

City of Madras

Urban Revitalization Action Plan



*“Preparing for
Growth”*

Prepared by
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Landscape Architecture, Urban Design, Planning

Leland Consulting Group
Real Estate Strategy

Acknowledging the Efforts of:
Madras Redevelopment Commission (MRC)
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The City of Madras
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And the people of Madras, Oregon.

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Philosophy of this Plan

Madras, Oregon is a growing, diverse community with a civic leadership and a citizenry committed to maintaining a distinct quality of life in a beautiful Central Oregon setting. This urban renewal plan is the product of efforts to envision a positive future for Madras while shaping the physical development of the city in a sustainable, economically-viable manner.

This report is intended to be a vision for the future of downtown Madras as well as an easy-to-use, concise summary of recommended actions to achieve this vision. Carefully-prepared plans get implemented when they are accessible to ordinary people, who should be equal partners in the revitalization of Madras.

This plan is rooted in a pragmatic recognition that market realities will play a large part in the success of downtown planning, and that there are many discrete, interrelated actions that will have positive effects on Madras' economic health. There is no one single solution to ensure successful urban renewal in this document. Instead there is a broad palette of multiple activities all of which are valid options for the City to pursue.

Mission:

To prepare a strategy for the future development of land, buildings and parks in the Madras Urban Renewal District, which encourages the efficient use of public funds to develop a unique identity and revitalize Madras as a memorable place in which to live, visit and do business.

Specific Goals

- Produce drawings and plans that help realize the above Mission
- Involve the people of Madras
- Provide a summary of urban renewal financing and regulatory tools
- Analyze existing City codes suggesting revisions if necessary
- Review existing conditions and identify opportunities and constraints
- Create concepts to develop the North "Y" gateway
- Provide guidelines for the selection of street trees, street furniture and paving materials within the Urban Renewal District
- Analyze the potential for a new, revitalized Civic Center
- Analyze the potential for a greenway incorporating vacant and undevelopable properties located in the Willow Creek floodway
- Provide guidelines and specific details for the renovation of existing buildings in the Urban Renewal District

What is Urban Renewal and what can it achieve?

The Madras Redevelopment Commission (MRC) can use urban renewal, a state-sanctioned program, as a tool to help specific areas of the city realize capital projects – parks, streetscape improvements, community centers – that would not happen on their own. Urban renewal can also finance incentives for private investments that create jobs, revitalize neighborhoods and provide a full range of housing options.

Q. How does urban renewal work?

A. The basic idea behind urban renewal is simple: future tax revenues pay for revitalization efforts. The MRC drew a line around most commercial land in Madras (the urban renewal boundary) and with this plan, will identify desirable improvements within that area. The city can issue urban renewal bonds to pay for the identified improvements. As property values increase in the area due to new investment, the rise in property tax revenues (called "tax increment") is used to pay off the urban renewal bonds. This is called tax-increment financing. More than 40 Oregon cities and counties currently have urban renewal programs in operation.

Q. What kinds of projects are funded by urban renewal?

Urban renewal funds can be used for a variety of capital investments:

- Redevelopment projects, such as projects that combine retail and residential
- Economic development strategies, such as small-business loans or loan programs tied to family-wage jobs
- Housing loans and other financial tools for ownership and rental housing
- Streetscape improvements, including new lighting, trees and sidewalks
- Transportation enhancements, including intersection improvements
- Historic preservation projects
- Parks and open spaces

Q. Why are public investments such as urban renewal needed to redevelop an area? Why not let private developers do the work?

In urban renewal areas, public investment is used to stimulate private investment on a much larger scale. The amount of urban renewal funds invested in any one area is small compared to the private investment that follows. Urban renewal is primarily used to update and improve an area's infrastructure and to provide incentives for desired development such as affordable housing, family-wage jobs and building refurbishment. The result is that private investments pay for the lion's share of new building construction and renovation costs in urban renewal areas.

Q. How much say does the public have in urban renewal?

A lot. Oregon law requires citizens be consulted throughout the urban renewal process, and the MRC has been proactive in seeking community input and responsive to community desires. Public comment is solicited and accepted throughout the process.

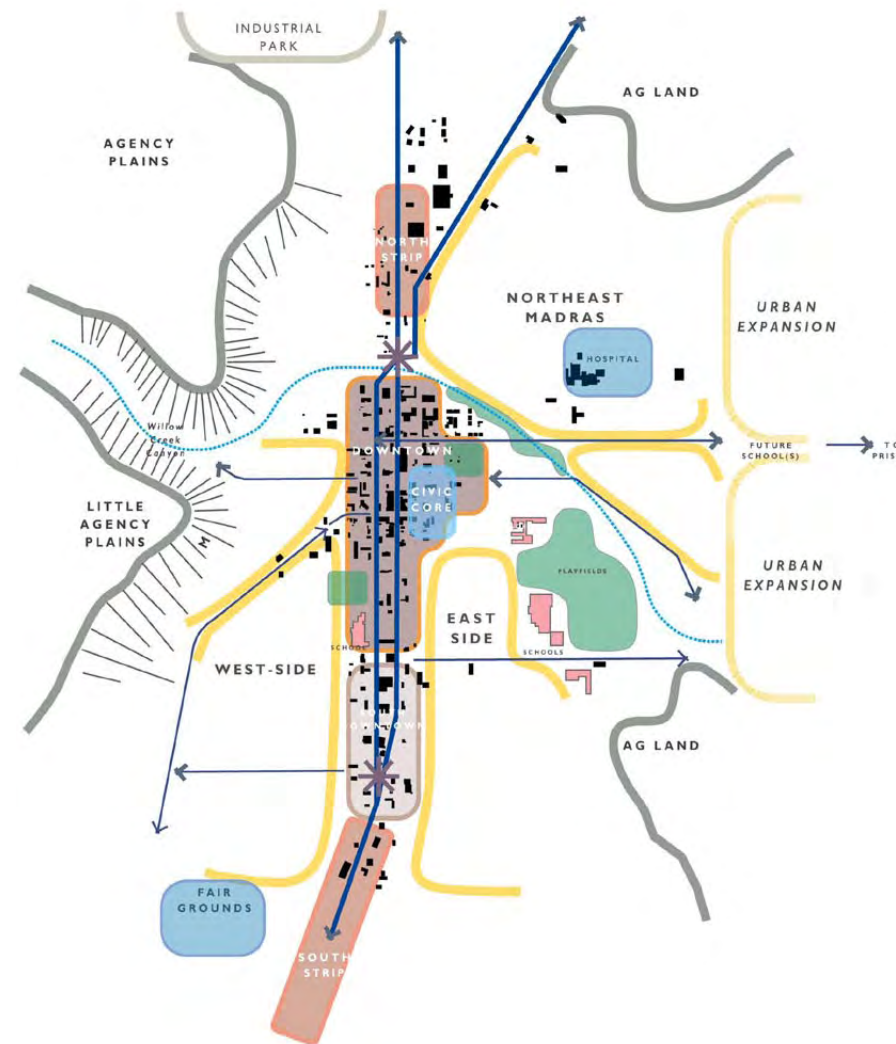
I.1 Madras today: Setting, history, growth

The City of Madras is located east of the Cascade Mountains in Central Oregon, about 40 miles north of Bend and 120 miles southeast of Portland. The city partly sits in the floodplain of Willow Creek, a tributary of the Lower Deschutes River with headwaters in the ponderosa pine forests of the Ochoco Mountains. Grasslands and juniper/sage ecosystems to the east of Madras support cattle ranching activities and increasing residential development. West of the city, Willow Creek enters a deep rimrock canyon incised into the Agency Plains, a rich agricultural area which has made Madras a center for hay, mint, vegetable and flower seeds, grass and legume seed, garlic, potato and grain farming.

Madras sits at an elevation of 2242' above sea level, and as such enjoys warmer weather and shorter winters than the rest of Central Oregon. Average annual precipitation is about 11 inches. Average temperatures range from 23F in the winter to 87F in summer.

Once part of the territory of Tenino Indians, the city was founded in 1903 as a market center for local ranching and continued to grow as a significant regional crossroads when a federal irrigation project brought new settlers. Located at the intersection of State Highways 26 and 97, Madras is now a major gateway to Central Oregon for commercial and tourist traffic with over 10,000 vehicles passing through town daily. The seat of Jefferson County, Madras is growing as an employment center, with over 1000 jobs at the Brightwood wood products mill and an anticipated 800+ jobs at a proposed State Correctional Facility east of the city limits.

The city covers about 4.78 square miles within its recently-expanded urban growth boundary. Much of the land within the UGB is still undeveloped, or held in reserve for expansion of the industrial park at a newly-annexed former Army Air Base north of the City. A Comprehensive Plan and Transportation System Plan were completed for Madras in 2001, and zoning code updates are in progress.



I.2 The Structure of Madras

The above diagram describes the basic structure of the City of Madras. Major residential areas are outlined in yellow, which clearly frames most commercial property in the city, located along US 26/97. There are three distinct commercial areas. North and south of the city are auto-oriented businesses with large parking lots facing the highway. The light brown zone denotes the area just south of downtown which has a more urban character, but due to higher vehicle speeds and small blocks between north and south bound highway lanes, still caters mainly to automobile traffic.

The downtown grid of streets in Madras is the basic footprint of the original town's extents before postwar growth and the couplet's construction. Major government facilities, in blue, are located downtown, but the fairgrounds and hospital are on the city's outskirts. Most residential growth in Madras is focused east and south of the city, since the Agency Plains to the west and north and the Industrial Park to the north hinder much growth in those directions -- but there is plenty of 'infill' development potential.

I.3 Demographics

Madras is growing rapidly, as the town and region share in Central Oregon's boom over the last 10 years. The table below shows the dramatic 233% growth in population since 1980. Over this time period, Madras has consistently represented roughly 26% percent of Jefferson County's population.

Population	1980	1990	1998	1999	2000	2001		
City of Madras	2,235	3,443	5,005	4,900	5,078	5,200	233%	Increase since 1980
Jefferson County	11,599	13,676	17,400	17,650	19,009	19,400	167%	Increase since 1980
Madras Percentage of Jefferson Co.	0.19	0.25	0.29	0.28	0.27	0.27	0.257	Average ratio

Madras is expected to continue growing over the next 20 years and could maintain the pace of the past 20 years, especially as Central Oregon continues to grow and as new jobs and housing locate in the City and take advantage of the area's unique scenic and natural resources. One 5-year projection based on past trends and census information shows the following trends for the City of Madras:

- 2000 - 5,078 (actual census result)
- 2004 - 5,395 (estimate of today's population)
- 2008 - 5,995 (projection based on the above two numbers)

Much of the new growth projected for Madras and Jefferson County is expected to result from construction of a new state correctional facility. When the prison is fully operational, 829 households are expected to relocate to Jefferson County - resulting in a population increase of 2,073. These are new households above and beyond existing growth. Current Madras and Jefferson County residents alone cannot fill the upcoming demand for jobs.

The following are some basic facts about Madras' population:

- Madras household income has grown more slowly (2.4% annually) than home value (5.8%) or rent (4.1%)
- 63% of Madras residents graduated high school as compared to 76% of County residents
- Madras residents have significantly lower incomes (\$35,637) than Jefferson County as a whole (\$44,496).
- People of Hispanic origin constitute approximately 36% of Madras' population.
- Native American people make up 6% of the City's population



Circus Stagecoaches on Madras' Main Street, c. 1911

Existing Conditions

The City of Madras

I.4 Madras' Potential

Madras exhibits some strong characteristics that create a solid framework for future prosperity:

- A beautiful Central Oregon setting
- Excellent potential for tourism, especially “outdoor” recreation
- A healthy, diverse community
- Good schools
- Good employment – Brightwood, Cenex, Hospital, Schools, Gov’t
- The promise of 800+ future jobs at the new Correctional Facility
- Enough potential traffic through town to make retail work
- Some retail “Pioneers”, entrepreneurs committed to downtown
- A committed citizenry, determined to improve their city

I.5 Downtown Madras Today

The City of Madras has undergone some past urban renewal efforts which have not had the desired result of revitalizing downtown. When the US 26/97 couplet was created through Madras in the 1960s, the city’s retail core was a compact, healthy mix of businesses serving local farmers, residents and travellers passing through. The new couplet effectively diluted the concentration of potential customers, increased commercially-zoned land easily accessed by automobile and had serious negative effects on the pedestrian scale of Madras. As the city grew along the US 26/97 corridor both north and south, more and more businesses chose to locate on vacant, newly-rezoned commercial land far from the city core, thus initiating a process of “retail flight” which continues to this day, notably with the recent departure of Hatfields’ department store, a Madras landmark.

Some street improvements were made through the 1970s, such as the private pocket parks at 5th and C Streets and 5th and D. A more comprehensive streetscape renewal project was completed in 1999, sponsored by Oregon Department of Transportation, which added new street lamps, brick pavers as crosswalks and sidewalk accents, street trees and plant containers. This has a certain aesthetic benefit for downtown Madras, but has limited success by itself in changing some basic structural problems that underlie the city’s struggling downtown. These basic problems include:

- too much commercially-zoned land in the city
- dispersed retail along the US 26/97 strip
- a lack of market support for retail downtown, which includes a lack of middle-class housing in the city. Many local employees are commuting from Redmond, and shopping there
- challenges to ‘walkability’ and pedestrian safety downtown
- an inaccurate perception that local schools are substandard
- a floodplain and floodway through downtown retail properties



Two “retail pioneers”, Opal Day Spa and Willow Creek Books



A prime commercial site lies vacant in downtown Madras.



The IOOF Building at 5th and D, which is the “100% corner”, the heart of Madras’ commercial area.



Vacant Gas Station on prime commercial corner, 4th and D St.



Brick pavers on 5th Street, a legacy of a past urban renewal effort



Madras schools and school facilities are rated as excellent by local residents.



Streetscape improvements have not prevented vacant lots, high-speed heavy traffic and other economic problems.



A vacant storefront on 5th Street. Business moved to Redmond.



Northbound US 26/97. The width and speed limit of this roadway encourages speeding and discourages walking.



Friendship Park was built as a stopping place for travellers. This site and the underdeveloped properties surrounding could be a good potential development site.



A row of healthy Hispanic businesses at 5th and D Streets. The Hispanic population is a relatively unrealized potential market for Madras businesses.



Neighborhood adjacent to downtown. Sidewalks are rare in Madras residential areas. The planting strip shown here is too narrow for trees to grow and the street is excessively wide.

1.6 Existing Land Use Patterns in Madras

The map at right shows the general land uses found in downtown Madras. There is an obvious Civic Center, not surprisingly since Madras is the Jefferson County seat. Most commercial properties are located along the US 26/97 arterials, a result both of commercial zoning, but also a response to the market realities of serving auto traffic. Single family neighborhoods are close to the commercial core, but there is little “intermingling” of residential and commercial uses.

A few multiple-family residences are dotted around the city center, but there is no discernible pattern of higher-density apartments locating close to downtown as they often do in larger cities. As the graphic on the following page illustrates, there are a number of vacant properties and parking lots downtown, partly as a result of the FEMA-mapped floodway running through town, shown in light blue.

Parks and school open spaces are colored green. For more information on these sites, please consult the draft Madras Parks Master Plan, prepared by Walker Macy in October 2004.

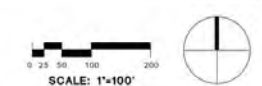


An historic Madras home converted to commercial use, with minimal landscaping, on northbound US 26/97.



Existing Downtown Land Use

Figure 1.1



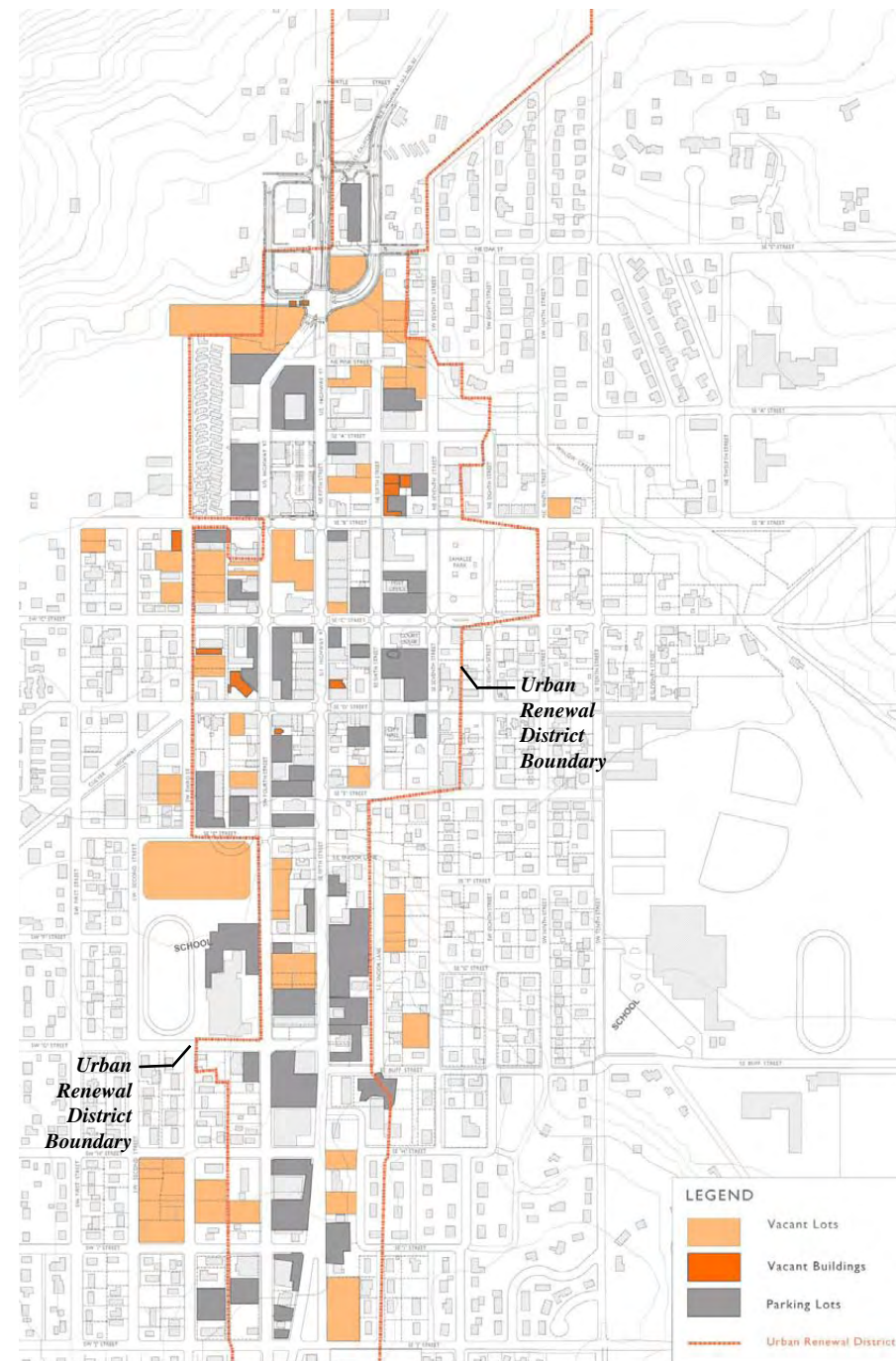
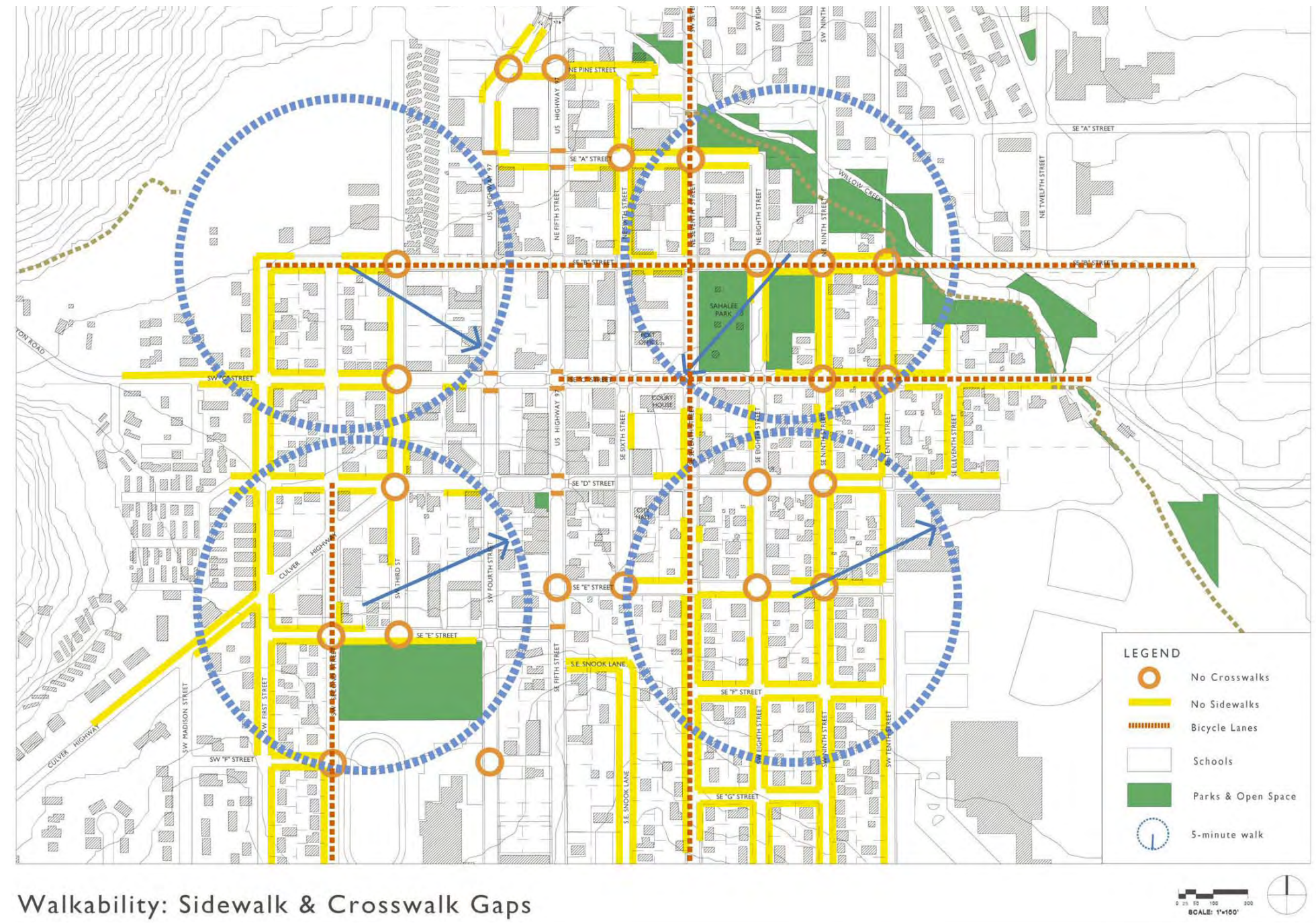


Figure 1.2: Vacant land and parking lots in the Madras Urban Renewal Area.

1.7 Vacant Land and Parking Lots in Madras

The above map displays the current pattern of vacant land within much of Madras' Urban Renewal District. Large parking lots are interspersed with undeveloped properties, the infill redevelopment of which could help strengthen Madras' downtown with higher-density residential uses, new office and retail spaces or new governmental facilities. There is no lack of parking in Madras--but citizens stated that there is a *perceived* lack.



Walkability: Sidewalk & Crosswalk Gaps

Figure 1.3: Sidewalks, crosswalks and missing connections in Madras.

1.8 "Walkability" in Madras

The above map shows conditions that affect "walkability" in Madras. The blue circles denote the distance that a person can walk in 5 minutes. The yellow bars show where there are missing sidewalks and brown circles indicate missing crosswalks. This graphic indicates that it is difficult for residents in Madras neighborhoods to walk to downtown businesses and governmental facilities, and unsafe for children to walk and bicycle

across the city. The couplet highway through town worsens this condition. Enhancing pedestrian comfort and safety would be an excellent, simple way of making downtown Madras more livable, and could potentially entice local residents to shop close to their homes instead of getting in their cars and driving to retail on commercial strips north and south of downtown.

1.9 Correctional Facility

The Department of Corrections (DOC) site is located approximately three miles east of Madras, off Ashwood Road. The DOC owns 453 acres, and about 200 acres of the site will be used for placement of the facilities.

Currently, the DOC plans that the project will be built in two phases which will include a 400 bed men's minimum security facility (Phase 1) and a 1,300 bed men's medium security facility (Phase 2). The facilities will include areas for inmate housing, work and education programs, health services, food services, physical plant, warehouse and storage, vehicle maintenance, administration, and other related functions and programs.

Construction of the facility may generate more than 600 jobs over 3 years. The minimum security facility will employ approximately 100-150 employees. The minimum and medium facilities, once completed and fully operational, are projected to directly employ about 400- 500 employees. The annual payroll is estimated at \$3-6 million for the minimum security facility, with an estimated annual payroll of \$22 million at full build out.

An estimated 1000+ jobs may also be created in support businesses and governmental oversight in the Madras area. Because the local workforce cannot handle this increase, the correctional facility may thus result in a population increase of more than 2000 persons. This will support at least a small amount of new retail. Additional information regarding projected impacts is available in the Jefferson County Facility Community Impact Study.

1.10 Housing Boom

Over the past 10 years, much of Central Oregon has experienced a significant housing boom, especially near Bend and Sisters. The escalation of housing prices has driven additional housing development in nearby communities such as Redmond and Prineville. In those communities, the new housing development has not only been a driver of population growth, but it has helped the community achieve greater economic diversification and downtown revitalization. Madras, however, has not shared in this economic boom.

While housing in Madras is affordable for Central Oregon, there are few opportunities for mid- to high-end housing. With so few moderately priced housing opportunities, many people who have good paying jobs in Madras actually live outside the city where more expensive housing can be found. Providing more opportunities for a wider range of housing options in Madras must be a core component of the downtown revitalization strategy. A broader housing spectrum will attract a broader range of residents, possibly including second-home dwellers. These new residents will drive demand for restaurants and shops in downtown Madras, thus helping achieve the vision for a healthy downtown.

Indeed, with the opening of the prison and the job boom that comes with it only a few years away, Madras must prepare for this influx of residents. If



The City and Bean Foundation properties are relatively flat and treeless, with views of 7 volcanoes. Major access to the site is currently via Ashwood Road, but J Street will be extended north to the Middle School and will open southern access into the property.



Interested development teams at a pre-proposal meeting for the Eastside development project.

suitable home sites for these moderate-income employees are not available in Madras, they will simply find homes elsewhere in communities such as Redmond and Prineville, depriving Madras of the opportunity to benefit from the retail spending and sense of community that those employees could bring. Furthermore, if suitable housing is not ready when the prison opens, the traffic problems along Highway 97 between Madras and Redmond will only worsen.

1.11 Retail Flight

Downtown Madras has seen many of its retailers close or move over the past few years. In interviews, many residents complain that you can't buy clothing anymore in Madras. This "retail flight" from traditional downtowns is something that has occurred in communities across America. As "big box" retail expands at the edge of town and highways make commuting to Redmond more feasible, it is harder and harder for small communities to support downtown retail. With all of the shopping options available at each end of town, there is simply not enough buying power in Madras to support both these larger stores as well as the smaller independent merchants downtown.

The upcoming population boom in Madras is an opportunity to reverse this trend. A growing residential population will create additional buying power that can sustain additional retail growth, which could locate downtown. It is not likely, though, that downtown will capture *all* new retail demand. Most new residents will continue to make bulk purchases in the big boxes. Instead, the new growth could sustain "niche" retail categories that are particularly well suited for a pedestrian-oriented downtown. These categories include restaurants, specialty boutiques, antique stores, and personal services such as hair salons.

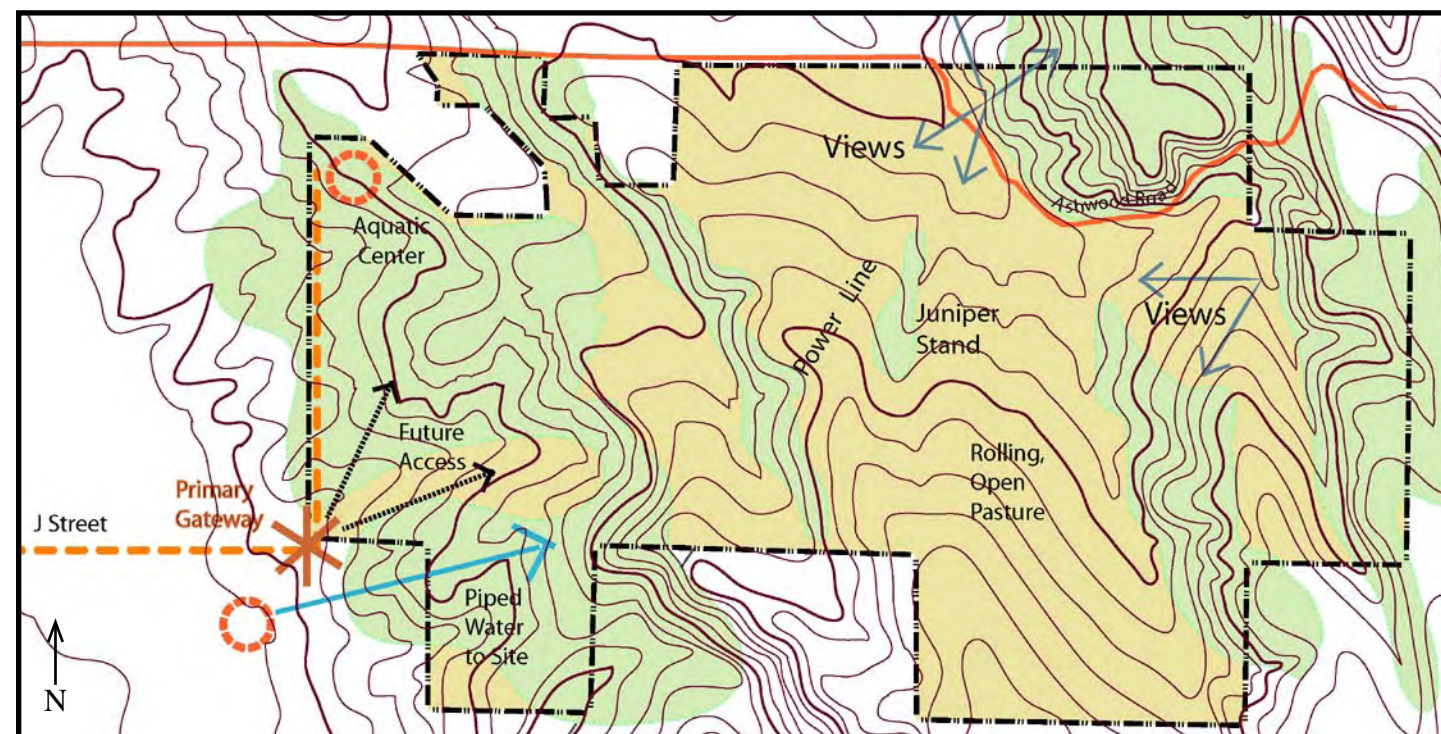


Figure 1.4: Site analysis of the East-side development property.

I.12 Willow Creek Flooding

Willow Creek is a tributary of the Lower Deschutes River with headwaters in the ponderosa pine and juniper forests of the Ochoco Mountains. From its headwaters, the main stem flows in a northwest direction 26 miles, where it empties into Lake Simtustus after cascading down Willow Creek Canyon. Generally, the geology of the Willow Creek watershed is volcanic, with a basalt canyon just south of Madras emptying alluvial deposits into the rich farmland between Grizzly and McTaggart Roads. There are Redband trout in three known sections of Willow Creek.

The watershed is subject to rain-on-snow flooding in winter. Cool weather and snows are followed by a tropical warm front arriving rapidly from the south Pacific, which brings intense, warm rains. These rains melt snow quickly in foothills when the soil is not ready to percolate meltwaters. The only major floods to hit Madras occurred in 1964 and 1979, but there was minor flooding in 1996. The unique conditions of flooding here make it difficult to avoid floods entirely. With rapid warming of the snowpack, there will be flooding, no matter what the condition of the watershed. Streams flood naturally, even in pristine ecosystems!

Much of the watershed is in public ownership, either Bureau of Land Management, or the Crooked River National Grassland. Since the 1930s, the government has focused on rehabilitating the Grasslands, allowing grazing, but no crop farming. Livestock is fenced out of Willow Creek, and native vegetation is encouraged with juniper thinning and reseeding of areas to help stabilize soils. These activities are not specifically meant to mitigate flooding—it's just treating the watershed the way it should be treated.

Madras needs to address the fact that there is a floodway through downtown, which is holding back economic development and urban renewal. There is also a serious threat from flooding to public infrastructure like roads, water service and emergency response. The Madras Planning Commission and Walker Macy recently completed a Flood Mitigation Plan, which is the first step in obtaining assistance from the federal government in dealing with flooding from Willow Creek.

What is a Flood Mitigation Plan? The process of figuring out how to reduce or eliminate the loss of life and property damage resulting from floods. The plan assesses the hazard risk and lists ways to tackle the problem. Here are some suggested strategies:

- Request that FEMA change the map to remove the floodway through town;
- Make Madras' flood ordinance simpler to interpret for new development
- Purchase properties at high risk of flooding, create new parks and open space
- Consider enlarging culverts and bridges over Willow Creek downtown to remove potential bottleneck sources of flooding
- Create temporary impoundment/dam upstream to hold floodwaters
- Increase public awareness and preparation for future floods

Images at right: Photos of flooding in downtown Madras in 1964.

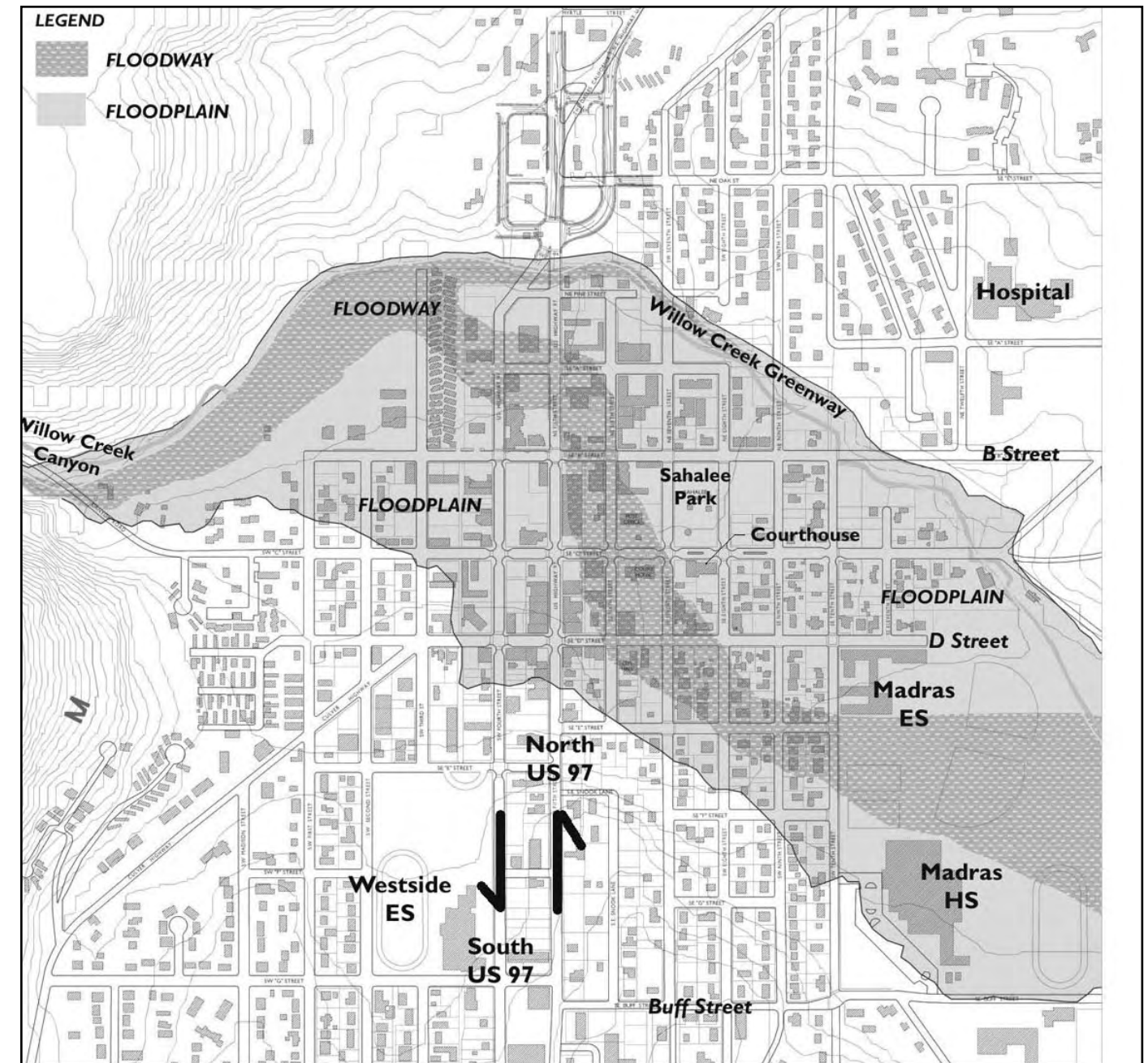
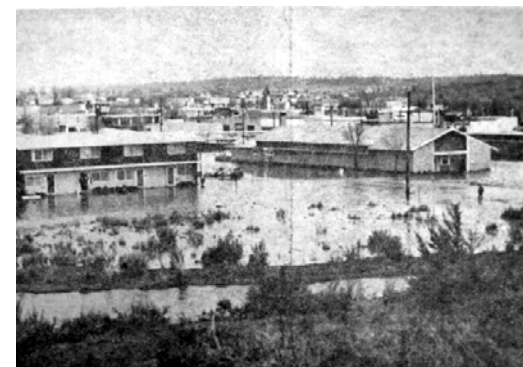


Figure 1.5: Approximate location of FEMA-mapped floodway and floodplain through downtown Madras.

The **FLOODPLAIN** shown above is the area that will probably be inundated in a “100-year flood”. The 100-year flood is a relatively rare event (1% chance in any given year), but structures located in the floodplain have a significant chance (26%) of suffering flood damage during the term of a 30-year mortgage.

For most waterways, the **FLOODWAY** is where the water is likely to be deepest and fastest in a flood. In Madras, there is a floodway along the main Willow Creek channel, as well as an overflow floodway through downtown. Placing fill or buildings in a floodway may block the flow of water and increase flood heights, so the city has an ordinance (Section 8-4 of Development Code) to regulate floodway development.

2.1. Public Process

Oregon law requires that citizens be consulted throughout the urban renewal process, and the process for this master plan involved a rigorous amount of citizen input, with numerous opportunities for the people of Madras to engage the project planners with their visions for downtown.

An initial presentation was made by the project team to the Madras City Council on December 9th, 2003, describing the team’s qualifications and approach to this project. In late January, stakeholder interviews were conducted, followed by Workshop 1 on January 29th. The consultants prepared drawings based on the public input at Workshop 1 and returned to Madras on March 31st, presenting recommendations that appear in this report.

This plan should be reviewed carefully by MRC staff and the public, to ensure that the ideas within match their vision for Madras.

2.2. Stakeholder interviews

Confidential stakeholder interviews with key stakeholders are a tool used for over 30 years by planning and design consultants. Typically, interviews occur in intensive, one or two-day sessions, with non-attributed notes taken and later summarized. Notes are taken to have a record of the many things heard during the course of the day, but confidentiality is important. The purpose is to develop a trusting relationship with the most critical stakeholders prior to extensive plan development or any public meetings. This format is an extremely successful way in revealing underlying issues and controversy (“deal-breakers”) in a community while establishing a sense of confidence in the consulting team.

Other purposes of the interviews are to:

- Establish a sense of confidence in the Walker Macy/Leland team;
- Gather information and opinions that might not otherwise be available;
- Observe patterns of opinion from a range of community leadership;
- Unearth pockets of resistance;
- Determine overall willingness to participate in the project.



Post-It Notes with Ideas Gathered from Public Visioning Workshop

Stakeholder Interview results - what was heard:

- Madras is a “little bit of Mayberry”
- Bean Foundation is a great community asset
- Encourage people to SHOP LOCAL
- Need to capture some of the Portland-Bend traffic
- Too many workers commute from Redmond
- Need more middle/high-income housing
- Need to promote tourism
- Cleanup and paint Downtown
- Enforce speed limits on US 97/26
- Need Swimming Pool
- Need Performing Arts Center
- Need new parks
- Involve the Hispanic community

Stakeholders Interviewed

Bill Bellamy, County Commissioner
 Janet Brown, Ron Wyden’s Office
 Tom Brown, Coach Works
 Phil Riley, School Superintendent
 Sue Magoo, Mountainview Hospital
 Don Reeder, Attorney
 George Neilson, Judge
 Jesse Macias, Madras High School
 Gary Harris, Farmer
 Kenny Read, Farmer
 Sara Gannon, Opal Day Spa
 Holly Van Wert, La Tas
 Owner, Miller Lumber
 Pete McCabe, Farmer
 Owner, Gloria’s Espresso
 Denise Easterling, COBRA
 Parrish Van Wert Chamber
 Faith Adele, Willow Creek Books
 Dennis Prince, Prince’s Auto
 Mike Mendezona, Thrifty Drug
 Mike Ahern, Realtor
 Stacy, Petal’s & Poseys,
 Ron Olson, Farmer
 Sandy Candland, Snow’s Cleaners
 Owner, Pepe’s Mexican Food
 Mike Solso, Radio Shack
 Tom Telfer, Pastor
 Lee McCloud, Living Hope Pastor
 Father Jim Stephens, Catholic Church
 Kim, Pepperoni’s Pizza
 Tom Hansen, Figaro’s Pizza

Jodi Eagan
 John Eagan, Farmer
 Dave Hoffman
 Paul Rodby, McDonalds
 Lynn Kowaleski New Images
 Dick Dodson, Realtor
 Harold Segenhagen, Farmer
 Coralee Popp, Art Adventure Gallery
 Teresa Leno, Madras Coffee Station
 Joe Krenowitz, NAPA
 Bob King, Farmer
 Merle Hummer, Numb Butt Fishing
 Marilyn O’Hearn
 Helmer Wallen, Realtor
 Owner, Madras Vision Center
 Shawn Wallace, World of Treasures
 Troy Boyd, Great Earth
 Bill Houts, Meet Market Pub
 Wayne Fording, Madras Paint & Glass
 Bernie Bennett, Pastor
 Ron Mobley, Airport Manager
 Tony Ahern, Madras Pioneer
 Sharon Marvel, Habitat for Humanity
 Brightwood Lumber

Ideas gathered from local High School geography students

2.3. Public Workshops: Top 20 Project priorities

Following the first public workshop, ideas were gathered from Post-It Notes and assembled into a matrix. This matrix (see excerpt next page) was mailed to workshop attendees and MRC members, for prioritization. The following are the Top 20 projects that were identified as priorities at the first public workshop, and confirmed in the mailing to workshop attendees.

Physical

1. Remove or renovate old vacant buildings downtown
2. Improve appearance of retail; continue matching grants for store fronts.
3. Add shade trees, lighting, benches, trash bins, drinking fountains
4. Create a well-landscaped approach at “North Y”
5. Build uniform sidewalks all over town

Economic Development

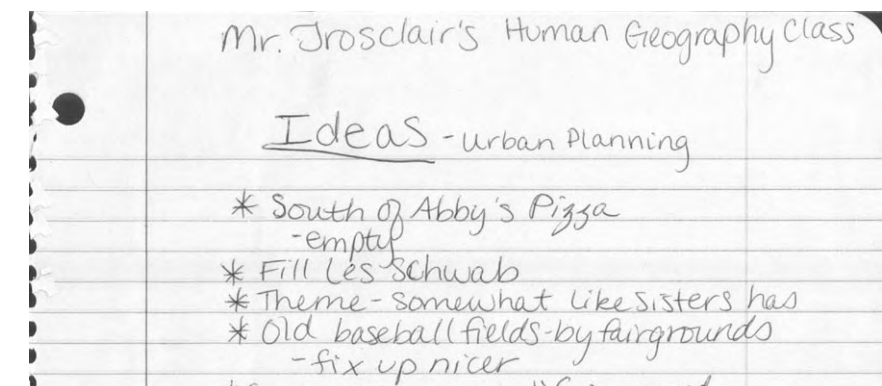
6. Create a Farmers’ Market
7. Promote attractive businesses on entrances of city
8. Market the area attractions and outdoor recreation
9. Improve and clean up business signage, step up code enforcement

Government

10. Allow and encourage housing to the east of Madras
11. Develop new City Hall and public/civic facilities downtown
12. Work to ensure prison employees live in Madras
13. Offer tax incentives for downtown development
14. Speed up permit process; streamline codes and make predictable

Cultural/Schools/Recreation

15. Build a Performing Arts Center combined with a movie theater
16. Improve school perception
17. Build a Swimming Pool
18. Maximize public use of school recreation facilities (after school hours)
19. Connect parks with trails and sidewalks; finish a Loop Bike Trail
20. Move or mitigate Willow Creek floodway through town



Success Audit

2.4. Success Audit

Successes should be celebrated. The consultant team frequently heard comments in Madras that no projects are being developed or developments are not working. In reality, this is rarely the case. Instead, word is simply not getting out about the many successes already underway. The success story of the community needs to be told.

A Success Audit requires the community to prepare a list of meaningful and successful projects and actions that have occurred within the past five-ten years, are currently under construction or underway, or are being planned.

Any project or action that furthers the vision is included. This includes everything from physical redevelopment projects to infrastructure improvements, marketing campaigns, grants, new plans or codes—anything that continues the momentum.

The Success Audit communicates a city's downtown redevelopment story both internally, within the community, and externally, to attract employers, investment, developers, and others to the community. In this regard, the Success Audit becomes a vital part of economic development.

The Success Audit can support elected officials who, in the process of making difficult budgetary decisions, can hold up to the community the successes that are ongoing.

2.5. Success Audit for Madras

As the Madras Redevelopment Commission proceeds with planning for the revitalization of downtown, it is important to recognize that there have been a number of successes in Madras in the past few years. This includes everything from physical redevelopment projects to infrastructure improvements, marketing campaigns, grants, new plans or codes—anything that continues the momentum.

Successful actions and results in the Madras area in the last 10 years:

BEAN FOUNDATION ACTIVITIES:

- Construction of Juniper Hills Park
- Expansion of Urban Growth Boundary to include Bean Foundation lands
- Allocation of land for a new Community College Campus
- Funding for the expansion of Sahalee Park downtown
- Funding for Skate Park

TRANSPORTATION

- Downtown streetscape improvements, with new street trees and sidewalks
- Re-surfacing of US 97/26 through downtown
- Funding for new North Y intersection improvements
- J Street improvements and extension
- Cherry Lane improvements
- New stop lights on four intersections
- Construction of Willow Creek Trail and park

Excerpt from Priority Projects Matrix

GOVERNMENT

- Construction of new parking lot and pond at Jefferson County Courthouse
- Establishment of Madras Redevelopment Commission
- Partnership with Bean Foundation to develop east-side properties
- Curbside recycling
- Code enforcement

ARTS/CULTURAL

- Collage of Cultures Festival
- Sageland Magazine every four months by Pioneer
- Spanish language newspaper El Sol
- Films and poetry readings at the Rodriguez Library annex
- Various Historical Society and Museum events
- Ongoing concerts, plays, readings at Willow Creek Books
- Monthly art walk, now the first Wednesday of the month
- Establishment of the Jefferson County Cultural Trust group
- New Hispanic businesses, e.g., Reynoso's Jewelry and La Cabinita Restaurant

BUSINESSES

- Ongoing growth of Brightwood Corporation, Opal Creek Day Spa, Willow Creek Books, Industrial park at Airport, Eagle Ridge Business Park, Madras Acupuncture, Great Earth Natural Foods, Madras Natural Health, Canyon View subdivision, Oscars Building remodel, New Safeway, Les Schwab relocation/remodel, Community 1st Bank, Relocation of Miller Ford and Ron McDonald Chevrolet, Black Bear Diner, Palisades Plaza

SOCIAL

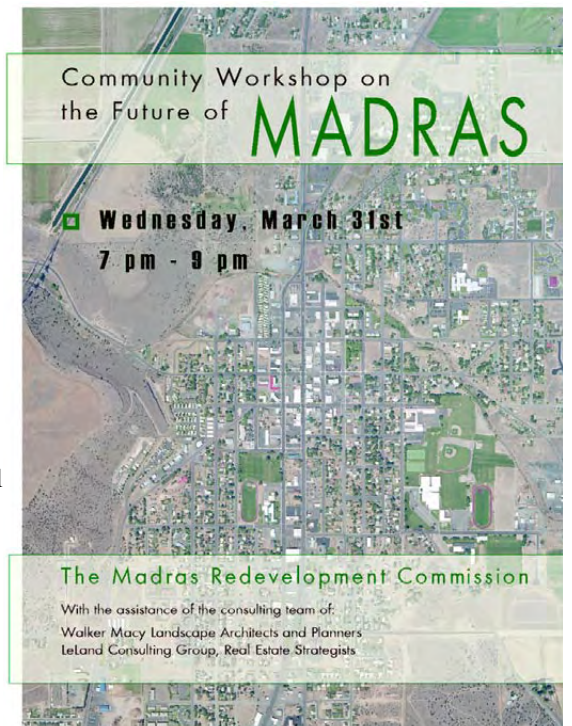
- A community full of great people who want to make this a great town!
- Lowest unemployment rate in the county
- Drop in crime rates
- "Community Betterment" coalition and Council of Project Representatives
- Construction and remodel of a new High School
- Construction of a new Middle School
- Rise in local school scores

- Yearly graduation party totally supported by community
- Hospital remodel
- Natural Senior Well-being Fair
- Determination Social Center
- Boys and Girls Club
- Yearly Rotary cherry tree fundraiser
- New Children's Learning Center
- Remodel of old building as Living Hope Christian Center

SPORTS

- Juniper Hills Park & MHS soccer fields
- Youth baseball tournaments and leagues
- Increased events at Madras speedway
- Highly successful girls and boys basketball teams; often go to state championships with very supportive community at home and away
- Madras Air Show

Community Input



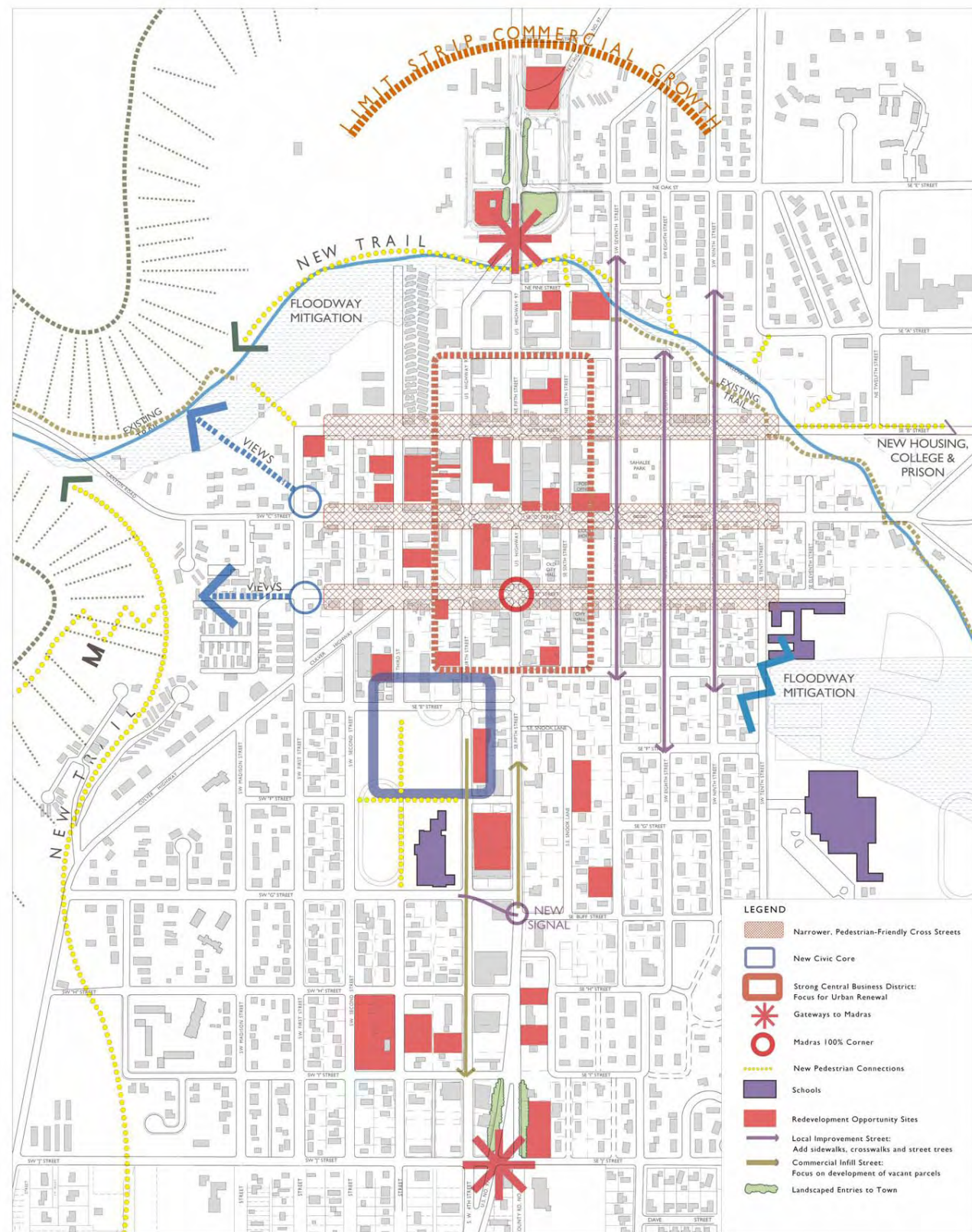
MADRAS URBAN REVITALIZATION STRATEGY

Priority Projects Matrix

Matrix used to evaluate projects based on their impact on various goals and objectives. The matrix is a grid with project names on the left and various criteria on the top and right. The criteria include: Economic Development, Social Equity, Environmental Quality, Cultural Resources, and Community Engagement. Each cell in the matrix contains a numerical value representing the project's score for that criterion.

Project	Economic Development	Social Equity	Environmental Quality	Cultural Resources	Community Engagement
Construction of Juniper Hills Park	4	3	2	1	5
Expansion of Urban Growth Boundary	3	4	1	2	4
Allocation of land for new Community College Campus	2	5	3	4	3
Funding for expansion of Sahalee Park	5	2	4	3	2
Funding for Skate Park	4	3	5	2	4
Downtown streetscape improvements	3	4	4	3	3
Re-surfacing of US 97/26	2	3	5	2	4
Funding for new North Y intersection	4	2	3	4	3
J Street improvements	3	4	2	3	4
Cherry Lane improvements	2	3	4	2	3
New stop lights on four intersections	4	2	3	4	3
Construction of Willow Creek Trail	3	4	5	2	4

3.1. Urban Design Concept



The diagram at left shows an overall urban design framework for Madras, based on community input and the consultant team's fieldwork. This framework serves as a summary of the broad recommendations that arise from this report. The key principles described in this diagram are as follows:

1. **Strengthen Gateways to Madras.**
2. **Limit commercial development to north and south and add landscaping to existing development; strengthen existing landscaping regulations for new development.**
3. **Strengthen existing neighborhoods of high potential, especially surrounding Sahalee Park and Friendship Park/Westside Elementary.**
4. **Mitigate the Willow Creek overflow floodway through downtown with the recommendations outlined in the Flood Mitigation Plan adopted December 2004.**
5. **Focus new streetscape improvements on east-west streets such as B, C and D and incrementally as buildings are developed.**
6. **Protect natural features in Madras, including Willow Creek and views of rimrock to the west.**
7. **Focus new development on infill properties within downtown; encourage higher-density duplexes and townhouses as affordable housing.**
8. **Pursue quality master-planned housing development project on city and Bean Foundation land at city's east edge (this is in progress).**
9. **Improve pedestrian connections across the city, especially to schools and parks; connect the Willow Creek trail across the north of Madras and eventually around the entire city.**
10. **Implement the Parks Master Plan.**
11. **Slow traffic through Madras with lower speed limits, narrower roadways and new signals as mandated in the Transportation System Plan.**

The following pages describe a number of individual projects, both short and long-term, that should be considered as ways to implement the Vision described above. These projects are not prioritized because they can all be undertaken concurrently, or can be accomplished when funding becomes available, or when a new development projects provides an impetus.



Figure 3.1

Short Term Projects

3.2 Specific ideas for Madras

Below are some specific ideas for improvements to downtown Madras. Note that in keeping with the overall strategy of improving larger market issues, some of these ideas may be outside the scope of the MRC. Urban renewal is only one tool available for urban revitalization!

A. Improve storefronts

The City of Madras has instituted a facade improvement program, offering grants and loans to businesses who wish to upgrade their facilities and attract new customers. Concurrent to this Action Plan, the city has hired an architect to respond to three applications for facade renovation assistance. These are good, simple steps that the city should encourage to help businesses remain in downtown Madras. Improved storefronts, with more windows and active displays, can also make downtown more pleasant for pedestrians.



Initial sketch of potential facade improvement to old Hatfields store, now the World of Treasures.

B. Create a “Stopping Place” for travelers (including restroom)

Local citizens stressed the need to try and entice tourists and recreationists passing through Madras to stop and spend money on local businesses. This will be simple when there is a critical mass of downtown businesses and attractions, when the downtown is made more walkable and traffic is slowed. In the meantime, it was suggested that a **landscaped parking lot** be built for RVs and other tourist vehicles, perhaps with a source of “Opal Springs” water and a new park nearby. Such a facility could perhaps be built on vacant land or parking lot currently in the Willow Creek overflow floodway. The facility could include a small building with restrooms and tourist information.

C. Remove derelict signs and improve new signs

The City of Madras’ currently enforces basic sign regulations, but this could include mandating removal of old commercial signs from vacant properties. Although the Hatfield’s sign is a reminder of Madras’ past, some



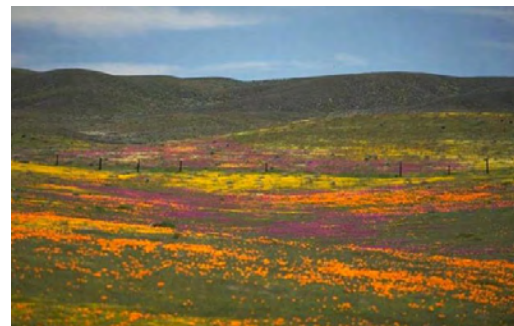
would argue that it is also a reminder of vacant storefronts and economic difficulties.

The city should consider preparing a new signage code that provides clear guidance to businesses, while controlling the scale of signs downtown and prohibiting large pole-mounted highway-style commercial signs. The Willow Creek Books sign is a great example of a “human-scaled” sign.



D. “Temporary Landscapes” for vacant lots

The number of vacant lots in downtown Madras is felt by many residents to have a negative aesthetic effect on perceptions of Madras. A simple, quick solution would be to tidy these vacant lots, grade them flat and add a small amount of topsoil, then hydroseed the lots with High Desert wildflowers. This would have an instant, positive symbolic impact and would relate to Madras’ regional context.



Most of these vacant lots do not present a distinct “edge” to the street which detracts from the pedestrian experience and amplifies the perception of vacancy to visitors and residents. The pictures at right are examples of how minor hedges and landscaping can help define the edge of a lot and improve the pedestrian zone. The MRC could expand the facade rehabilitation program to include grants and loans for landscape upgrades to properties.



E. Enforce speed limits

The US 26/97 couplet through downtown currently has a posted speed limit of 35mph, and basic observation confirms that this is rarely respected by travelers through Madras. A combination of measures can slow this traffic, but a concerted effort by local police to monitor this street is needed. The city

A Vision for Downtown Madras

should also initiate a petition to ODOT to reduce the speed limit through downtown by 5-10 mph. It has been proven that 15-20 mph is a much safer speed limit for city streets, with increased driver perception of pedestrians. State law mandates a 20mph speed limit in business districts.



The city’s Transportation System Plan proposes a new signalized intersection between the existing signal at 5th and D and the southern beginning of the downtown couplet. This will help slow traffic as it accelerates downtown and downhill past the Sentry Market, creating a “transition zone” between the highway and the downtown Madras business district.

F. Narrow Streets

There is also sufficient roadway width along US 26/97 to allow a sidewalk widening project. As the photo here shows, the sand from winter road ice control reveals that there is 2-3 feet of extra right-of-way on either side that could be converted to sidewalk. This roadway narrowing is perhaps one of the most effective ways of slowing traffic. Drivers respond to cues in the built environment--if roads are wide, drivers tend towards freeway speeds, while narrower streets have a psychological slowing effect. If a street is attractive, with trees and furnishings, drivers have a further reason to slow down.



G. Clarify/modify regulations

The City of Madras’ zoning code does not currently include sufficient provisions to ensure high-quality commercial and mixed-use development downtown. See the implementation section for suggested code changes. These changes should be accompanied by corresponding improvements in code interpretation and enforcement so that future developers have a clear idea of the process required for public approvals in Madras and so property improvements are protected against neighboring lapses in maintenance.

H. Build new public recreation facilities

Workshop attendees stressed their support for a new Swimming Pool. This facility, to be located near the Middle School, is a good example of a community amenity that can help attract new residents that will in turn, support local businesses. Such a complex will also generate construction and staff jobs. After a successful public vote in November 2004, the Madras Aquatic Center is heading towards construction.

Short-Term Projects

3.3 Create a well-landscaped gateway at North Y

The Oregon Department of Transportation intends to reconstruct the intersection of Highway 26 and 97 at the north end of Madras. This project will resolve the current access difficulties for traffic travelling south on 97 and attempting to merge onto Highway 26. A new signalized intersection will be built where the existing couplet now splits, and Hwy 97 will be rerouted to the east of McDonalds to meet this new signal. The existing North Y park with welcome sign and 'white buffalo', will not be maintained.

As a result of these changes, several parcels of land will be available for use as parks or open space. These parcels are not well-suited for commercial development, due to access difficulties or lot line configuration. The plan shown here, shows a conceptual vision for the improvement of these spaces to create an aesthetically positive green gateway for the north end of Madras, replacing the existing North Y park.

New welcome signage and public art could be arranged on both sides of the couplet to greet visitors and to highlight the trail crossing. Benches, lighting and perhaps a drinking fountain to highlight the quality of local water could be installed where the trail crosses the couplet. These spaces would be mainly lawn with trees, but closer to the bank of Willow Creek, some creek restoration could be possible, with removal of invasive vegetation and bank stabilization. The sandstone north bank of Willow Creek in particular, is eroding badly.

Willow Creek Trail should be extended through this intersection, either below grade, at grade level or both. There is a good opportunity to link the trail to its existing terminus at the east entry to Willow Creek Canyon. This map shows property ownership and a potential trail right of way.

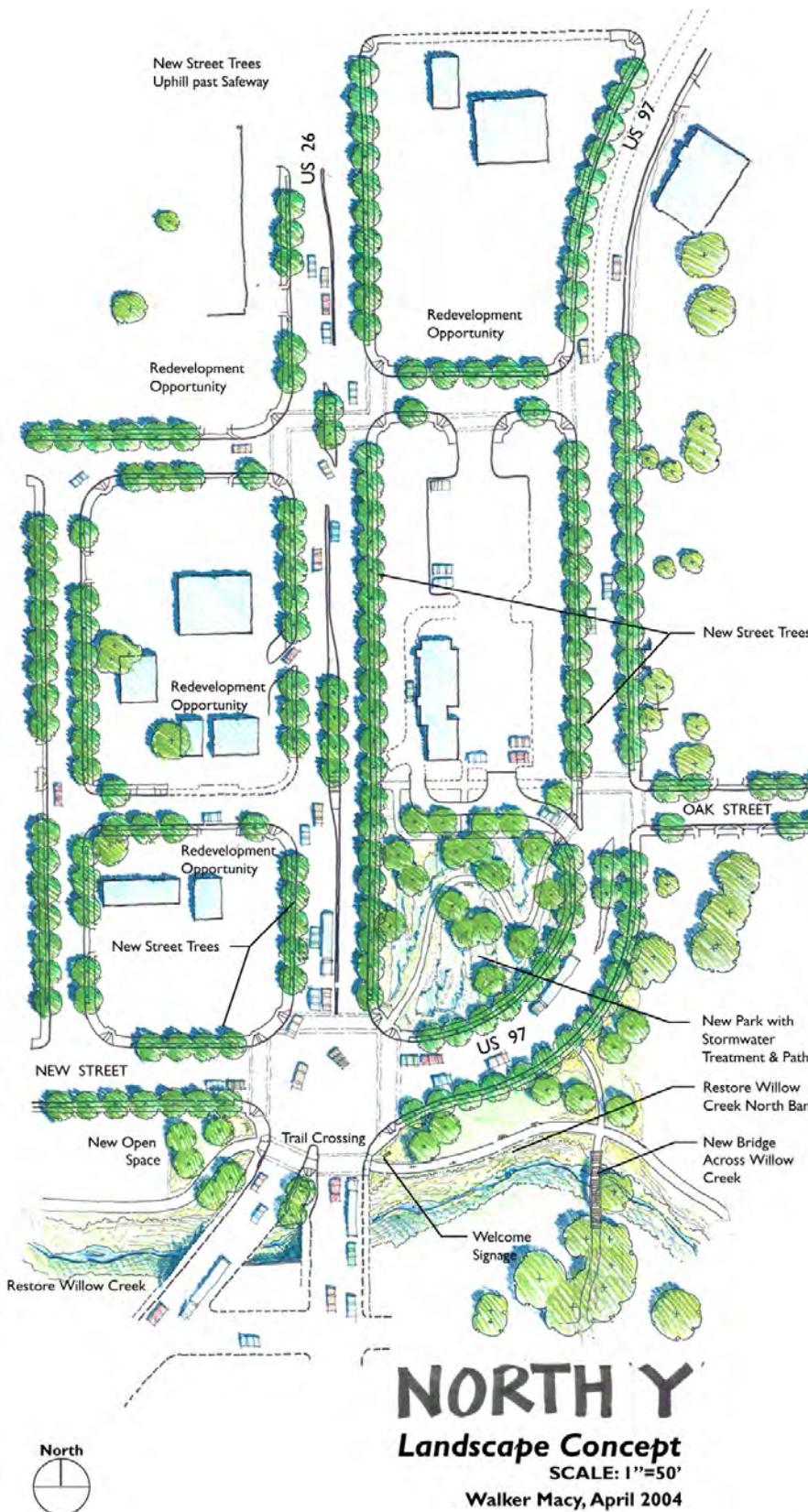


Figure 3.3



Figure 3.2

A Vision for Downtown Madras

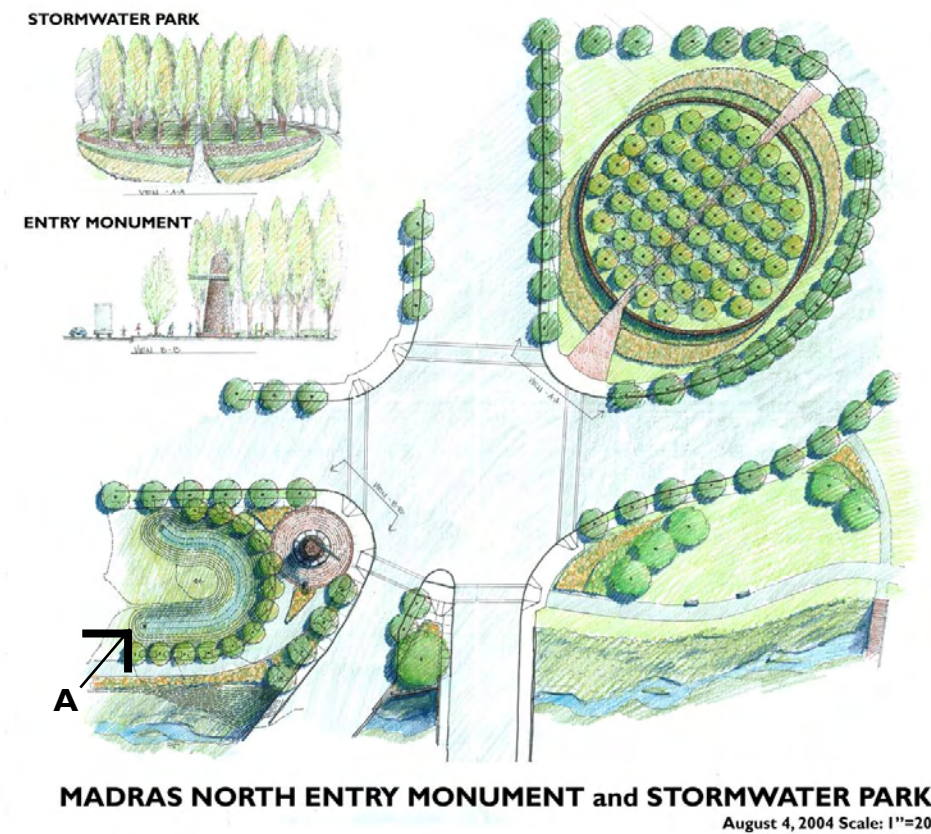


Figure 3.4



View A on sketch above. North bank of Willow Creek near southbound bridge of US 26/97.



Existing commercial sprawl will become a new gateway to Madras and Central Oregon..

Short Term Projects

A Vision for Downtown Madras

3.4 Streetscape improvements focused on East-West streets

Given the speed and volume of traffic on the US 26/97, and the probability that a limited-access bypass of Madras is unlikely to be built for another 20 years, the City should consider focusing urban redevelopment efforts on the three main east-to-west streets in downtown Madras, B, C and D Streets. Below, B Street is presented as a case study of potential improvements.

B Street

The photos at right show the existing B Street. This is an important thoroughfare to Madras, as it leads from the US 26/97 highway west through downtown, past Sahalee Park, over Willow Creek then uphill past Bean Park, the new Middle School, then Juniper Hills County Park and the proposed site of a new Central Oregon Community College facility. Eventually this street will be the principal access to the new correctional facility and to new housing on city-owned land on the city's eastside.

Clearly, this street may become the most important east-west route in Madras, and should be considered for general streetscape improvements.



Figure 3.5: A concept for the improvement of B Street over the next 20 years. Orange blocks denote new infill development on existing parking lots or vacant/underutilized property. New street trees combined with an expanded Sahalee Park and Willow Creek Greenway, provide a beautiful gateway for travellers heading east from US 26/97 towards new development and community amenities on the city's east side.



Looking East down B Street. Sahalee Park's trees appear in the background.



Looking West down B Street towards rimrock and Willow Creek Canyon.

Short Term Projects

C Street

This street is another important thoroughfare for Madras, leading from Willow Creek Canyon and traversing the city past the Jefferson County Courthouse and Sahalee Park, then crossing Willow Creek and branching east to join B Street or south to become Grizzly Road. As this street passes Sahalee Park, there are minor medians in the right-of-way. This sort of landscape improvement should be continued where possible to reduce the scale of wide streets.

D Street

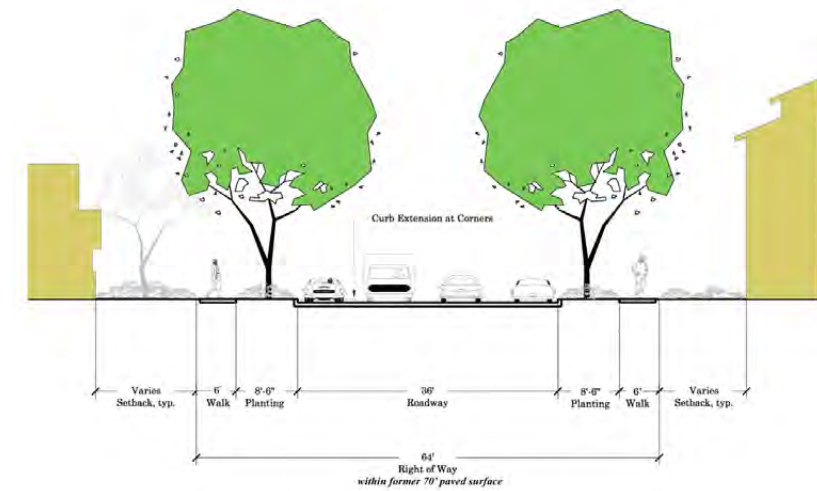
The third major cross-street in Madras, this road begins in the west as the Culver Highway, then continues across the prime retail corner in Madras, the “100% corner” at its intersection with 5th Street (the northbound US 26/97) and ends near Madras Elementary School after passing by City Hall and Jefferson County offices. The 100% Corner is an urban design concept that implies that there are certain intersections that serve as the heart of a small city’s retail environment, and that improvements should focus on these intersections and radiate outwards. The sketch below, looking east down D Street, shows one scenario for reducing the excessive roadway width in Madras.



Street standards have been changed by the new Transportation System Plan (Figure 9, TSP) for new roads in the city, but could still be narrower and Public Works should consider revising the standards within neighborhoods. Even neighborhood streets have a paved surface of 70 feet! This is equivalent to a runway at Madras Airport. Residential streets should not be wider than a maximum 36'. In fact, it is more expensive to have wider streets: a 36'-wide street is about \$10,000 more expensive to build per 100 feet of length than a 24' wide street! Maintenance and utility costs are also significantly higher with wider streets.

As the sketch shows, existing streets like D St., can be readily narrowed with new medians 5'-10' in width, and planting strips 5'-8' in width, along with wider sidewalks, street trees and extended curbs (curb 'bulbs' or extensions) at intersections to foster pedestrian comfort and safety.

A Vision for Downtown Madras



The above drawing shows a design for a functional city street that manages to share space for on-street parking on both sides of the street, 2 lanes of travel, generous planting strips for street trees and comfortable sidewalks, all within a 64' Right-of-Way. The above street would fit within the paved surface alone of many Madras streets.

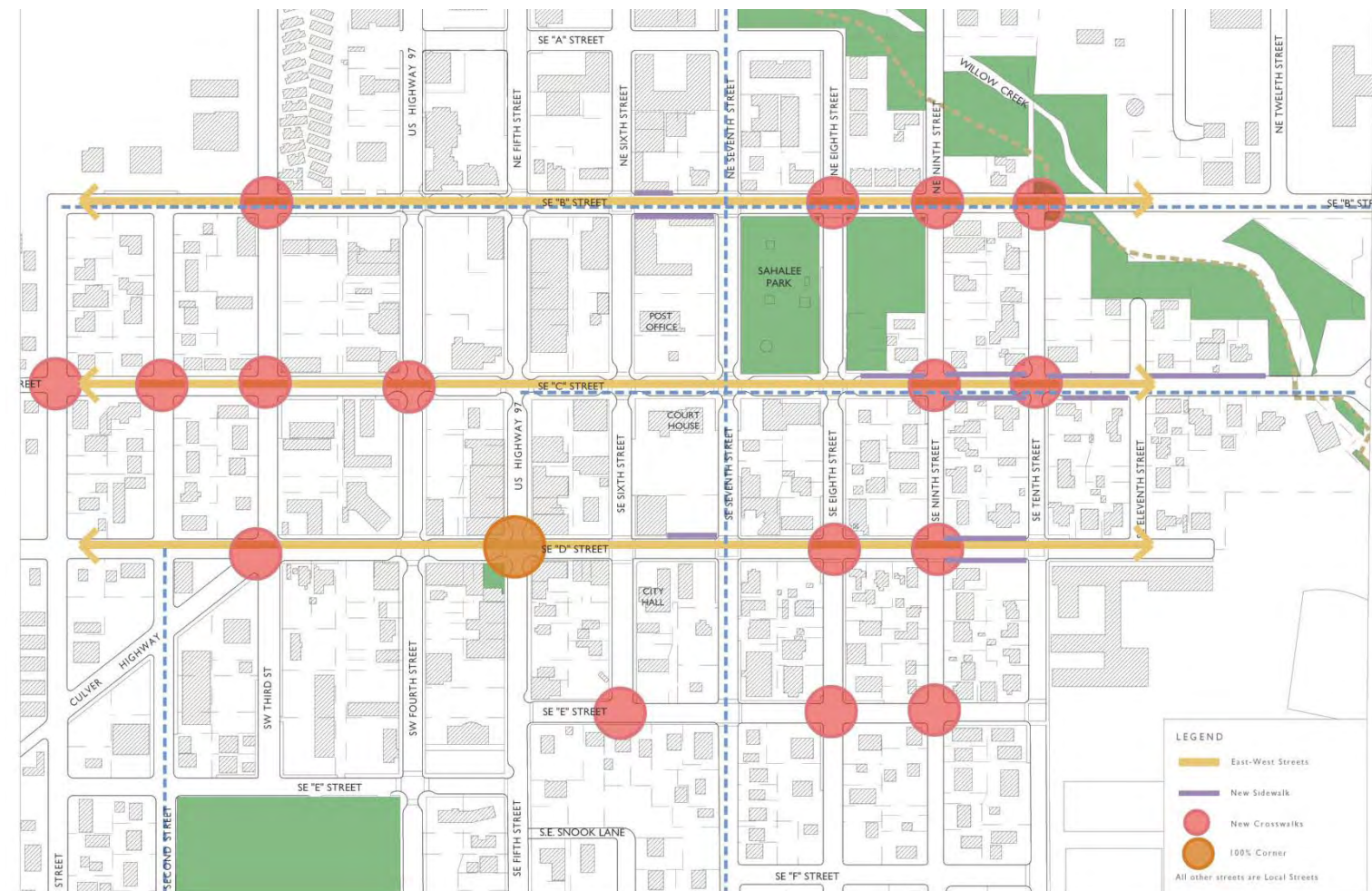


Figure 3.6: The priority streets for improvements are east-west streets, and associated crosswalks.

Sahalee Park Expansion

A Vision for Downtown Madras

3.5 Sahalee Park Expansion

Parks and open spaces are often very successful centerpieces of any city’s redevelopment strategy. Portland’s Pioneer Square helped spark a downtown renaissance; Beaverton built a new City Hall and Library facing a new park; Lithia Park in Ashland is a significant public asset that attracts development, Bend’s most valuable downtown property overlooks Drake Park, and Vancouver, Washington is undergoing a remarkable renewal centered on Esther Short Park. These and many more examples make it evident that Madras should consider improving and expanding Sahalee Park as a strategy for downtown renewal.

This is the city’s oldest park. The park was originally established on a different site in 1920, but moved to its present site soon after, when it was planted with 16 of the current large elm trees. As the City’s only park, Sahalee was very popular, with makeshift ice rinks in the winter and picnic facilities and eventually a playground. The park was a popular stopping place for tourists passing through Madras.

Although the park remains popular, there is a perception among local residents that this park is not safe. The park is sometimes frequented by individuals who engage in public drinking. There are vacant buildings and substantial vacant, developable land surrounding the park, particularly to the north and west, although there has been recent housing development overlooking the park to the north. The park sits in the Willow Creek floodplain, and partly in the floodway and because of this, the park’s structures have been elevated up to 3 feet. The park’s play facilities are in need of replacement or repair and the large elm trees which have been a prominent feature of the park may begin to deteriorate and need to be replaced to preserve the unique character of the park.

The Bean Foundation, a local nonprofit, has purchased the parcel across 8th Street to the east, with the intent of promoting a civic use for the parcel. One option for this is the expansion of Sahalee Park, as conceptually shown in the sketch at right. This option would include vacating 8th Street. This would develop the new section of park as a large gathering area for community events, with a possible “great lawn” for concerts and performances, perhaps during the Collage of Cultures, when additional nearby streets could be closed. This space could also serve as a Farmer’s Market. Given that nearby properties are within the Floodway, if development proves to be too costly or otherwise difficult on parcels “framing” the park, perhaps these could be purchased to expand Sahalee even further, adding playfields, or landscaped parking lots for visitors.



The majestic elm trees of Sahalee Park



The existing vacant Bean parcel east of Sahalee Park



Concerts on a ‘Great Lawn’



Farmer’s Market



Figure 3.7: A vision for an expanded Sahalee Park in downtown Madras.



Esther Short Park in downtown Vancouver, which includes a weekly Farmer’s Market and which has attracted significant nearby private residential, retail and office investment. A new Convention Center is being built adjacent to this park. This park is roughly the size of Sahalee Park.

New Civic Center

A Vision for Downtown Madras

3.6 A redevelopment concept for downtown Madras

The diagram at right shows one vision of how many of the urban design concepts listed earlier in this document can be realized through specific “public-private” development projects in downtown Madras, with the help of the MRC and collaboration of private development interests.

This scheme focuses on the two blocks south of D Street and west of southbound US 26/97. Currently these properties are underutilized, with a mix of derelict commercial and residential buildings. This area is very visible to travellers passing south through Madras and it is out of the floodplain.

The play fields to the north of Westside Elementary are underutilized and could offer a prime location for needed new civic buildings like a City Hall and County Courthouse, focused on a new civic park or plaza where public gatherings could occur. Other nearby properties across streets from this civic “campus” could become ancillary public buildings, such as a new Post Office (which MUST remain in downtown Madras) or a new Library, County offices, or support services for the Courthouse like Police. Locating civic uses together on these properties solves the issue of having all major public facilities currently in a floodplain.

This scheme shows commercial redevelopment in brown, with a new “civic campus” in purple. A new hotel/motel could be built on the current site of the vacant Star-Mart gas station. A new cinema/theater could be part of the new commercial redevelopment. Parking is behind buildings, with retail fronting onto wide sidewalks and narrower streets, and there is generous landscaping and street trees.



A typical new City Hall on a prominent street corner



Underdeveloped properties on west side of couplet



Friendship Park



Underdeveloped properties adjacent to alleyway behind the southbound couplet

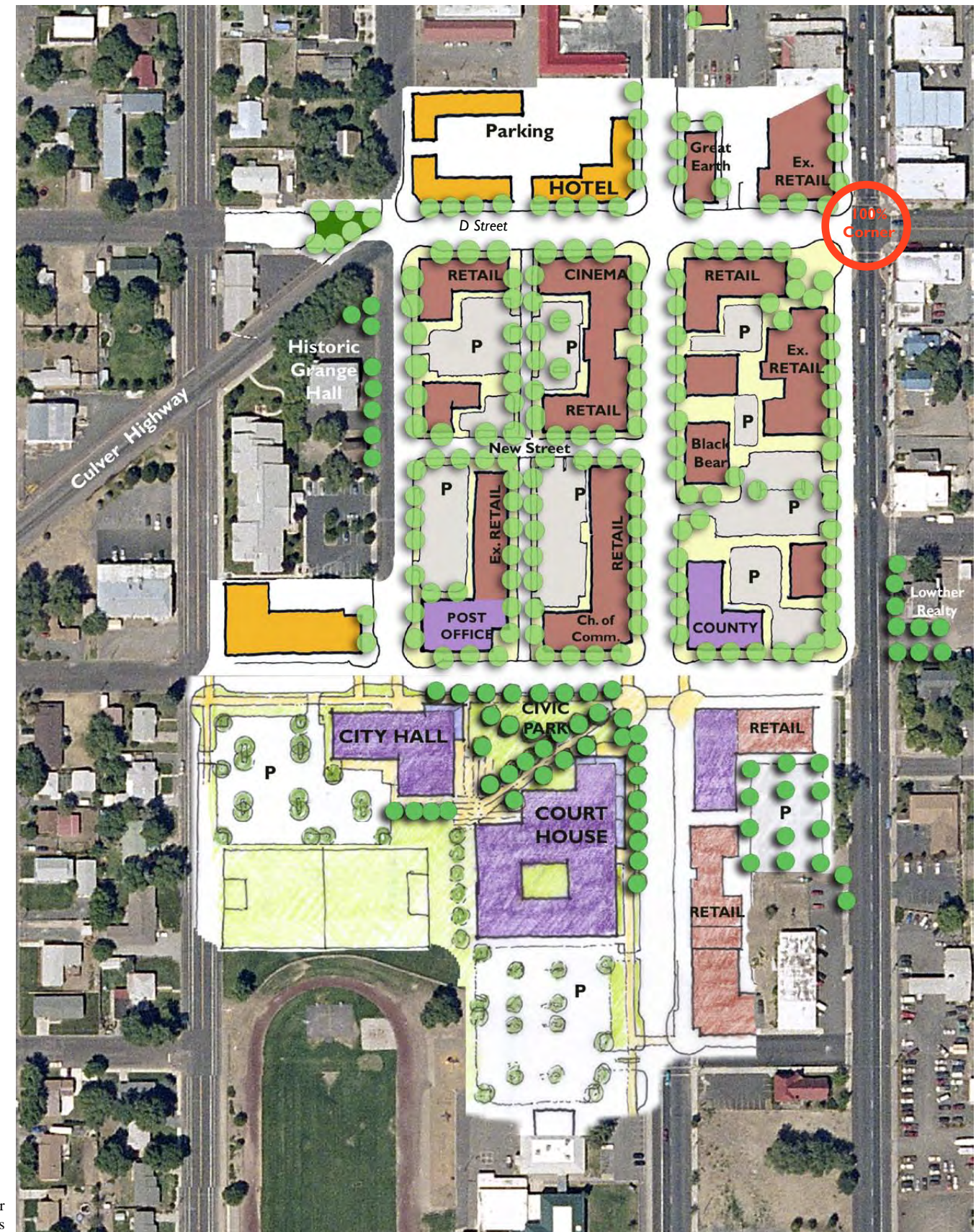
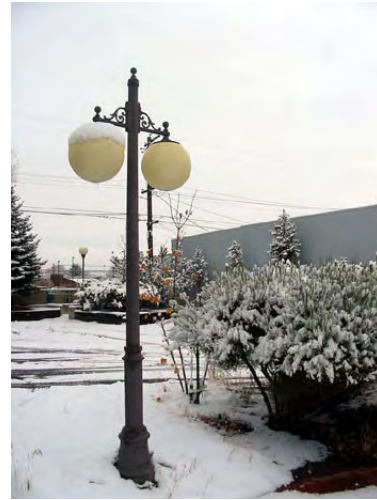


Figure 3.8: New Civic Center for Madras

3.7 Palette of General Streetscape improvements

As discussed previously, there have been attempts to beautify the streets of downtown Madras, notably the recent ODOT project to improve 4th and 5th Streets with brick pavers, street lights and furniture. These measures have a positive aesthetic impact, but have limited influence on the success of nearby businesses unless there are a number of other interrelated improvements.



Assuming that the City is embarking on a number of strategies to improve downtown's economic development climate, it is worth establishing a general 'palette' of streetscape elements that can be drawn from when individual streets are upgraded. Perhaps the best approach for Madras given the lack of public funds and market rationale for a comprehensive street upgrade, is to refer to such a palette whenever large new developments "trigger" requirements for new landscaping and street improvements, or when new projects such as ODOT's North Y propose significant reconstruction of streets.

Street Trees

The picture at right shows a row of old Elm trees along a Madras neighborhood street, perhaps a vestige of an old ranch property, or survivors from an earlier period of street improvements. Madras should build on its Tree City USA status and protect such large old trees, which add value to nearby properties and help reduce speeds while making the pedestrian experience safer and more pleasant. Planting street trees is perhaps the simplest and cheapest, yet most effective downtown improvement that Madras can make.



It is estimated that after 5 years, a tree can add up to \$1000 in value to a property. Street trees also improve the pedestrian experience and can shade the street with a canopy, which could be especially useful during hot Madras summers. New street trees should follow the "Tree Selection Guide" created by the Madras Urban Forestry Commission to ensure the best species for Madras' unique climate. The following is a list of additional drought-tolerant trees that could be explored for street tree planting in Madras's High Desert setting (short seasons, cold winters) to minimize maintenance and irrigation, maximize canopy size and complement existing buildings:

Street Trees:

Among deciduous trees, maples are not generally suitable, but the Big Dent Maple (Bigtooth maple) works well to replace dying street trees.

In the maple family, one choice is the Box Elder (*Acer negundo*)

Siberian Elms, although popular around Madras, should not be used due to limbs dropping off. Some cities consider this elm a noxious weed.

Chinese Elm is a much better choice.

(*Ulmus parvifolia*). Other choices include:

Honey Locust (*Gleditsia triacanthos*)

Black Ash (*Fraxinus nigra*)

Scholar Tree (*Sophora japonica*)

Western Hackberry (*Celtis reticulata*)



Honey Locust as a street tree in Arizona

There are some excellent varieties of evergreen that may be beautiful city trees:

Rocky Mountain Juniper – grows narrow like a cypress tree (*Juniperus scopulorum*)

Alligator Juniper (*Juniperus deppeana*)

Arizona Cypress (*Cupressus arizonica*)

Incense Cedar (*Cupressaceae Calocedrus decurrens*)

SW White Pine (*Pinus strobiformis*)

Limber Pine (*Pinus flexilis*)

Madras can also consider certain drought-tolerant shrubs for use in new planting strips around the city. These include yarrow, patchy plume, dwarf snowberry and rabbit brush.

New street trees should be installed with an adequate tree well (at least 4' square and 3' deep, with native soil), and in downtown areas, tree grates and guards should be considered to protect fragile younger specimens. These protective elements can also serve to complement the streetscape character.

Public Art

Art in public places can be a very effective way of improving a community's identity. Elements such as the M painted on the rimrock hillside, or the white buffalo at the north entrance to town can all be considered public art, but perhaps a concerted effort to introduce art pieces to the city can help establish and celebrate a sense of place. This could include interpretation of history, or the diversity of local cultures, or a celebration of local agriculture and of the irrigation which supports crops.



Historical markers

Madras has a unique and compelling local history and apart from the County Historical Museum in the Old City Hall downtown and some exhibits at the Fairgrounds, there is very little recognition of the past. Some cities have excellent interpretive programs to explain local history. Madras could work with the historical society to install plaques, or to paint new murals, or create a driving or walking tour of the area's attractions. In properties that are unbuildable due to floodway issues, old stagecoaches or pioneer buildings could be installed, or the Warm Springs Tribes could install an annex of their excellent Museum with exhibits on Native American cultures and traditions. This can help celebrate what makes Madras unique and establish a 'sense of place'



Special Paving

A unique brick pattern was installed at major intersections when 4th and 5th Streets were improved by ODOT 4 years ago to highlight narrowed curbs and crosswalks. If installed correctly, this is a good simple way of improving the pedestrian zone and highlighting key street crossing points. The paving could even be extended across an entire intersection, such as the one shown above, at D Street and Northbound US 26/97, which is a key intersection for the City of Madras.



Banners and street signs

The Madras Redevelopment Commission should consider a year-round use of the special banners which appear for the Collage of Culture with new designs to celebrate other seasonal events.

Street signs are a background element of a typical streetscape that are often overlooked, but with creative design, can help craft an identity for places such as historic districts or downtowns. The MRC could consider replacing existing street signs with distinctive "downtown" markers.

Finally, the city could consider installing informational panels, such as the one above in Bellingham, WA to provide local tourist information and guide visitors to local businesses and attractions.



Materials & Furnishings

Sidewalk furnishings

The area between a building front and a roadside curb should be organized carefully to provide a good balance between commercial activities and ensuring a comfortable walking environment for pedestrians. There are many “furnishings” that can serve as amenities to pedestrians and cyclists. These include bicycle racks, trash cans, benches, street lights newspaper boxes, bollards to separate cars from the sidewalk and private displays of merchandise or seating for restaurants.

The City should consider the two special districts shown on the map on the following page as key areas for the installation of new sidewalk furnishings. These are destinations, and are likely to see renewed commercial activity, thus bringing pedestrian activity that can make good use of the furnishings. The three major east-west streets identified (B, C and D Streets) could also be priorities for such improvements.

Below is a preliminary suggestion of furnishings for the MRC’s consideration. These examples are low-cost, durable furnishings, but there should be careful consideration for the placement and timing of such elements. Merely placing a bench on a sidewalk will not typically entice more people to sit there if there are no other people to watch, or if traffic is too noisy, or if there is no reason for a pedestrian to pass by such a bench. It is recommended therefore, that the MRC work with property owners who are renovating their facades and buildings, and propose sharing costs of sidewalk furnishings with property owners, as a way of further enhancing their properties.



Simple bike rack of bent steel on a concrete base. Local manufacturers could produce this affordably.



Drinking Fountain by Murdock. Could be sponsored by Opal Springs (Earth2O).



Metal bench by Landscape Elements. Select a bench for durability in all seasons and ease of maintenance before lowest cost.



Metal trash can by Landscape Forms. A durable and timeless design.

Adding tree grates around downtown trees is a simple way to add public street furnishings while improve tree health and walkability. By Olympic Foundry.



Examples of streetscape improvements in other towns

Below are images of measures implemented in other small towns in Oregon to improve streetscapes in simple, effective ways.



Sisters, Oregon uses native shrubs to landscape their downtown. Pedestrian crossings are shortened with curb “bulbs” and historic light fixtures have ‘arms’ to hold seasonal banners.



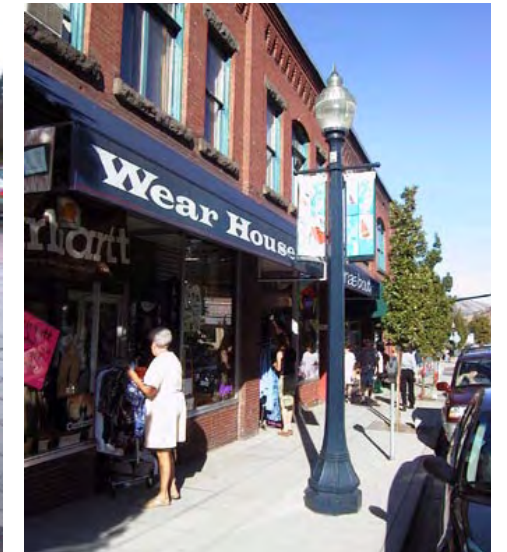
This street scene at Orenco Station, west of Portland, shows a collection of street furnishings that are unobtrusive and simple, adding a cohesive identity to this place. The furnishings are also located on the street-side of the pedestrian zone, ensuring an unobstructed path for walkers and shoppers.



The Beaverton Library was built adjacent to a new park, creating a new civic center for this suburban city. A plaza with trees and benches invites library patrons to spill out into the park. Future public facilities will be added to vacant properties surrounding the park to further enhance its role as the heart of the city.



This intersection in Lake Oswego has been repaved, creating a signature gateway, slowing car traffic and making pedestrian crossings safer. Note the bollards separating the roadway from the sidewalk.



Hood River’s downtown has excellent examples of historic light fixtures, banners, street trees and restored facades.



Adding a landscaped median to an existing wide street can be achieved within 6’ of roadway. (Bend)



Street Trees need adequate room to grow and can make the pedestrian experience much more comfortable.



The Belmont Dairy mixed-use project in Portland, with decorative banners, street trees, wide sidewalks, narrow street crossings and businesses spilling out into the public realm.



Lake Oswego landscape, and a simple bench for pedestrians to rest.

Specific Project Suggestions

Implementation

The map at right shows a number of specific locations where individual projects could be undertaken to improve downtown's physical appearance. These suggested projects build on the short-term strategies listed earlier in this document, but also include suggestions from the consultant team that were perhaps not specifically listed by the public as priorities. These projects could be considered as purely public improvements — renovating and expanding parks, narrowing streets, adding sidewalks, but some are also private property improvements that could be funded by a program similar to the facade rehabilitation grant program.

Funding and financing strategies are listed later in this document.

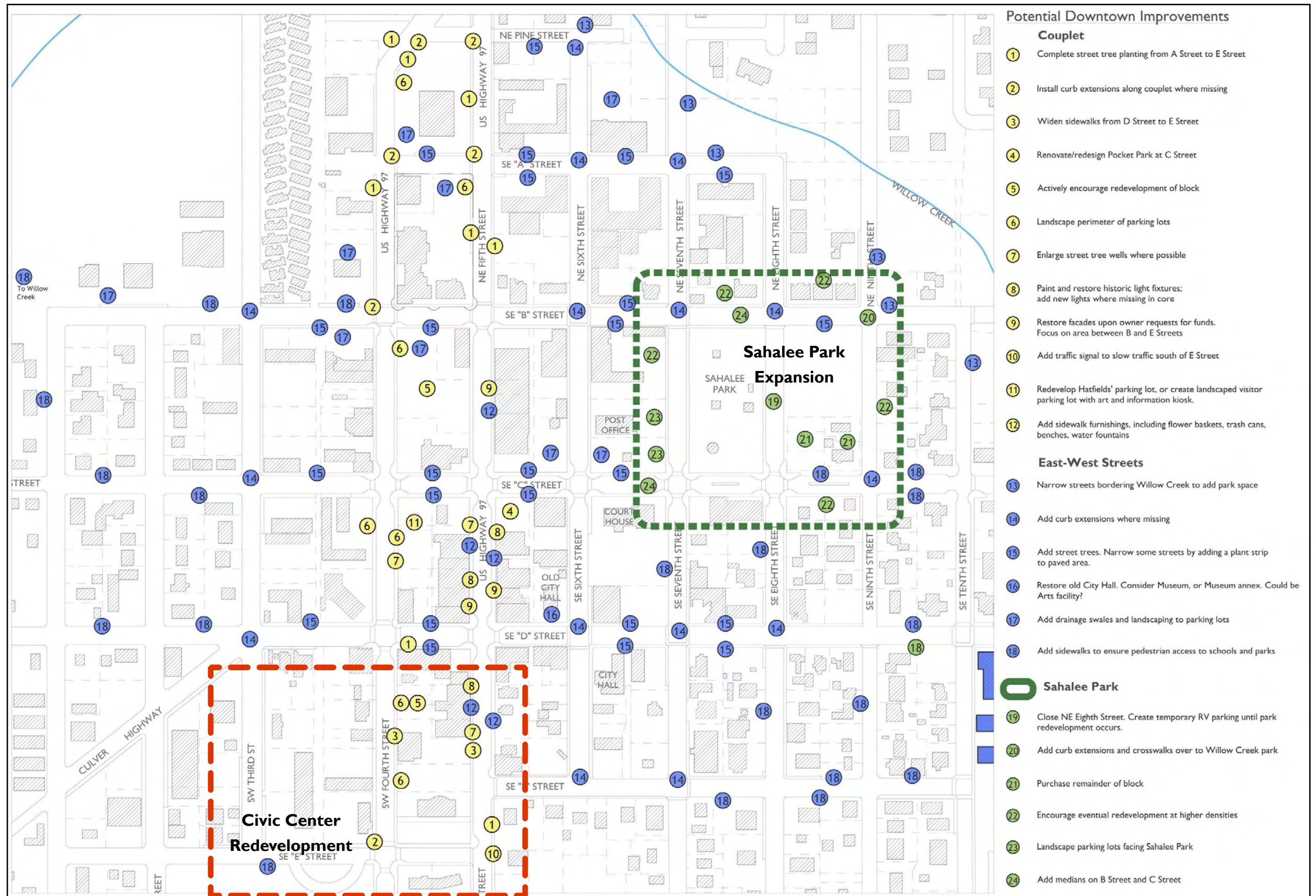


Figure 3.9 Specific Project Suggestions

Long-Term Projects

Encourage housing development and a jobs-housing balance

The City of Madras is currently experiencing a surge in housing and subdivision construction, which was inevitable given the city's proximity to both Bend and Portland, and the area's remarkable natural beauty and benign climate. As new residents move to Madras, the local commercial sector should experience a corresponding revival. The proposed Correctional Facility east of Madras promises up to 800 new jobs. Housing development will need to continue at a pace if the City wants to ensure that prison employees live, shop and pay taxes in Madras. One strategy that the city is pursuing involves actively promoting a new community on the city's eastside, on land that the city purchased in order to disperse treated wastewater, as required by new laws. (Figure 3.10)

The city purchased excess property, which has good road access, and which is served by major utility corridors that were extended for the new prison. The property also has stunning views of the Central Oregon Cascades, so it would be a promising site for new middle-higher income residential development, which is in short supply in Madras. There is currently a process underway to ensure that there is high quality development on this property, and to coordinate development plans with adjacent landowners, while ensuring that state and local land use laws are satisfied.

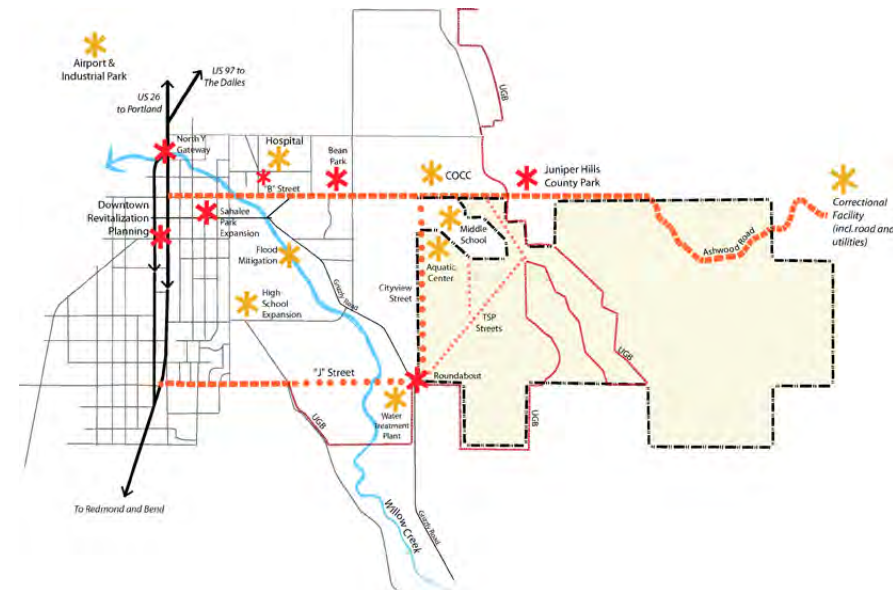


Figure 3.10 Community investments in support of east-side development

Market the City of Madras and area attractions more effectively

Increase funding of Chamber of Commerce; work with Central Oregon tourism organizations to be included in future marketing of Bend and Redmond; build a stand-alone tourist information center in downtown Madras; improve wayfinding signage to guide tourists to area attractions; work with State Parks, County and National Grassland to improve recreation sites.

Rezone or downzone commercial property

There is currently an excess of commercially-zoned land in Madras, and it is dispersed along the US 26/97 couplet through town. Much of the property sits vacant or underdeveloped. Following the basic principles of supply and demand, if the city were to rezone or downzone some of this underdeveloped commercial land, the value of other untouched properties would rise and perhaps attract new investment. This could also free up new land for residential, or at least mixed-use development.

One component of this commercial zoning strategy should include careful long-term planning for an eventual bypass around Madras. It is assumed that the city would want to limit commercial development along any new bypass, and this is in fact a strong preference of ODOT, for safety and efficiency reasons. Other communities with bypasses have experienced major difficulties in purchasing rights of access to ensure that a bypass remains as a limited-access corridor. The City of Madras should begin formulating a strategy to outline key properties for acquisition by the city or ODOT before it is too late and expensive to do so.

Suggested Zoning and Development Code changes

The recommended zoning code revisions included in the Comprehensive Plan update by Tenneson Engineering is a solid set of code language that should be considered for inclusion in the Madras zoning code. Specifically, important measures to consider include:

- Stronger requirements for perimeter landscaping and trees in parking lots and for new commercial developments;
- Revise development requirements for commercial properties to prohibit large parking lots between the building and the street; to orient buildings to the pedestrian where possible with street-level windows, awnings and entrances; to promote development at street corners instead of parking lots;
- Consider preparing and adopting architectural review guidelines to ensure high-quality development with adequate detailing, windows and an appropriate scale for Madras;
- Allow a mixing of land uses, so that residential units can be constructed above retail or office properties;
- Reduce parking requirements for residential units closer to downtown and for some commercial properties; prohibit drive-through businesses downtown
- Revise roadway and sidewalk standards to encourage narrower streets, street trees, sidewalk furnishings and on-street parking in downtown areas.
- Require large new developments to include public amenities such as plazas or wider sidewalks;

A Vision for Downtown Madras

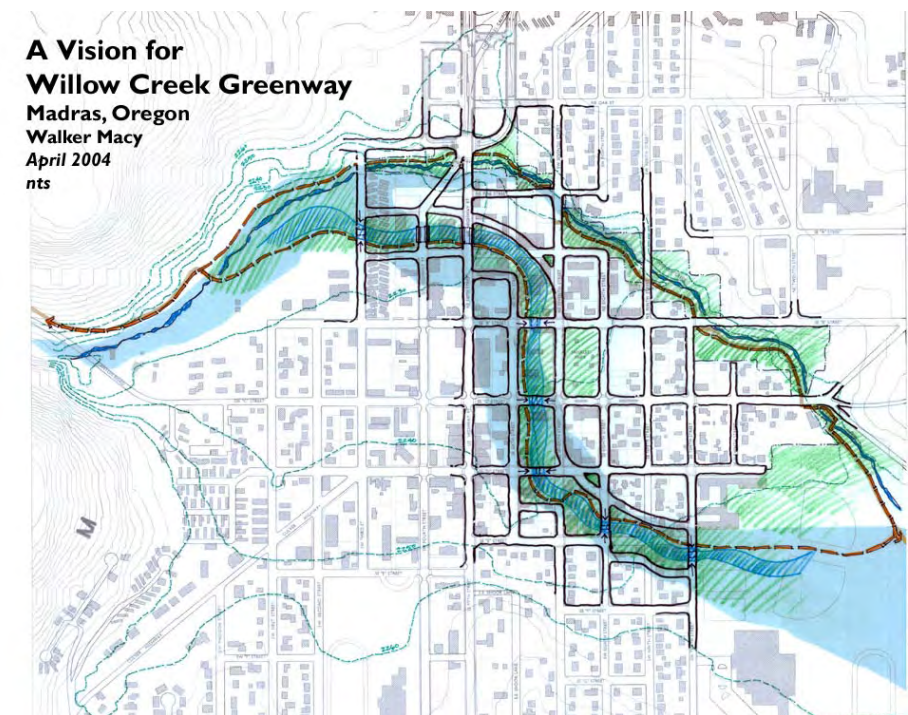


Figure 3.11 Concept for Willow Creek Floodway open space

A Vision for the Willow Creek Floodway

The City of Madras sits within the floodplain and floodway of Willow Creek. The creek does not flood regularly, but when it does, there are damages to properties in downtown Madras. The last major flood in 1964 inundated most of downtown. As part of the project studying urban renewal for Madras, a **rough concept** was prepared that envisioned converting vacant developed land back into natural floodplain (Figure 3.11). This concept would necessarily be an incremental strategy, with slow accumulation of properties and restoration of former streets and blocks into natural vegetation and open space. (Although, if a catastrophic flood were to strike Madras, the resulting federal mitigation funds could perhaps provide enough funding to convert land more quickly). **Other options** to deal with the floodway issue include check dams, culvert replacement, creek headwaters restoration and re-mapping of the floodway.

This vision would need extensive study that is beyond the scope of this report, to determine if such wholesale "re-greening" of the city would even successfully mitigate future floods, and to effectively re-orient the city to this new natural amenity and capitalize on its potential to transform Madras. An extensive cost-benefit analysis would be necessary. This idea should also only be implemented when property owners are willing to sell their land. An easier option would perhaps involve completing the purchase of the Willow Creek Greenway along the existing channel from the east to west sides of Madras. This might require up to \$5 million in property acquisitions.

3.3. Implementation Strategy

Successful implementation involves several key components. It requires committed, ongoing leadership and organization, as well as a communications program that broadcasts accomplishments. Success is much more likely when there are supportive government structures and policies and a supportive media. The following nine components should be used to gauge progress of the implementation strategy in Madras.

1. Make a Great Plan

1. Combine market potential with community vision
2. Go far beyond patching problems or reacting to specific issues
3. Present a strong vision to motivate and enliven people to take action

2. Many, Many Projects

1. A great plan moves many projects forward
2. Projects are broadly defined
3. Organize, catalog and communicate all public and private projects

3. Many, Many Stakeholders

1. Broad base of involvement promotes project
2. Stakeholders – representative cross-section of government, non-profits, businesses and individuals
3. Stakeholders form the basis of political support for the Downtown revitalization effort

4. Committed, Ongoing Leadership

1. Desires success for the entire community
2. Respected by the community; has strong leadership skills
3. Able to motivate and organize stakeholders
4. Moves forward and enthusiastically communicates the vision of the Downtown revitalization effort

5. A Good Organization

1. Provides ongoing support for project with communication and coordination
2. Provides long-term continuity and unifies divergent interests
3. Provides support for local government, and support to project development
4. Communicates successes and opportunities

6. Development Standards

1. Clear and consistent guidelines that communicate the vision of the Downtown revitalization effort
2. Encourage desired development and strongly prohibit undesirable
3. Tools should be dynamic, flexible and pragmatic standards for change
4. Set standards high but achievable

7. Communications and Marketing

1. Both the organization and the leadership must communicate successful implementation
2. Marketing revitalization means making continual news
3. Communication means acting as a liaison between stakeholders, projects, and the wider community

8. Supportive Government

1. Provide support for achieving standards – consultation, code enforcement, and assistance
2. Able to review its practices and identify and change policies
3. Set clear goals
4. Champion implementation

9. Ongoing Review

1. Dynamic plans require ongoing review that respond to changing conditions
2. Evaluation of plan, projects, and communications – make periodic adjustments to the project plans

Public-public and public-private partnering

Implementation of the Madras Urban Revitalization Plan will take the cooperation of many public and private entities. The City of Madras certainly does not have the resources to implement all of the recommendations on its own. Indeed, most downtown revitalization occurs through a combination of public and private investments. Thus, the City of Madras cannot do it alone and must seek out both public and private partners to carry out the projects. Even for projects that are clearly public in nature, such as infrastructure, civic buildings, or parks, the City will need partners. In fact, the City already has a strong track record of partnering with other public agencies such as ODOT and the State. These types of relationships should be continued and strengthened.

On the private side, the City should seek a broad spectrum of private investors, developers, and businesses to support the revitalization plan. Just as no one project will save the day, no one private partner will bear full responsibility for revitalization.

Leverage

Downtown revitalization is all about economic development. In an environment of limited public resources, revitalization can only occur with significant private sector investment in the City Center. In fact, revitalization efforts around the country typically have a leverage ratio of private to public investment of 4:1 or 5:1 or higher. That is, over the long term, for each public dollar invested in revitalization (infrastructure, streetscape, civic amenities, etc.), the private sector contributes \$4 or \$5 of investment in buildings and new businesses.

Leverage occurs best when public investments are linked to private projects. Rather than “build it and they will come,” strategic planning should bring private investors and public works together to build private projects at the same time as public investments are made. This type of public-private partnership becomes a strategic initiative where public investments can become incentives to spur private investment. If the private sector is not waiting in the wings to make investments adjacent to public projects, then the public sector should seek out other types of projects that will better attract private dollars.

Evolution

Implementation of the Urban Revitalization Plan is a long-term proposition. Market forces will change over time requiring that the vision be achieved incrementally, rather than through a single burst of investment. More importantly, projects in early years may be seen as “underachieving” when compared to the full vision, but each project must be looked at in the context of the evolution of downtowns. Change takes time and Madras should anticipate evolution that will allow for increasingly significant investment over time. A Success Audit is an effective way to keep track of positive, incremental developments over time and ensure a consistent idea of what is most effective in Madras.

Evolution implies that progress may be choppy and there may be slow and fast periods of growth. Evolution also allows for older uses to remain, which can be a way to retain the best of history. Whatever the pace of development, Madras should insist on quality so that all development sets a strong precedent for subsequent investment.