town that is not experiencing new development; 8% development set-aside for parks may be a way.
- Focus future connections to reach the Yarrow development, Aquatic Center and Middle School, including a future bridge across Willow Creek.
- Update the bicycle and pedestrian elements of the Transportation System Plan (TSP).
- Connect SRTS and the new location of the Community College.
- Focus improvements for pedestrians and cyclists around the new City Hall location downtown.

Appendix 3: Comment Form Response Summary

Workshop participants completed a comment form that provides the City with information on priority improvements related to Safe Routes to School and community design. The questions and summaries of responses are listed below.

What are the greatest strengths and opportunities for downtown Madras as a walkable/bikeable destination?

Many participants noted that the City has a good foundation for success, including enthusiasm, good working relationships with the County, School District and local business community. Others noted that there are good plans in place to direct the City's efforts including the Parks and Open Space Plan, updated Transportation System Plan (TSP) and Urban Redevelopment Plan. Other strengths listed by workshop participants included a growing core of downtown businesses, existing bike lanes and sidewalks and a nice environment.

What tools or strategies do you think should be the highest priority for the City to implement?

Note: numbers indicate the number of times each item was selected as a top priority.

- Provide more bike facilities including signs, racks and lanes. (8)
- Complete sidewalks and the Willow Creek trail. (7)
- Add or improve crosswalks with paving, signs and striping. (3)
- Add landscaping along streets and sidewalks. (3)
- Improve lighting along sidewalks and routes. (3)
- Use traffic calming to slow vehicles. (3)
- Provide more street furnishings. (2)
- Improve or add open spaces and plazas. (2)
- Improve accessibility and Americans with Disabilities Act (ADA) compliance. (1)

Other items listed included:

- Landscaping.
- Keep small park spaces clean and tidy.
- Complete sidewalk network.

What areas or intersections most need improvement?

The most common response was SE 10th and Buff Street, which is the intersection that is the focus of the Safe Routes to School grant. The intersection of Highway 97 and J Street was also frequently cited. Other responses were:

- Culver Highway.
- H Street near the skate park.

- B Street to the school.
- 5th Street and B Street.
- 10th Street and McTaggart.

Are there any other short- or long-term improvements the City should consider?

- Connect sidewalks. (3)
- Add bike lanes/complete bike network. (3)
- Narrow streets. (2)
- Median planting strips.
- Signalize Fairgrounds Rd at Highways 97 & 26.
- Remove overhead power lines.
- Improve access to Willow Creek Trail west of town.
- Add one-way cross-streets between Highway 97.
- Bike lane and on-street parking stall striping on Highway 97.

What steps can the City and its partners take to implement these strategies?

- Identify funding sources. (3)
- Continue to plan and involve the public. (2)
- Seek public/private partnerships.
- Use temporary slowing measures to show results before large investments.

Who should be involved?

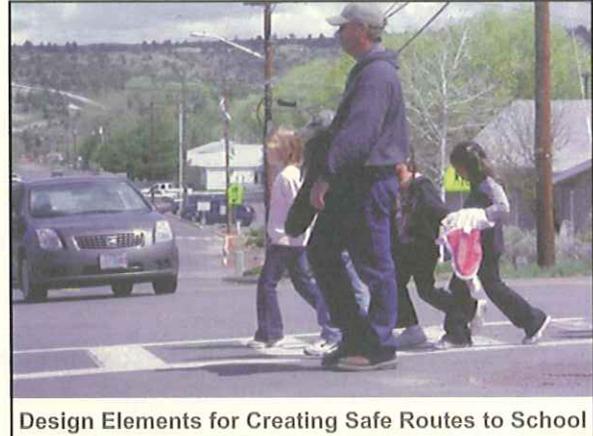
- City. (4)
- County. (3)
- Public. (3)
- ODOT. (2)
- City Council. (2)
- Community. (2)
- School District. (2)
- Public/private partnerships.
- Hospital and community health.
- Downtown businesses and outside business.

Appendix 4: PowerPoint



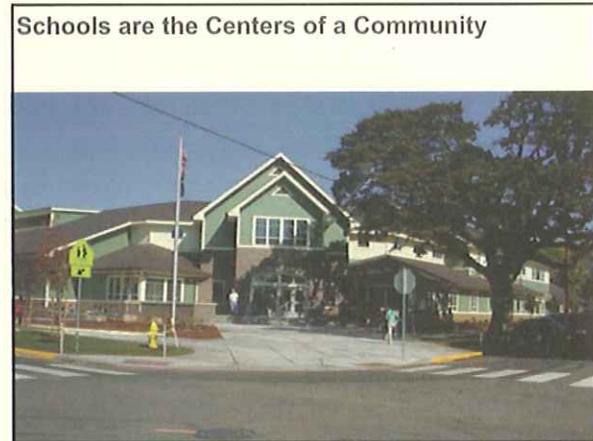
Creating Safe Routes to School
 A workshop to discuss safe routes to school, streetscape design, and smart growth

Wednesday, 10 June 2009
 6:00-8:00pm
 The Inn at Cross Keys Station
 66 NE Cedar Street, Madras, OR 97741

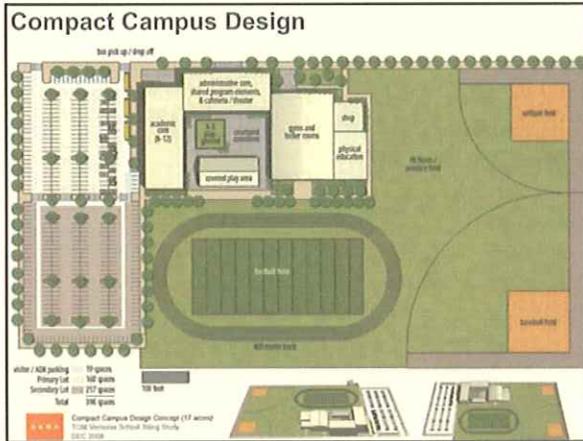



Safe Routes Principles

- Schools are community focal points
- Good street / trail connectivity supports walking & biking
- Well-designed, accessible facilities promote safety for all

Compact Campus Design



alter / ADA parking 5000 sq ft
 Primary Lot 1500 sq ft
 Secondary Lot 2500 sq ft
 Total 3000 sq ft

Compact Campus Design Coverage (17 acres)
 17000 sq ft
 2000 sq ft

Connectivity & School Location

- Street / path connectivity is crucial for kids to walk and bike to school



Connectivity & School Location



Sidewalks

- Continuous
- Buffered with landscaping and on-street parking
- Wide enough to walk two-by-two
- Minimized curb-cuts



Sidewalks: Curb-Tight vs. Landscape Buffered



Need for Sidewalks



Pedestrian-Scale Lighting



Universal Design & Access



Universal Design & Access Issues



Safe Crossings

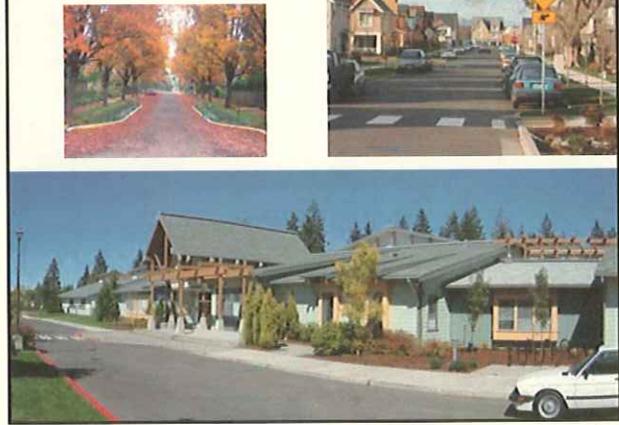


Safe Crossings

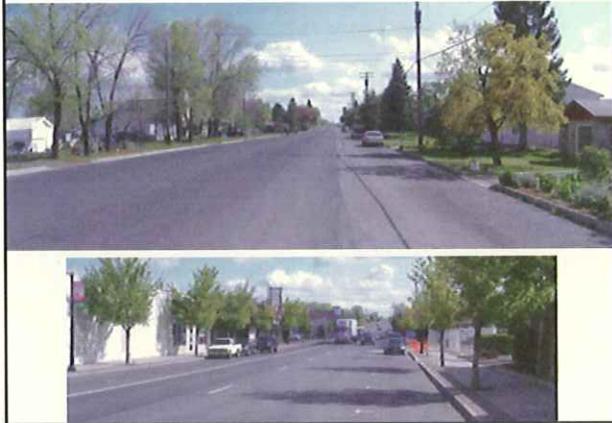
- Well-marked
- Well-signed
- As short as possible



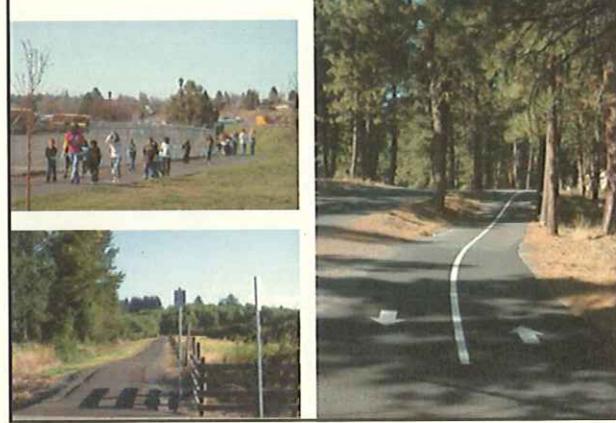
Traffic Calming



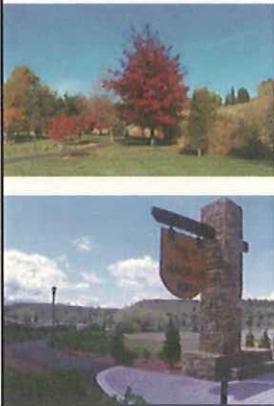
Traffic Calming Issues



Paths / Trails



Paths / Trails



Bike Facilities

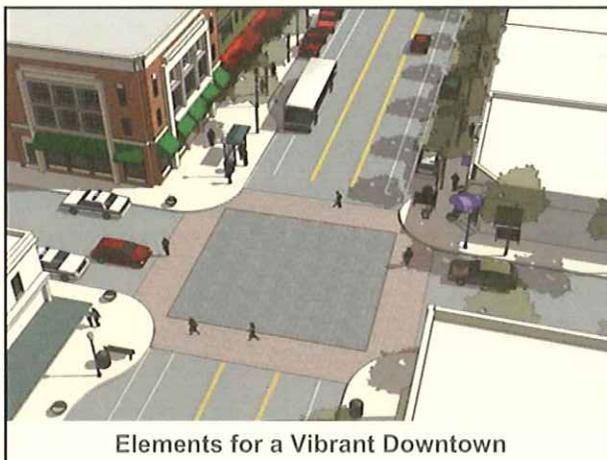
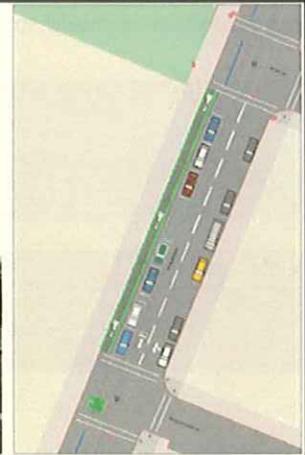


- Off-street paths
- Use local streets, not just arterials
- Provide plenty of easily-accessible bike parking

Bike Facilities



Bike Facilities



Elements for a Vibrant Downtown

Downtown's economic vibrancy is directly linked to smart design

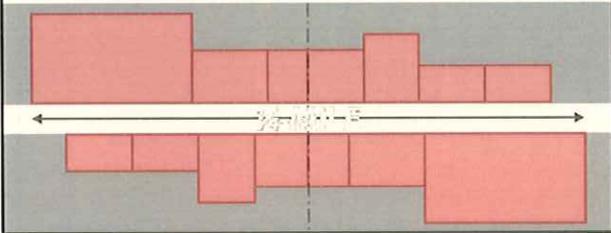
What customers and visitors want.....

- Attractive, enticing sense of place
- Active, people-oriented uses
- Walkable, safe, and comfortable
- Right mix of uses and businesses
- Easy access for all modes (+ parking)



Elements for Successful Downtown Retail

- Strong anchors (preferably at the ends)
- Uninterrupted retail on both sides of the street
- ¼-mile walking length
- "Critical mass"
- Local niche / business clusters
- Business mix
- Nearby, supportive residential



Build to the Street

- Madras' 100% Corner (Heart of Downtown) is moving to 4th & D



Opportunities to Build to the Street



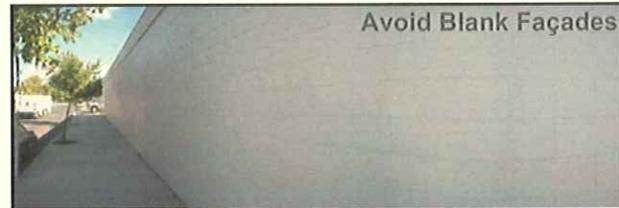
Quality Building Stock



Entrances Oriented to the Street / Corner

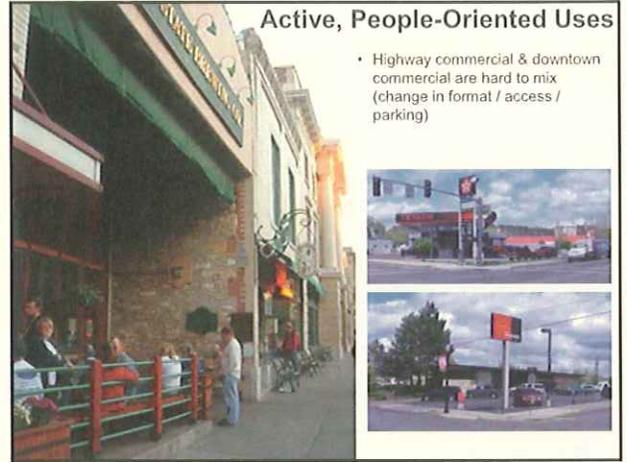


Avoid Blank Façades



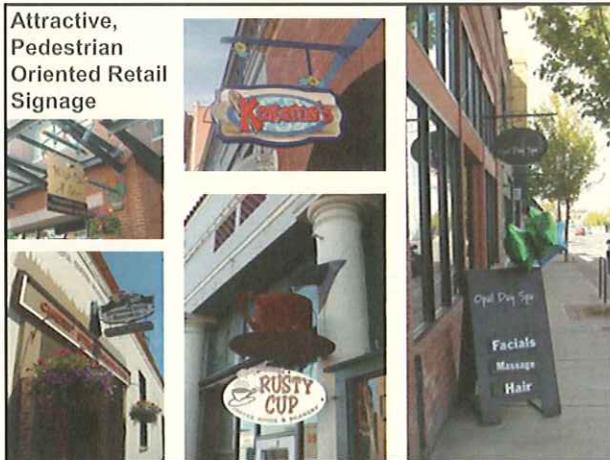


Transparent Ground Floors



Active, People-Oriented Uses

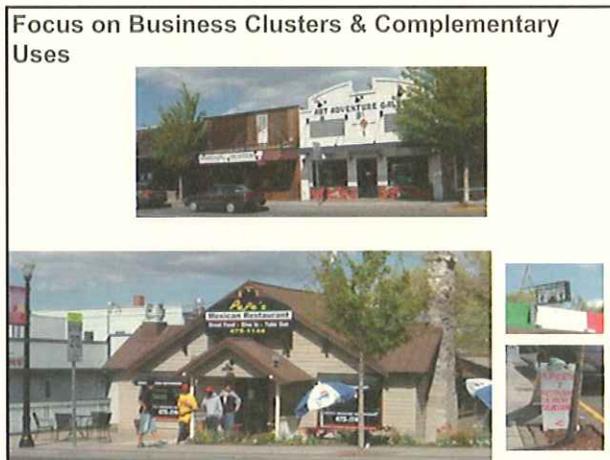
- Highway commercial & downtown commercial are hard to mix (change in format / access / parking)



Attractive, Pedestrian Oriented Retail Signage



Vacant / Underutilized Space



Focus on Business Clusters & Complementary Uses

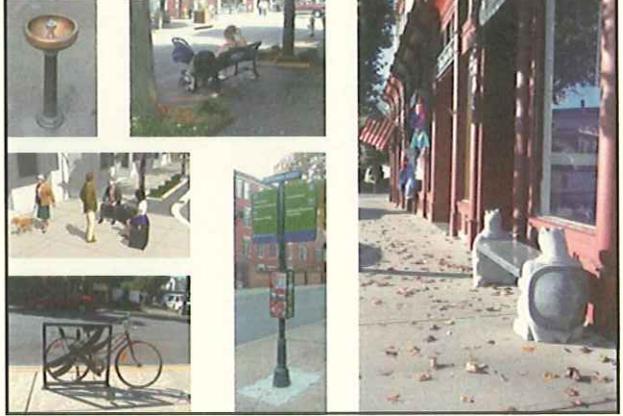


High-Quality Pedestrian Environment

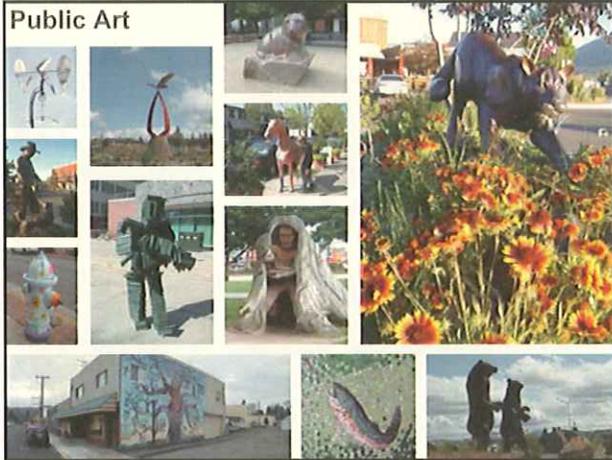
High-Quality Pedestrian Environment?



Pedestrian Amenities



Public Art



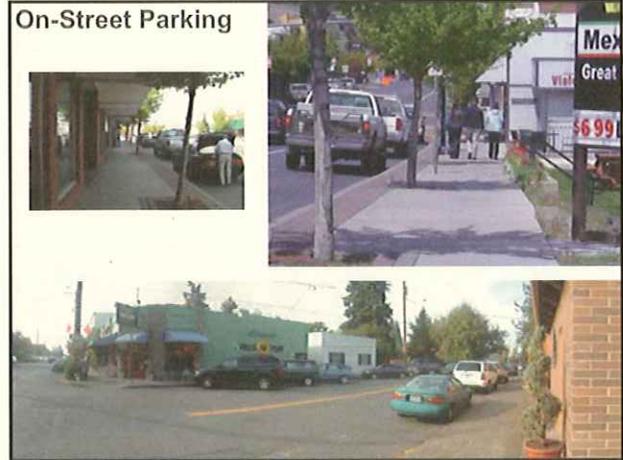
Open Space / Plazas



Open Space / Plazas



On-Street Parking



Off-Street Parking



2009 Streetscape Design Report



City of Madras, Oregon

Francesca Patricia, AASWE Program Planning Consultant

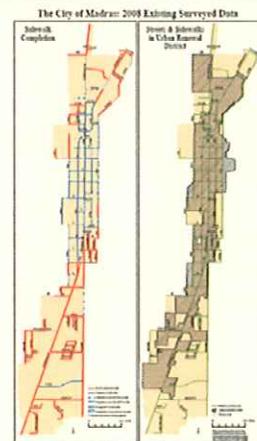
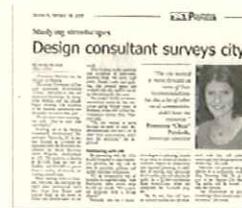
Why Enhance the City's Streetscape?

- Entice citizens to shop locally
- Encourage people driving through town to stop and explore
- Improve the local economy
- Improve safety and beauty overall



Plan Methodology

- Surveyed commercial corridor streets and sidewalks
- Produced maps of the data



Background Research

- Reviewed literature, including:
 - Madras history
 - City planning documents
 - Streetscape project documents from other cities.



Public Outreach

- Held stakeholder meetings to determine streetscape design goals.

Stakeholders	Consultation Date
City Council	Jan. 27, 2009
Public Works & Parks Commission	Feb. 3, 2009
Urban Farmery Commission	Feb. 3, 2009
Oregon Department of Transportation	Feb. 8, 2009
509 J School District	Feb. 9, 2009
Madras Redevelopment Commission	Feb. 11, 2009
City/County Development Team	Feb. 19, 2009
Chamber of Commerce	Feb. 20 & 23, 2009
General Public	Feb. 20, 2009
Central Oregon Realtors Association	Mar. 4, 2009



Rank	Streetscape Improvement
1	Trees, plants, shrubs, and vegetation
2	Crosswalks
3	Special paving
4	Widened sidewalks
4	Street furnishings
5	Underground utilities
5	Distinctive downtown street sign markers
6	Bulbbed sidewalks
7	Median planting strips
7	Informational panels
8	Historical markers
8	Seasonal banner light poles
9	Public art
9	Bicycle lanes
10	Diagonal parking



This workshop is co-sponsored by the City of Madras, the Jefferson County Health Department, and the Oregon Transportation and Growth Management Program (TGM), a partnership between the Oregon Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD)

www.oregon.gov/LCD/TGM
www.ci.Madras.or.us
www.co.Jefferson.or.us

Workshop preparation and facilitation support is provided by Cogan Owens Cogan, Marketek, and SERA Architects.

www.CoganOwens.com
www.MarketekInc.com
www.SERApdx.com

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Appendix 5: Principles of The Main Street Program

The Main Street Program is organized according to the four nationally recognized focus areas for creating vitality in downtowns. The four points of Main Street are summarized below.

- 1) Promotions/Identity-Building: Identify, develop and promote the image and promise of Madras by marketing its unique characteristics to shoppers, investors, new businesses, and visitors; create an effective promotion strategy to forge this positive image; create an atmosphere of fun and activity.
- 2) Design/Physical Improvements: Capitalize on and improve Madras' physical assets and create an inviting atmosphere to convey a visual message about the comfort and vibrancy of Madras.
- 3) Economic Development: Support existing retail/service businesses and recruit new businesses to respond to the current market, to balance business mix, and to provide amenities for business and resident consumers. Convert unused or underutilized space into productive property and sharpen the competitiveness of business enterprise.
- 4) Organization: Establish common goals for strengthening the commercial core and build and organize consensus and cooperation among all stakeholders.

