

# CITY OF SISTERS PARKS MASTER PLAN



CAMERON  
McCarthy  
LANDSCAPE ARCHITECTURE & PLANNING



ADOPTED | AUGUST 2011

---

*This page intentionally left blank.*

# ACKNOWLEDGEMENTS

This project was funded by the Oregon Parks and Recreation Department (OPRD). This program was created in 1998 and includes a local government grant program that was approved by the 1999 Legislature. The Oregon Parks & Recreation Commission adopted administrative rules for the distribution of state lottery funds to eligible local governments for outdoor park and recreation areas and facilities, acquisition of property for park purposes, trails, bicycle recreation opportunities, non-motorized water-based recreation. The contents of this document do not necessarily reflect views or policies of the State of Oregon.



OREGON PARKS AND  
RECREATION DEPARTMENT

## Project Team



### CAMERON MCCARTHY

Colin McArthur, AICP; Project Manager  
Lauren Worland  
Zach Rix  
Lev Parker



### COMMUNITY PLANNING WORKSHOP

Robert Parker, AICP; Program Director  
Amanda West; Project Coordinator  
Francesca Patricolo  
Patty Stevenson  
Serena Parcell

## City of Sisters



### CITY STAFF

Pauline Hardie, AICP; Community Development Director  
Paul Bertagna; Director of Public Works  
Eric Porter; Principal Planner  
Carol Jenkins; Planning Technician

### PARKS ADVISORY COMMITTEE

Evelyn Brush  
Gabe Chladek  
Tim Clasen  
Anne Heath  
Wendy Holzman  
Dave Marlow  
Marlys Underwood  
Sharlene Weed

# CONTENTS

ACKNOWLEDGEMENTS.....	1
EXECUTIVE SUMMARY.....	ES-1
CHAPTER 1 INTRODUCTION.....	1
1.1 Overview.....	2
1.2 Purpose of the Plan .....	2
1.3 Planning Process .....	3
1.4 Relationship to Other Plans .....	4
1.5 Plan Organization .....	5
CHAPTER 2 COMMUNITY PROFILE .....	7
2.1 Overview .....	8
2.2 Regional Context & Planning Area.....	8
2.3 Demographic Analysis.....	8
2.4 Conclusions.....	15
CHAPTER 3 PARKS SYSTEM .....	17
3.1 Overview .....	18
3.2 Parks System .....	19
3.3 Operations and Maintenance .....	28
3.4 Park Service Area.....	29
3.5 Park Level of Service.....	31
3.6 Conclusions.....	33
CHAPTER 4 PARK AND RECREATION NEEDS .....	35
4.1 Overview .....	36
4.2 National and State Trends .....	36
4.3 Community Needs.....	39
4.4 Conclusions.....	41
CHAPTER 5 PLANNING FRAMEWORK .....	47
5.1 Overview .....	48
5.2 Vision .....	48
5.3 Goals and Objectives .....	48
5.4 Conclusions.....	51

---

## CONTENTS

CHAPTER 6 RECOMMENDATIONS .....	53
6.1 Overview.....	54
6.2 System-wide Level of Service .....	54
6.3 Parkland Acquisition .....	55
6.4 Parkland Development.....	56
6.5 Trail Development.....	61
6.6 Open Space and Natural Areas.....	61
6.7 Operations and Maintenance .....	61
6.8 Funding.....	61
6.9 Conclusions.....	62
CHAPTER 7 IMPLEMENTATION .....	65
7.1 Overview.....	66
7.2 Organizational Structure.....	66
7.3 Current Operating Budget.....	66
7.4 Funding Requirements .....	68
7.5 Funding Strategy .....	73
7.6 Additional Funding Resources .....	75
7.7 Conclusion .....	77
APPENDEX A PARKS INVENTORY.....	A
APPENDEX B PARKS CONCEPT PLANS .....	B
APPENDEX C DESIGN STANDARDS.....	C
APPENDEX D FUNDING SOURCES.....	D

# EXECUTIVE SUMMARY

## Overview

The Sisters Parks Master Plan is intended to guide development of the municipal parks system for the period between 2011 and 2030. This Plan is an update to the *2000 Sisters Oregon Parks Master Plan*. A parks master plan is a long-term vision and action plan for a community's parks system. Currently, Sisters provides 11 parks facilities – 8 developed and 3 undeveloped. This plan identifies strategies and recommendations for operation and maintenance of parks, land acquisition, development, and funding. Through this plan, the City of Sisters will continue to improve its parks and recreation facilities to meet the needs of current and future residents.

As noted above, the Plan guides future development and management efforts of Sisters' parks system over the next 20 years. More specifically the Plan:

- Provides an inventory of existing parks and an analysis of park classifications and standards, including a recommended level or service target;
- Identifies current and future park needs using input from the community as well as technical data;
- Establishes a vision, goals, and objectives for the park system;
- Includes a capital improvement plan (CIP) that enables the City to achieve its goals;
- Creates a strategy for short and long-term land acquisition; and
- Identifies potential funding techniques and sources to implement the CIP.

The Executive Summary highlights existing facilities, key community needs, goals and recommendations, park improvements and acquisitions, and funding strategies.

## Park Inventory and Assessment

A critical aspect of planning for the future of a city's parks system is conducting an inventory and condition assessment of existing park facilities. The City currently owns 8 developed parks and 3 undeveloped sites. Chapter 3 Parks System includes a description of each park facility and an overview of the condition of the parks system as a whole. This information is included in its entirety as Appendix A; which includes descriptions of park facilities, opportunities and constraints, as well as recommendations. A summary of City facility and their respective classification is presented in Table ES-1.

**Table ES-1. Inventory and Classification Summary, Sisters**

EXISTING PARKS	ACRES
<b>Mini Parks</b>	
Buck Run Park	0.02
Harold & Dorothy Barclay Park	0.44
<b>Neighborhood Parks</b>	
Cliff Clemens Park	2.28
<b>Community Parks</b>	
Village Green	1.32
Creekside Park	2.65
<b>Special Use Parks</b>	
Three Sisters Overnight Park	6.72
Veterans Memorial Park	0.25
Wild Stallion Park	0.02
<b>TOTAL DEVELOPED PARKLAND</b>	<b>13.70</b>
<b>Undeveloped Parkland</b>	
Three Sisters Park Expansion	4.68
Undeveloped City ROW	1.89
Fir Street Site	0.31
<b>TOTAL UNDEVELOPED PARKLAND</b>	<b>6.88</b>

Source: Cameron McCarthy, 2011.

## Park and Recreation Needs

The Sisters Parks Master Plan includes an analysis and assessment of community needs based on local demographic, economic and recreation trends, as well as community input and public participation. The goal for the public participation process was to gather the views of a diversity of community members concerning the parks system. Involvement reached a wide array of community members and stakeholders through seven different methods: an online survey, hispanic survey, user intercept survey, community workshops, senior focus group, youth focus group, and stakeholder interviews. The accompanying *Sister Parks Master Plan Public Involvement Report* (bound separately) includes detailed summary reports for each method.

Parks and recreation facilities are important to communities and to the residents of Sisters in particular. Therefore, it is not surprising that many residents see opportunities for improvement in the parks system. After reviewing recreation trends and input from the community, several key needs emerged:

- Vision, diversity, and connectivity in the parks system.
- More variety of park sizes, diversity of parks types, and locations throughout the City.
- Spaces for natural play and specifically creek access.
- Additional parks (public preference for larger community and neighborhood parks).
- Better management of the parks based on a perceived lack of leadership, communication, and collaboration between different entities overseeing the parks.

## Community Vision and Goals

The Parks Master Plan includes a long-term vision for the Sisters Parks System, eight goals that define system priorities and specific objectives that guide implementation. Following is the vision for Sisters' parks system:

**The City of Sisters will create a distinctive and well-connected parks system with a diversity of social, cultural, educational, and recreational opportunities that meet the needs of our community and visitors and promote the arts and healthy lifestyles.**

**Goal 1: Identity & Uniqueness**

Create a unique park system with a strong identity.

**Goal 2: Coordination**

Strengthen relationships between the City of Sisters and its partners.

**Goal 3: Safety and Access**

Foster a safe and accessible park and recreation environment.

**Goals 4: Funding**

Establish stable and diverse mechanisms for funding existing and future recreation and parks facilities.

**Goal 5: Stewardship & Maintenance**

Manage and maintain the parks system to ensure its health, safety, and efficiency.

**Goal 6: Distribution & Connectivity**

Promote social and physical connections to facilities and an equitable distribution of facilities within the community.

**Goal 7: Recreation, Events, & Activities**

Develop and maintain attractive and enjoyable spaces for a diversity of activities and events.

**Goal 8: Updates to the Plan & Parks Planning**

Establish a coordinated process for parks planning that involves residents, community groups, visitors, stakeholders, Parks Advisory Committee, and City staff.

## System Improvements

The Sisters Parks Master Plan identifies system-wide recommendations for improvements, parkland acquisition, and development as well as capital improvements for specific parks. System improvements include parkland acquisition and development as well as open space and natural area conservation. System-wide and general improvements include:

- Implement a system-wide level of service (LOS) standard of 5.0 acres of developed parkland per 1,000 residents.
- Provide accommodations for the installation of public art in all parks that do not provide art.
- Install wayfinding signage in parks to provide information to residents and visitors about the park system, feature individual facilities, and promote connectivity, especially through walking and biking.

---

## EXECUTIVE SUMMARY

- Install interpretive signage in parks, as appropriate, to provide educational opportunities to residents and visitors on historic or natural features within the community.
- Install basic amenities; consisting of benches, picnic tables, bicycle racks, trash/recycling receptacles, and dog waste disposal stations in parks, as appropriate, to facilitate use and comfort.
- Enhance park aesthetic qualities and appearance through the installation of additional landscape plantings, as appropriate.
- Establish a permanent Parks Commission or Committee to allow for direct decision making on behalf of City parks.
- Invest in additional revenue-generating facilities that produce user fees to support the parks system.
- Explore partnership options with SPRD to expand recreational opportunities within Sisters.

The Parks Master Plan is implemented, in part, through the Parks Capital Improvement Plan (CIP). The Capital Improvement Plan (CIP) identifies park improvements and estimates costs for the ten-year period between 2011 and 2021. Park improvements included in the capital improvement plan focus on improving access, safety, landscaping, play and restroom structures, and providing additional park amenities. Because of its dynamic nature, the CIP is incorporated as a separate document. The Parks CIP should be reviewed on an annual basis by City staff and the Parks Advisory Committee as part of the City of Sisters' 10-year Capital Improvement Plan.

## Funding

This Plan proposes improvements to existing facilities, the acquisition and development of new parkland, the acquisition and conservation of open space, general improvements to enhance connectivity, and expanded operation and maintenance; which constitute the majority of the City's park expenditures over the next 10 years. Based on the costs to implement the proposed improvements, the City will need to spend between \$7,495,000 and \$19,465,000 on its parks system during the 20-year planning horizon through 2030. Table ES-2 outlines parks system expenditures through 2030.

**Table ES-2. Park System Improvement Actions, 2011-2030**

CAPITAL PROJECT	TOTAL COST	
Park Improvements		
Mini Park Projects	\$ 45,480	
Neighborhood Park Projects	\$ 223,880	
Community Park Projects	\$ 779,285	
Special Use Park Projects	\$ 13,500	
Land Acquisition	\$ 2,482,000	to
		\$ 6,052,000
Parkland Development	\$ 3,945,000	to
		\$ 12,345,000
Open Space Development	\$ 5,638	
<b>Total (Range)</b>	<b>\$ 7,495,000</b>	<b>to</b>
		<b>\$ 19,465,000</b>

Source: Cameron McCarthy, 2011.

Park improvements, land acquisition, and parkland development comprise the majority of the total costs. Specific park improvements to existing park facilities are estimated at \$1,066,000. The actual costs associated with the acquisition and development of new parks can be reduced through a diversified funding strategy that may include user fees,

bonds and levies, partnerships, land donations, trusts, and easements. Table ES-3 presents a summary of anticipated revenue and funding requirements to implement recommendations in this Plan for four 5-year periods from 2011-2030. Anticipated revenue sources will only fund 32 percent of the improvement actions and capital projects recommended in this Plan.

**Table ES-3. Parks Revenue and Funding Summary, 2011-2030**

<b>5-YEAR PERIOD</b>				
<b>Funding Sources</b>	<b>2011-2015</b>	<b>2016-2020</b>	<b>2021-2025</b>	<b>2026-2030</b>
Park Fund Balance	\$ 121,411	\$ -	\$ -	\$ -
General Fund	\$ 1,032,887	\$ 1,140,391	\$ 1,259,084	\$ 1,390,131
System Development Charges	\$ 295,697	\$ 383,423	\$ 504,115	\$ 608,830
Grants	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000
Donations	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Total	\$ 1,749,995	\$ 1,823,815	\$ 2,063,199	\$ 2,298,960
<b>Funding Requirements</b>				
Improvement Actions				
Priority I Projects	\$ 1,795,283	\$ -	\$ -	\$ -
Priority II Projects	\$ -	\$ 739,000	\$ -	\$ -
Priority III Projects	\$ -	\$ -	\$ 8,465,250	\$ 8,465,250
Operations and Maintenance Costs	\$ 222,676	\$ 261,674	\$ 309,745	\$ 364,174
Total	\$ 2,017,959	\$ 1,000,674	\$ 8,774,995	\$ 8,829,424
<b>Surplus / (Deficit)</b>	<b>\$ (267,964)</b>	<b>\$ 823,140</b>	<b>\$ (6,711,796)</b>	<b>\$ (6,530,464)</b>
<b>Cumulative Surplus / (Deficit)</b>	<b>\$ (298,007)</b>	<b>\$ 525,134</b>	<b>\$ (6,186,662)</b>	<b>\$ (12,717,126)</b>

Source: Cameron McCarthy, 2011.

This Parks Master Plan establishes a vision for Sisters' parks system. This vision, however, is inconsequential if the City cannot secure the funds to achieve the vision. Sisters will need to identify and pursue a variety of short and long-term funding strategies to fulfill its parks system goals. Moreover, refined strategies are also needed to help the City implement recommended land acquisitions and facility improvements.

The City should pursue a funding strategy that includes a variety of sources including grants, donations, and partnerships, as well increased SDC revenues. The Plan specifically recommends that the City update the SDC assessment rates; pursue grant opportunities for capital improvement projects and land acquisition; consider partnerships with private and non-profit organizations; develop relationships with landowners; evaluate the feasibility of bond measures; and employ measures to reduce acquisition, development, and operational costs.

## Conclusion

Completion of this plan update is an important step toward the fulfillment of the City's parks system vision, goals, and recommendations, through which the parks system will continue to improve local resident quality of life while adequately planning for the future park needs of the growing community.

---

## EXECUTIVE SUMMARY

*This page intentionally left blank.*



# 1

# INTRODUCTION

## 1.1 Overview

Parks system assets - parks, open space, natural areas, and trails - are significant contributors to a community's quality of life. "Quality of life" is an expression that has grown in popularity during recent decades. Quality of life is a broad multidimensional concept that refers to an individual's satisfaction with their social and physical surroundings. It is used to measure the livability of a given City or community. Quality of life is measured through a combination of subjective satisfaction criteria and objective determinants such as safety and infrastructure.

Quality of life and livability are associated with a number of green infrastructure amenities, including trails, natural areas, open space, and parks. These amenities are considered assets that build strong communities by providing recreation opportunities, gathering spaces, connectivity, natural resource protection, cultural resource preservation, and aesthetic beauty. Their functions shape the character of communities, provide anchors for neighborhood activities, and promote healthy behaviors and lifestyles.

Creating and maintaining park and recreation facilities is a challenge for Cities, Counties, and service providers. Limited resources and competition for resources, both staffing and budgetary, restricts the ability of many communities' to develop and maintain parks systems. Identifying system priorities and matching them with available resources requires thoughtful and detailed planning. Most communities develop and adopt *Parks System Master Plans* to guide development and operation of parks systems and update the plans on a periodic basis.

## 1.2 Purpose of the Plan

The Parks Master Plan (Master Plan, Plan) establishes a vision for Sisters' parks system and includes recommendations for the operations and development of quality park facilities over the next 20 years. The Plan is intended to help Sisters build upon its unique park assets, identify new opportunities for acquisition and development, and address the needs of current and future residents.

This Plan is an update of the *2000 Sisters Oregon Parks Master Plan* and builds upon past information within that plan to provide a current and comprehensive guiding document. Specifically, this Plan includes:

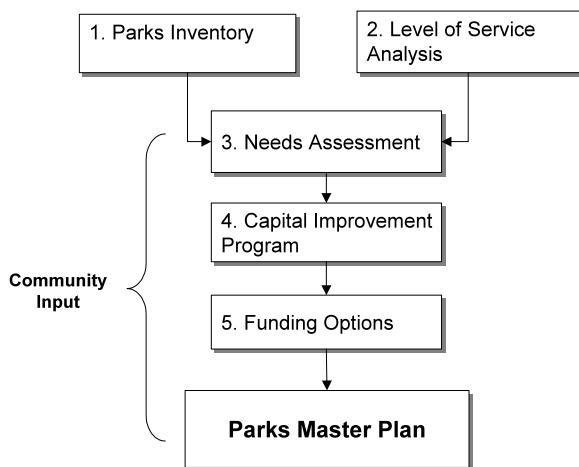
- An inventory of existing park and recreation facilities in the Sisters planning area, including an analysis of park classifications and standards;
- A parks and recreation needs analysis based on technical and demographic data, as well as extensive community involvement, including workshops, focus groups, an online survey, intercept surveys, and stakeholder interviews;
- A ten-year capital improvement plan that identifies specific improvements for each of Sisters' eight parks with estimated project costs and target completion dates;
- A parkland acquisition strategy that identifies the amount of land needed, by park type, for the next 20 years and describes strategies for acquiring lands that are appropriate for inclusion in the parks system, including paths and trails, as well as natural areas and open space;
- Funding options and a funding strategy, including a review of revenue sources such as Systems Development Charges (SDCs).

The Plan outlines Sisters' vision for the parks system and provides the specific tools and components necessary to achieve that vision. For this plan to best reflect the community's current and future needs, updates are recommended every five to ten years. Regular updates ensure that the plan continues to be a relevant planning tool.

## 1.3 Planning Process

This Plan utilizes a "systems" approach for the planning process, as recommended by the National Recreation and Parks Association (NRPA). The systems approach places local values and needs first, and provides a framework for creating a parks system that physically meets those values and needs. The planning process is outlined in four phases, as described below and detailed in Figure 1-1.

**Figure 1-1. The Parks Planning Process**



Source: CPW.

- **Phase 1 – Inventory & Analysis:** Inventory existing parks. Identify existing park facilities, assess general park conditions and existing improvements, and identify needed maintenance or additions.
- **Phase 2 – Needs Assessment:** Conduct a community needs assessment. Identify key needs throughout the community, drawing from demographic data, recreation trends, and community input. Population growth, demographic characteristics and recreation participation trends help identify the types of facilities needed by current and future residents. Determine level of service, usually expressed as acres of developed parkland per 1,000 residents.
- **Phase 3 – Vision and Recommendations:** Develop a capital improvement program (CIP) and land acquisition plan. Using Steps 1-3, the CIP identifies capital improvement projects for 2011-2031 and prioritizes projects for the first five years of the plan. The CIP (bound separately) is based upon current needs. The land acquisition plan looks at the longer 20-year planning term to determine parkland needs to serve a growing population.
- **Phase 4 – Implementation and Funding Strategies:** Identify potential sources and methods for acquiring funding for development, maintenance, operations, and general improvements.

- **Phase 5 – Plan Refinement and Adoption:** Incorporate comments and suggestions based on City staff, Parks Advisory Committee, Planning Commission, and City Council review of Draft Plan. Prepare Final Plan for adoption by the Sisters City Council based on recommendation by the Parks Advisory Committee.

## 1.4 Relationship to Other Plans

The Parks Master Plan is one of several documents that comprise Sisters' long-range planning and policy framework. The following documents were reviewed during Plan development; contain specific elements that have bearing on the parks planning process; and, guide the goals, objectives, and recommendations within this Plan.

### Sisters Oregon Parks Master Plan (2000)<sup>1</sup>

Adopted by the City Council in October 2000, the *Sisters Oregon Parks Master Plan (2000 Parks Plan)* "documents an evolving process for assessing existing park and recreation facilities while keeping an eye on the future growth, population, and recreational needs of the Sisters community." Preparation of the plan involved identification and analysis of the park system and the establishment of a basis for a systematic development program, which addresses community needs relative to funding alternatives. The plan includes a list of projects for implementation over a 20-year timeframe and was completed with the involvement of a Technical Advisory Committee appointed by the City Manager. This plan updates and replaces the 2000 Parks Plan in its entirety.

### Sisters Urban Area Comprehensive Plan (2005)<sup>2</sup>

Adopted July 2005 and updated February 2010, the *Sisters Urban Area Comprehensive Plan* includes a chapter addressing recreation needs (Chapter 8). The chapter references the 2000 Parks Master Plan and includes the following goals and policies:

#### Goals (8.1)

*"To satisfy the recreational needs of the citizens of the City and visitors, and, where appropriate, to provide for the siting of necessary recreational facilities."*

*"Maintain adequate park facilities providing a variety of recreational and cultural opportunities for residents and visitors of Sisters."*

#### Policies (8.4)

1. *The City of Sisters Parks Master Plan shall be the document guiding funding and development of City parks. The City shall utilize the findings presented in the Parks Master Plan to identify improvements to existing parks and guide development of future parks. City ordinances shall guide the operation of City Parks.*
2. *The City shall actively support and coordinate with the Sisters Community Trails Committee to establish a network of multi-use trails within and beyond the City limits.*
3. *The City shall maintain a program of System Development Charges (SDC) to develop park facilities.*
4. *The City should explore programs to obtain land in the flood plain for the public's recreational use.*

---

<sup>1</sup> Sisters Oregon Parks Master Plan. David Evans and Associates, Inc. October 2000.

<sup>2</sup> Sisters Urban Area Comprehensive Plan. City of Sisters. Adopted July 2005, Updated February 2010.

### Sisters Transportation System Plan (2010)<sup>3</sup>

The *Sisters Transportation System Plan* (TSP) “identifies specific transportation projects and programs needed to support the City’s goals and policies and to serve planned growth through the TSP horizon year (2030).” Chapter 5 identifies system improvements for the pedestrian network and Chapter 5 identifies system improvements for the bicycle network. Improvements identified include filling pedestrian and bicycle facility gaps, upgrading intersections, expanding the shared-use path network, and other infrastructure projects. The plan includes a list of pedestrian and bicycle projects, planning-level cost estimates, and project prioritization criteria. The Parks Plan relies upon the TSP as the determinant for existing and proposed bicycle and pedestrian facilities designed to connect key destinations throughout Sisters. Combined with trails, these facilities provide connectivity within the core system of parks, open space, and natural areas.

### Sisters Trails Plan (2011)<sup>4</sup>

The *Sisters Community Trails Plan* is a guiding document for the Sisters Trails Alliance (STA) and a blueprint for future non-motorized trails. The plan identifies and prioritizes fourteen trails projects based upon community input, program goals, and feasibility. The plan includes a detailed description, land ownership summary, and recommendations for use and surfacing for each project. Most of the trail projects are delineated from the City Limits. Where abutting or within the City Limits, the trails projects are designed to connect to existing or proposed shared-use paths identified in the TSP. This Parks Plan uses the Trails Plan as a key determinant for future land acquisition and parkland development recommendations.

### Deschutes County Greenprint (2010)<sup>5</sup>

The Deschutes County Greenprint identifies key land and water conservation projects. A Greenprint is a non-regulatory vision to help communities make informed decisions about land conservation, scenic values, and recreation priorities. Components include detailed analysis, mapping, and an inclusive vision. The vision is designed to support local efforts to secure funding from federal, state, and private sources and to make potential projects more competitive for outside dollars. This Parks Plan seeks to align acquisition and development recommendations with identified conservation projects as appropriate.

## 1.5 Plan Organization

This Plan is organized into seven chapters and four appendices, described below:

- **Chapter 1: Introduction** – Provides an overview of the project purpose, planning process, and methods of data collection, as well as this Plan’s relationship to other plans.
- **Chapter 2: Community Profile** – Provides information on Sisters’ planning context, growth and demographic trends.
- **Chapter 3: Parks System** - Provides information on Sisters’ park service areas, level of service, and park classifications. Includes classification and service area maps.
- **Chapter 4: Park and Recreation Needs** – Provides a summary of national and statewide park and recreation trends, and key trends in Sisters based on community involvements findings. A detailed record of Sisters residents’ input can be found in the *Sisters Parks Public Involvement Report* (bound separately).

<sup>3</sup> Sisters Transportation System Plan. DKS Associates. January 2010

<sup>4</sup> Sisters Community Trail Plan. Sisters Trails Alliance. January 2011

<sup>5</sup> A Greenprint for Deschutes County. The Trust for Public Land. June 2010.

- **Chapter 5: Planning Framework** – Presents the vision, goals, and objectives designed to meet community needs, as identified in Chapter 4.
- **Chapter 6: Recommendations** – Includes recommendations for park specific projects (included in the Capital Improvement Plan), land acquisition, trail and pathway development, and maintenance and operations.
- **Chapter 7: Implementation** – Includes implementation strategies, the budget information, identified funding needs, and funding recommendations.
- **Appendix A: Parks Inventory** – Includes an inventory of each park currently in Sisters' parks system.
- **Appendix B: Park Concept Plans** – Contains concept plans and planning-level cost estimates for two potential park development sites.
- **Appendix D: Design Standards** - Provides guidelines for the improvement and development of all parks.
- **Appendix E: Funding Sources** – Provides detailed information on funding and land acquisition strategies, including relevant contacts.

This Plan is accompanied by two additional documents, bound separately, and described below:

- **Sisters Parks Capital Improvements Plan (CIP)** - identifies specific improvements for each of Sisters' eight parks with estimated project costs and target completion dates
- **Sisters Parks Public Involvement Report** – contains a detailed record of public involvement conducted during the course of the planning process, including findings from an online community survey.



2

COMMUNITY  
PROFILE

## 2.1 Overview

An initial step in the parks planning process is to evaluate how the community is being served by its parks system. This chapter establishes an overview of Sisters' regional context and planning area and summarizes the local demographic composition of the community. Regional context is an important factor in considering the environmental and political opportunities and constraints involved with parks planning. In addition, analyzing trends in demographic composition informs parks-related policy decisions and ensures that parks are designed to address the diverse needs of varied populations.

## 2.2 Regional Context & Planning Area

The City of Sisters is located in western Deschutes County on the east flank of the Cascade Mountains. With an elevation 3,100 feet, Sisters is considered part of the high desert of Central Oregon. Once a major lumber producing town, Sisters is now known as the Gateway to the Cascades.<sup>6</sup> Within Sisters, Santiam Highway (U.S. Route 20) and McKenzie Highway (Oregon Route 126) merge to form Cascade Avenue, the main thoroughfare through downtown Sisters. Cascade Avenue is lined with specialty stores and galleries and caters to tourists and pedestrian traffic. East of Sisters the two highways split, with Highway 126 connecting to Redmond and Highway 20 connecting to Bend. West of Sisters, the highway splits once more, with the McKenzie Highway becoming Oregon Route 242 and traveling west over the McKenzie Pass (a summertime only scenic route over the Cascades) connecting to Eugene. The Santiam Highway proceeds over the Santiam Pass connecting to Salem.<sup>7</sup> Sisters is located 20 miles west of Bend, 109 miles east of Salem, and 100 miles northeast of Eugene.

The City of Sisters is 1.87 square miles in size and has a population density of about 885 people per square mile. The planning area is identified as "Sisters Country" and extends beyond the City limits to follow the school district boundary. The Sisters planning area includes approximately 10,000 residents, located within the Sisters City limits and neighboring Deschutes County.

## 2.3 Demographic Analysis

Trends in population growth, age, ethnicity, the economy, and housing are all key determinants in understanding a community's composition. Sisters' demographic trends are influenced primarily by its proximity to Bend, La Pine, and Redmond, which comprise the four incorporated cities in Deschutes County.

### POPULATION GROWTH

With a population of 2,038 in 2010, Sisters is one of Oregon's smaller incorporated communities. Bend, Redmond, Sisters, and La Pine, along with Deschutes County as a whole, have grown significantly since the early 1990's and are expected to experience steady growth during the 20-year planning horizon for this plan. According to the Oregon Employment Department (OED), Deschutes County is one of the fastest growing counties in the state and is projected to remain in the top percentile through 2040. Between 1990 and 2005, Deschutes County had an annual growth rate of 4.4%. The population percent

---

<sup>6</sup> Welcome to Sisters, Oregon website. <http://www.el.com/to/sisters>

<sup>7</sup> Oregon Department of Transportation, Transportation Map of Deschutes County

change from 2000 to 2008 was 37.5%, the highest in the state followed by Crook County at 39.9% and Jefferson County at 18.1%.<sup>8</sup>

Significant population growth occurred in Sisters following the construction of municipal sewer infrastructure in 2001. Between 2001 and 2003, the average annual rate of population growth in the City was 13.6%, nearly four times the average rate during the 1990's. In addition, the City's development codes were dramatically revised in 2001, facilitating infill development, redevelopment, and smaller lot sizes. Thus, the conditions present in 2004 and beyond are significantly different than those in the 1990's.<sup>9</sup>

**Table 2-1. Regional Historic Populations, 1990–2010**

County & City	1990	2000	2010	Population change 2000-2010
Deschutes	74,958	115,367	157,733	36.7%
Sisters	708	959	2,038	112.5%
Bend	20,447	52,029	76,639	47.3%
Redmond	7,165	13,481	26,215	94.5%
La Pine	n/a	909	1,653	81.8%
Unincorporated	46,638	48,898	59,075	n/a

Source: Portland State University (PSU) 2009 Annual Population Report & Census 2010 Data for Oregon.

**Table 2-2. Sisters Future Population Forecasts and Projected Annual Growth Rate, 2010-2030**

Year	2010	2015	2020	2025	2030
<b>Population</b>	2,038	2,381	2,798	3,312	3,894
<b>% Change</b>	-	3.16%	3.28%	3.43%	3.29%

Source: City of Sisters Comprehensive Plan, 2005.

**Table 2-3. Forecasted Population Trends for Cities in Deschutes County, 2000-2025**

Year	Bend UGB	Redmond UGB	Sisters UGB	Unincorp. County
<b>2000</b>	52,800	15,505	975	47,320
<b>2005</b>	69,004	19,249	1,768	53,032
<b>2010</b>	81,242	23,897	2,306	59,127
<b>2015</b>	91,158	29,667	2,694	65,924
<b>2020</b>	100,646	36,831	3,166	73,502
<b>2025</b>	109,389	45,724	3,747	81,951

Source: Deschutes County Coordinated Population Forecast, 2004.

<sup>8</sup> Worksource Oregon Employment Department (OED), Regional Profile Population in Region 10, 2006.

<sup>9</sup> City of Sisters Comprehensive Plan, 2005.

## REGIONAL TRENDS

Deschutes County is located in Region 10, as defined by OED, and is comprised of three counties: Crook, Deschutes, and Jefferson. The region's employment is historically dominated by wood product manufacturing and natural resource extraction. The composition has changed in recent decades resulting from employment growth in educational and health services; professional and business services; leisure and hospitality; and other types of manufacturing.

The employment diversification in the region has been partially spurred by population growth. All three counties have the fastest population growth rates in the state. In addition, the region has become a tourist destination and is home to many national bicycle (road and mountain) and ski races, which attract competitors and spectators alike.<sup>10</sup>

Deschutes County has historically been independent of the state's overall population growth trends. The county experienced little growth for almost twenty years, between 1980 and 2000, followed in the last decade (2000-2010) by a period of rapid growth. As illustrated in Table 1, Sisters (112.5%) and Redmond (94.5%) experienced the greatest population growth in Deschutes County during the period between 1990-2010.

## AGE

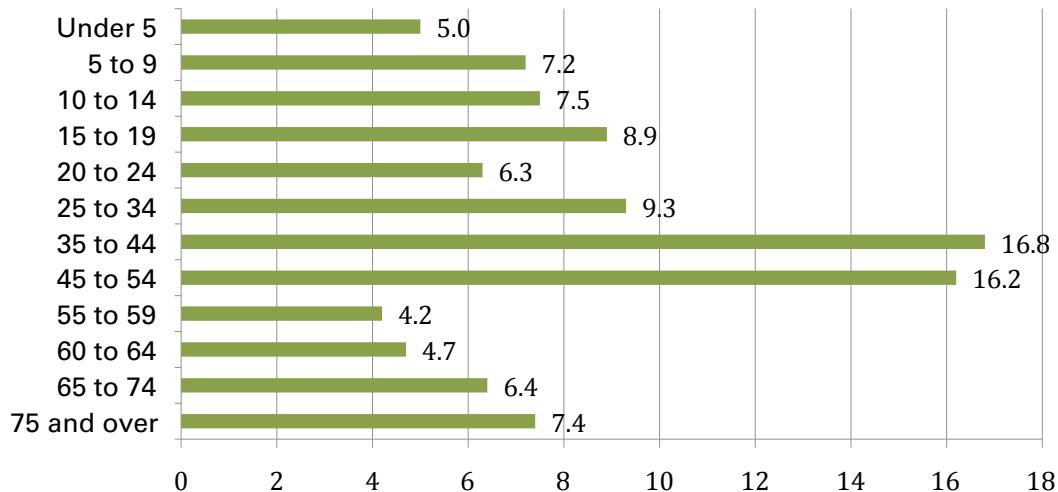
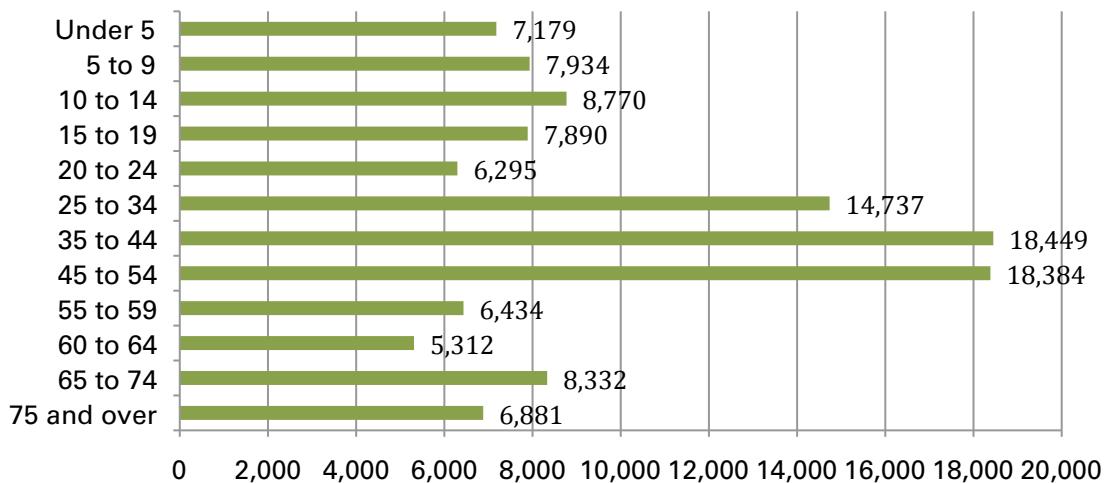
It is critical that parks systems be structured to meet the recreation needs of residents of all ages in order to equitably provide for the community as a whole. Analyzing the population by age groups can be applied to adjust planning efforts for future age-related trends in recreation.

In 2000, the largest percentages of Sisters residents were between the ages of 35 and 44 (16.8%) and between the ages 45-54 (16.2%). The next highest percentage of residents was between the ages of 25-34 (9.3%).<sup>11</sup> This means that adult and elderly populations make up the majority of residents in the City. While park facilities, amenities, and recreation opportunities should accommodate users of all ages, there may be heavier usage and increased demand for facilities and opportunities that interest the adult and elderly population.

---

<sup>10</sup> Oregon Employment Department (OED), 2006.

<sup>11</sup> U.S. Census Bureau, 2000.

**Figures 2-1 & 2-2. Age Distribution of Deschutes County and Sisters****Sisters Population by Age, 2009****Deschutes County Population by Age, 2009**

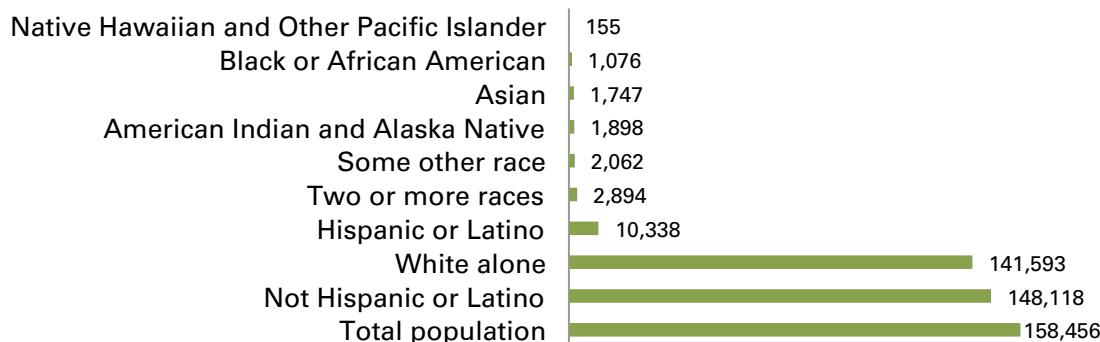
Source: U.S. Census Bureau, 2005-2009 American Community Survey.

## ETHNICITY

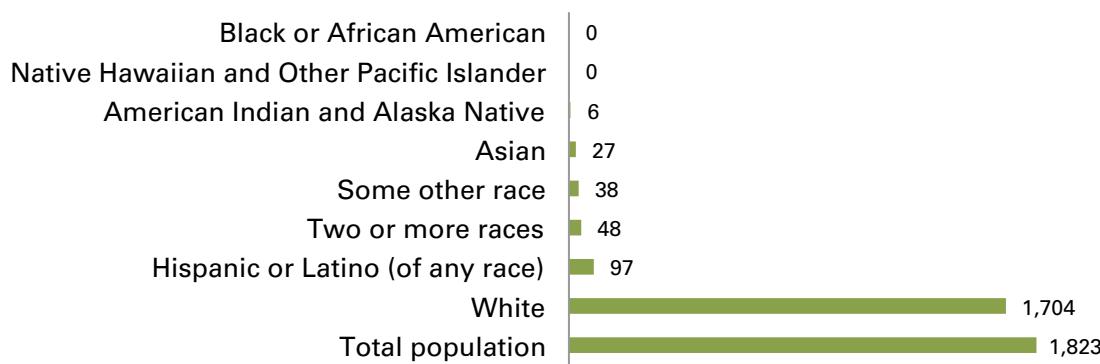
According to the 2008 American Community Survey, Sisters ethnic population composition is 93% white, 5% Hispanic or Latino, 2% other races, and 1% Asian. Deschutes County is slightly more diverse as a whole with 89% white, 6.5% Hispanic or Latino, 1% other races, and 1% Asian population. The State of Oregon has a smaller white population than is represented in Sisters and has double the percentage of Hispanic or Latino population. The State is more diverse as a whole than Deschutes County or Sisters. However, it is likely that Sisters, and the rest of the country, will increasingly diversify over the next 20 years following national, statewide, and regional population trends. Sisters will need to adapt its park and recreation facilities to meet the needs of residents from diverse backgrounds. This diversification has implications for staffing, maintenance, and marketing of park and recreation facilities. The City will need to track the unique ways in which different groups use services in order to meet their needs.

**Figures 2-3 & 2-4. Race and Ethnic Composition Estimates for Deschutes County and Sisters**

### Deschutes County Race and Ethnic Composition



### Sisters Race and Ethnic Composition



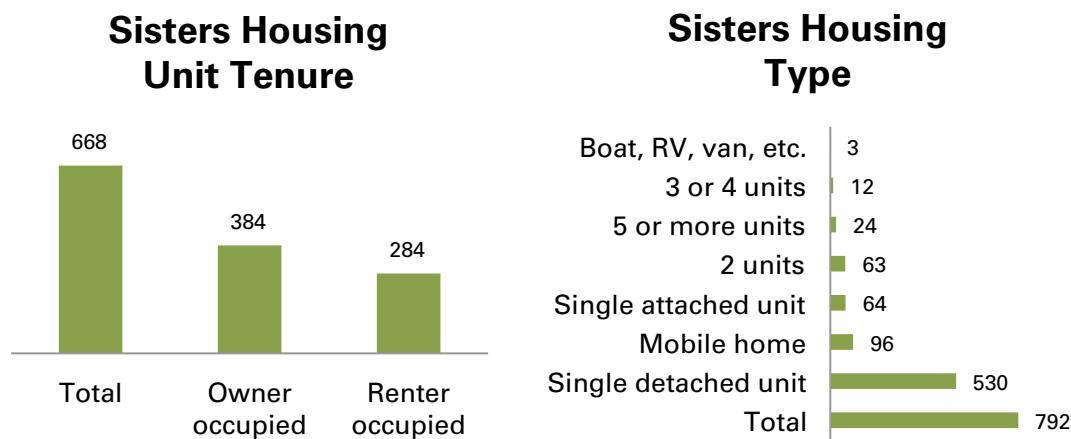
Source: U.S. Census Bureau, 2005-2009 American Community Survey.

## HOUSING

Most of the housing units in Sisters are owner occupied. However, the City contains approximately 100 fewer renter occupied units than owner occupied units, indicating a comparatively substantial number of renters in the community. While this data does not indicate the seasonality of renter tenure, or duration of tenure at their current location, renters may have different recreation use patterns than unit-occupying owners do. Policy makers should consider public input on seasonal fluctuations in park use in order to best determine individual neighborhood facility needs.

A high percentage of single-family dwellings (75% of all units) signifies a potential demand for family-oriented park facilities and recreational opportunities. The high number of mobile home dwellings in Sisters may indicate a need to serve residents who do not have access to private outdoor spaces.

**Figure 2-5 & 2-6. Housing Unit Tenure for Sisters; Sisters Housing Type**



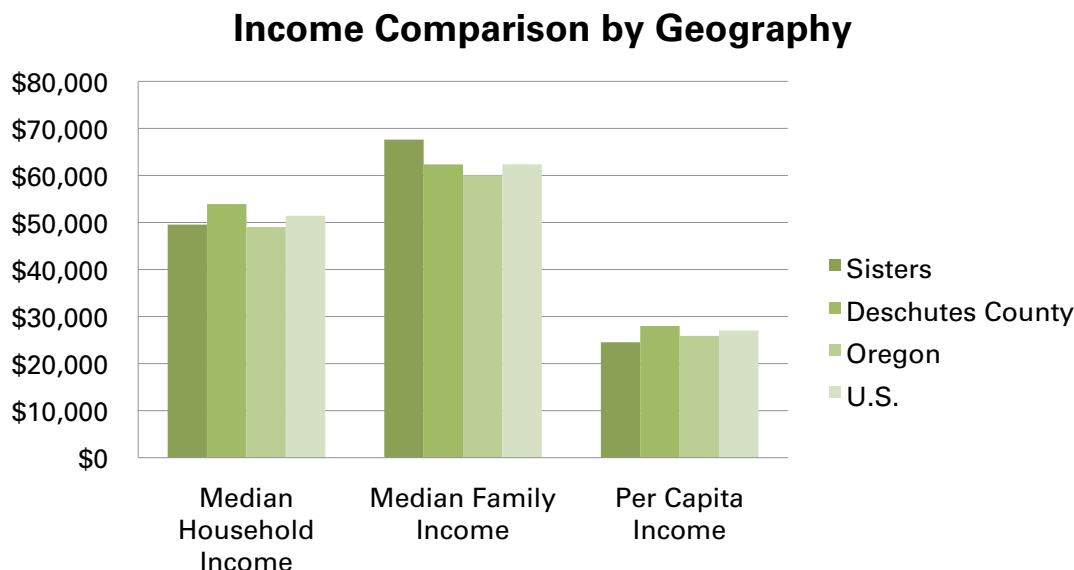
Source: U.S. Census Bureau, 2005-2009 American Community Survey.

## ECONOMY AND INCOME

A community's support of, desire for, and willingness to fund park and recreation services are directly related to the strength of its economic base. Understanding Sisters' economic characteristics is a critical step in determining priorities for park and recreation services. Although Sisters has a lower per capita income than Deschutes County, the State of Oregon, and the U.S., its median family income is higher than the county, state, and national averages. Sisters' median household income is lower than Deschutes County, however the county has a higher median household income than the national average and Sisters is similar to the state statistics.

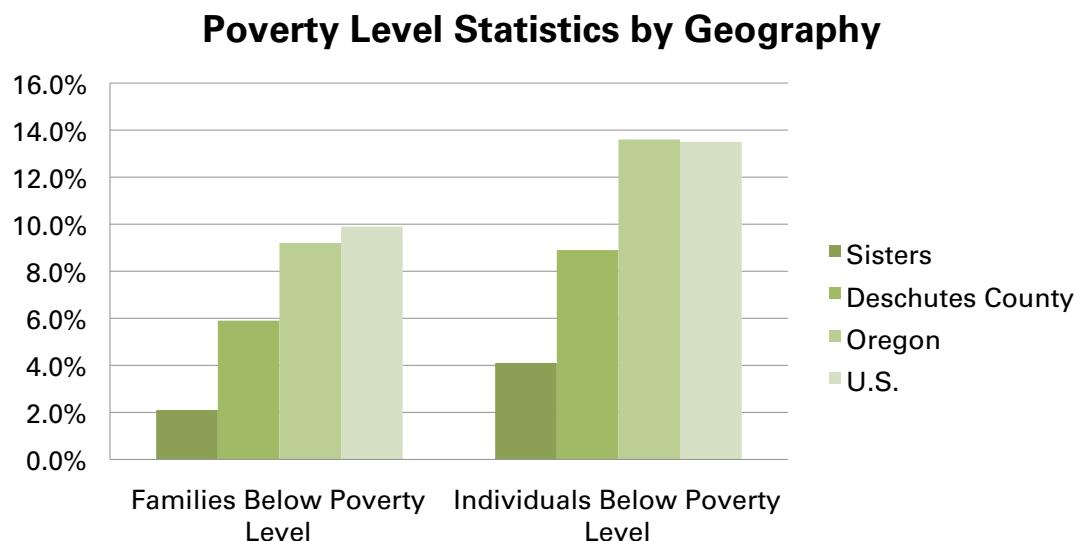
Sisters' poverty level statistics indicate that there are fewer families and individuals living below the poverty line than in Deschutes County, Oregon, and the rest of the nation. These statistics suggest that Sisters has the potential to access community philanthropy for the purpose of specific recreation and parks system needs. At the same time, the City should offer its recreation and park resources equitably throughout the community regardless of neighborhood income levels.

**Figure 2-7. Income Comparison by Geography; Sisters, Deschutes County, Oregon, U.S.**



Source: U.S. Census Bureau, 2005-2009 American Community Survey.

**Figure 2-8. Poverty Level Statistics by Geography; Sisters, Deschutes County, Oregon, U.S.**



Source: U.S. Census Bureau, 2005-2009 American Community Survey.

## 2.4 Conclusions

The demographic context provided in this chapter includes several key findings that have bearing on parks planning decisions for the Sisters community. Following is a summary of key contextual demographic findings:

- Sisters' population is expected to increase by 1.6% per year over the next 20 years, reaching 3,894 by 2030. Population growth will increase the demand for new park facilities to maintain equitable access and services.
- The population in Sisters has a historic trend of slow growth over long periods of time. The City should plan with care and patience, strategically moving forward towards directed parks goals as resources are secured or made available.
- The largest age cohort in Sisters is between the ages of 35 to 54 (33%) with the next largest population between 15 and 34 (25%). This represents a large population of teenagers and adults that require active recreational options. There is also a significant age cohort between the ages of 55 to 74 (15%); an age range that may have unique recreation trends, needs, and interests. Age distribution plays a role in influencing future park activities and development for Sisters' residents, as cohorts tend to have varying habits, interests, and abilities. In order to provide a balanced and equitable parks system it will be important to represent all age groups in meeting recreational needs.
- Hispanic and Latino residents were projected to make up the second largest ethnic group (5%) in Sisters, second to White/Non-Hispanics (93%). A fair and equitable parks system will consider the needs of the Hispanic/Latino population, as different ethnic groups often use parks differently.
- Sisters has a high percentage of single-family dwellings (almost 63%), indicating a demand for park facilities and open space to serve the large population of families in the area. There is also a need to serve residents who do not have access to private outdoor spaces especially due to a large number of mobile home dwellings in the area.
- Economic statistics indicate that Sisters may have the potential to access community philanthropy to fulfill specific recreation and parks system needs. At the same time, the City should offer its recreation and park resources equitably throughout the community regardless of neighborhood income levels. The City should continue to pursue directed programming to the low-income community to improve their ability to access the benefits of living in Sisters as they relate to recreational opportunity and park access.

*This is page intentionally left blank.*



3

## PARKS SYSTEM

## 3.1 Overview

Effective parks system planning requires identifying and assessing existing park facilities and amenities through an inventory and classification process. The inventory process exposes system-wide strengths, needs, opportunities and constraints, and reveals underserved areas and services. Knowledge of the activities that occur in each park and the condition of facilities and amenities helps guide recommendations and capital improvement programming efforts. The inventory process includes consideration and assignment of park classifications. Careful review of current and future park system needs by park classification type ensures a balanced parks system capable of efficient service to the community.

National Recreation and Parks Association (NRPA) classifications are used as a basis for forming a classification system specific to the needs, resources, and existing facilities in Sisters. Park classification determination considers individual park benefits, functions, size, service area, and amenities. The park classifications selected for Sisters consist of the following categories:

- Mini Parks
- Neighborhood Parks
- Community Parks
- Special Use Parks
- Undeveloped Parkland
- Trails
- Open Space
- Recreation District Facilities
- School District Facilities
- Private Facilities

The parks inventory includes all parkland owned by the City as well as information about local trails, the public school district, the park and recreation district, and privately owned recreation facilities that are available to residents. The inventory was completed using information provided by City staff as well as visits to park facilities.

## 3.2 Parks System

Different types of parks serve different functions and needs in the community. The existing parks system provides a range of park types and recreation opportunities. The City of Sisters currently owns and maintains eight developed park facilities, which comprise 13.70 acres of developed parkland, and three undeveloped parcels, which comprise 6.88 acres of undeveloped parkland (Table 3-1). In addition, the Sisters planning area contains 33.76 linear miles of trails (Table 3-2) and 28.65 acres of open space (Table 3-3).

### INVENTORY AND CLASSIFICATION

For the purpose of this Plan, park facilities are assessed based on amenities, size, service area, and function. The Sisters park system is comprised of two mini parks, one neighborhood park, two community parks, three special use parks, five trails, and several open space areas. Following is a summary of the park classifications, their acreages, and brief descriptions of each facility. A detailed inventory of existing park facilities, including existing facilities and amenities and opportunities and constraints, is included as Appendix A. Map 3-1 illustrates the Sisters Park System, open space, and trails network.

**Table 3-1. Sisters Parks Inventory**

EXISTING PARKS	ACRES
<b>Mini Parks</b>	
Buck Run Park	0.02
Harold & Dorothy Barclay Park	0.44
<b>Neighborhood Parks</b>	
Cliff Clemens Park	2.28
<b>Community Parks</b>	
Village Green	1.32
Creekside Park	2.65
<b>Special Use Parks</b>	
Three Sisters Overnight Park	6.72
Veterans Memorial Park	0.25
Wild Stallion Park	0.02
<b>TOTAL DEVELOPED PARKLAND</b>	<b>13.70</b>
<b>Undeveloped Parkland</b>	
Three Sisters Park Expansion	4.68
Undeveloped City ROW	1.89
Fir Street Site	0.31
<b>TOTAL UNDEVELOPED PARKLAND</b>	<b>6.88</b>

Source: City of Sisters, Cameron McCarthy.

**Table 3-2. Sisters Trails Inventory**

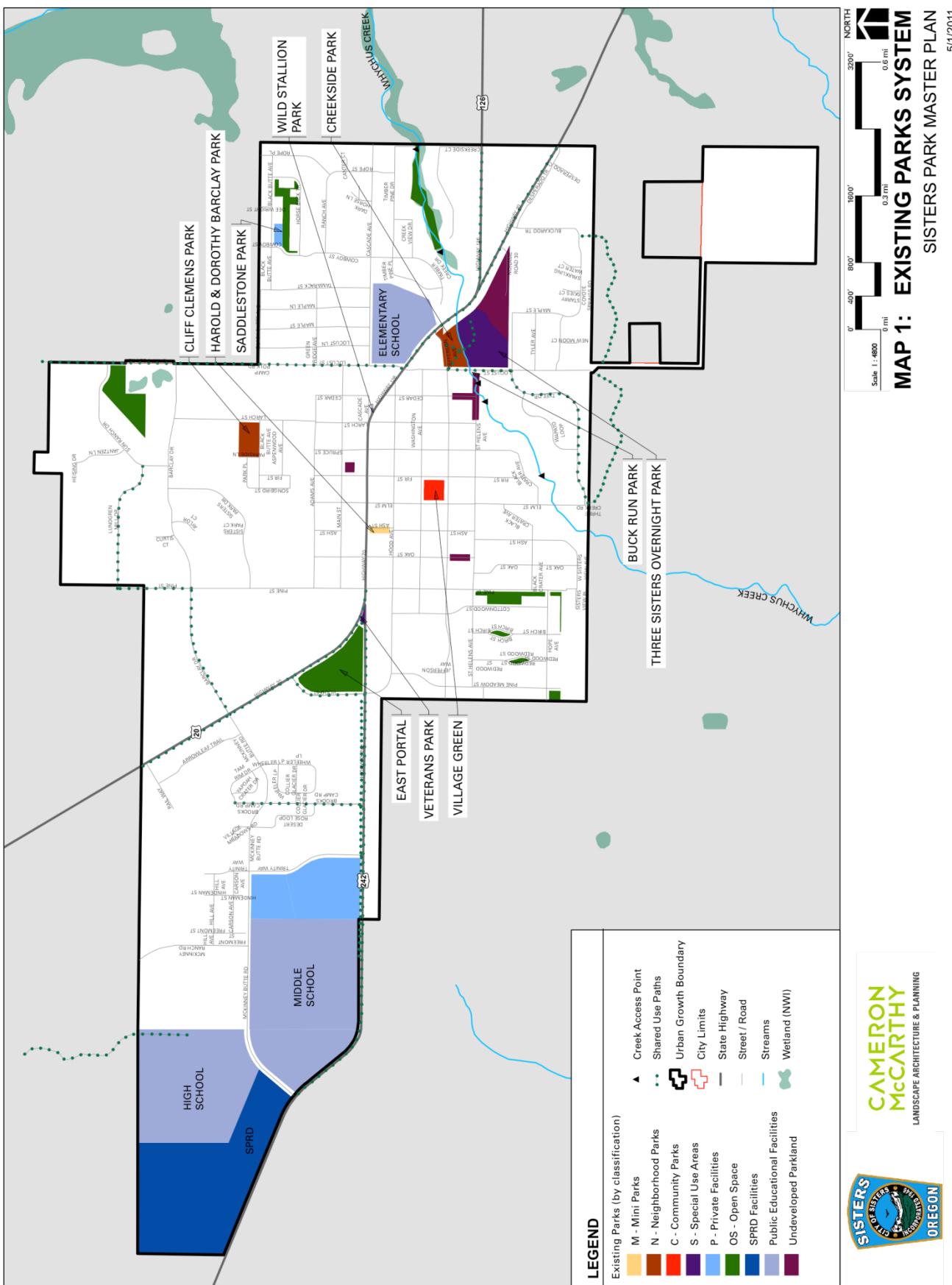
EXISTING TRAILS	MILES
<b>Trails</b>	
Whychus Creek Trail	1.00
Tollgate / High School Trail	0.76
Peterson Ridge/Sisters Mountain Bike Trail	25.00
Five Pine / Peterson Ridge Trail Connector	0.50
Sisters Tie Trail	6.50
<b>TOTAL TRAILS</b>	<b>33.76</b>

Source: City of Sisters Trails Plan 2011.

**Table 3-3. Sisters Open Space Inventory**

EXISTING OPEN SPACE	ACRES
<b>Open Space</b>	
Whychus Creek Open Space	11.21
East Portal Open Space	7.73
Other Parcels	9.71
<b>TOTAL OPEN SPACE</b>	<b>28.65</b>

Source: City of Sisters, Cameron McCarthy.

**Map 3-1. Sisters Park System**

**CAMERON  
McCarthy**  
LANDSCAPE ARCHITECTURE & PLANNING

## MINI PARKS

There are two mini parks in Sisters. Mini parks are typically located on small parcels and provide passive or limited active recreation opportunities. Mini parks provide basic neighborhood recreation amenities, such as playgrounds, sport courts, benches, and lawn areas. These parks are generally smaller than 1-acre and serve residents within a ¼-mile radius.

### Buck Run Park

The triangularly shaped, 0.02-acre Buck Run Park provides access to Whychus Creek. The park is located across from Three Sisters Overnight Park and adjacent to the Buck Run subdivision. The name refers to historical deer travel along the creek.

### Harold & Dorothy Barclay Park

Among original pioneer entrepreneurs to settle in Sisters, Mr. and Mrs. Barclay formed a successful local logging company. Today, in the heart of the City's commercial zone, the 0.44-acre park bears their names in honor of their historic contributions. The highly developed park is located south of Highway 20 between Oak and Fir Streets. The park features a small landscaped pond, public restrooms, and seating. Barclay Park received an Award of Excellence for small cities in 2003 from the League of Oregon Cities. Positively noted was the fact that about 80% of the project was privately funded with contributions that included the Sisters Kiwanis, Rotary, and Chamber of Commerce.

## NEIGHBORHOOD PARKS

Sisters contains one neighborhood park. Neighborhood parks are located within walking and bicycling distance of most users. Neighborhood parks provide access to basic recreation activities for nearby residents of all ages, function as critical open space, and are often defining elements of a neighborhood. These parks are generally 1 to 5 acres in size and serve residents within ¼ to ½ mile radius. Neighborhood parks typically include facilities such as playgrounds, basketball courts, tennis courts, lawn areas, picnic tables, and benches.

### Cliff Clemens Park

In 2004, Cliff Clemens Park was dedicated to Mr. Clifton Clemens in recognition of a lifetime of outstanding and devoted service to the community of Sisters. As the first president of the Kiwanis Club of Sisters, he has been referred to as "Sisters most venerable citizen" for his commitment to the community. Located at the corner of Black Butte Avenue and Larch Street, the 2.28 acre neighborhood park contains an open green lawn, improved parking, sidewalks, picnic tables, fencing, and connections to the adjacent trail system. The park is planned to include a playground, paved picnic area, gazebo, and sand volleyball.

## COMMUNITY PARKS

Sisters contains two community parks. Community parks provide a variety of structured, active, passive, and informal recreation opportunities for all age groups. Community parks are generally larger in size and serve a wide base of residents. They typically include facilities that attract people from the entire community, such as sports fields, pavilions and picnic shelters, and water features, and require support facilities, such as parking and restrooms. These parks may also include natural areas, unique landscapes, and trails. Community parks may range in size from 1 to 50 acres.

### Village Green

Village Green is a highly visible and well-used 1.25 acre Community Park located two blocks south of downtown between Elm and Fir Streets. The park encompasses a full City block and contains several developed amenities including, a playground, restroom, picnic pavilion, and large open green. For a nominal fee, the City allows groups to reserve the park for events including craft shows, fairs, and weddings. During the summer months, the park is consistently booked with community events.

### Creekside Park

Located between Highway 20, Jefferson Avenue, and Locust Street, Creekside Park is a mostly undeveloped neighborhood park located adjacent to glacier fed Whychus Creek. The 2.65 acre park is used most frequently for picnicking, as it has several picnic tables spread throughout an expanse of large coniferous trees and open lawn. The park contains restrooms that are accessible via a pedestrian footbridge that spans Whychus Creek and provides limited creek access.

## SPECIAL USE PARKS

There are three special use parks in Sisters. Special use parks are recreation sites or parkland occupied by a specialized facility designed to serve a specific function. Facilities typically included in this classification are sports field complexes, community centers, community gardens, skate parks, aquatic centers, and amphitheaters.

### Three Sisters Overnight Park

Three Sisters Overnight Park is a 6.72 acre developed campground for tent and RV visitors. Located between Highway 20, Jefferson Avenue, and Locust Street, the park abuts Whychus Creek, the highway, and a residential area to the south. Creekside Park is adjacent to the overnight park, across Whychus Creek, and accessible by a footbridge. The park provides connections to paved paths running parallel to Whychus Creek.

### Veterans Memorial Park

Veterans Memorial Park was dedicated in 2006 to those who have served in the United States Armed Forces and their families. The 0.25 acre park is entirely maintained by volunteers, many of who are involved with Sisters Rotary or the Sisters Community Church. The park contains a flagpole donated by local contractor Lynn Johnston. The flag has been donated (and replaced about every two years) by Earl Schroeder of the Sisters Veterans of Foreign Wars (VFW). The park also features a memorial rock plaque that was donated by the VFW.

### Wild Stallion Park

Wild Stallion Park, a 0.02 acre park located on the corner of Larch and Cascade Streets, is named for its prominent 13 foot bronze horse statue designed by renowned Sisters artist Lorenzo Ghiglieri. The statue, entitled "The Wild Stallion," was donated to the City in 2009. In addition to the statue, the park contains lawn and a rock-lined drainage swale.

## UNDEVELOPED PARKLAND

The City of Sisters owns three undeveloped parcels that have the potential to be developed parks. Undeveloped parkland refers to land that is City-owned and carrying potential to provide park and recreation facilities or functions. This can occur through the addition of facilities or amenities or developing the land for higher intensity uses.

### Fir Street Site

The 0.31 acre Fir Street Site consists of two vacant lots between the Chamber of Commerce and adjacent to Fir Street. The property is ½-block from Cascade Avenue and has the potential to be developed as a mini park.

### Three Sisters Park Extension

This approximately 4.68 acre undeveloped end of the Three Sisters Overnight Park has access to the Whychus Creek Trail. The undeveloped park contains large Ponderosa Pines disbursed throughout an open lawn area. The land abuts a neighboring residential area to the south and Highway 20 to the north.

### Undeveloped ROW

Sisters owns 1.46 acres of undeveloped ROW along St. Helens Avenue and Cedar Street, abutting Whychus Creek. The ROW is not planned for any transportation improvements and has the potential to be developed as a linear park and creek access point. Sisters owns 0.43-acre of undeveloped ROW between Ash Street and Pine Street, located between St. Helens Avenue and Jefferson Avenue. The ROW is not planned for any transportation improvements and has the potential to be developed as a small linear park.

## TRAILS

The Sisters planning area includes five trails, totaling approximately 33.76 miles in length. Trails refer to trail-oriented recreational activity as well as to connectors that serve as public access routes.

### Whychus Creek Trail

The Whychus Creek Trail is approximately one mile long and follows a section of Whychus Creek along the east banks wandering through sections of creek beds and pine forest. Constructed in 2007, it is a single-track dirt trail that is flat with uneven surface in some sections. According to the Sisters Trail Alliance, "Access on the north end is provided near the foot bridge on Mainline Road approximately ¼-mile west of Three Creeks Road (park along on the edge of the Mainline Road), and on the south end near the 2 mile marker on Three Creek Road (no immediate parking at this location)."

### Tollgate / High School Trail

The Tollgate-High School Trail is 0.76 miles of compacted gravel and bentonite connecting the Tollgate Community to the Middle and High Schools. Constructed in 2006, between Tollgate and Sisters High School, the trail meanders through the Trout Creek Conservation area (managed by the Deschutes Basin Land Trust and the Sisters School District). Constructed in 2006, the trail is approximately 8 feet wide and moderately flat. The trail is accessible from the south end of Tollgate and the Sisters High School east parking lot.

### Peterson Ridge / Sisters Mountain Bike Trail

The Peterson Ridge Trail/ Sisters Mountain Bike Trail, approximately 25 miles in length, was originally constructed in 1989 and dramatically expanded in 2008. The trails alternate between single-track trails and an old forest service road. The trail can be accessed off of Three Creeks Road, however the main trailhead is located ½ mile south of downtown on the south side of the Whychus Creek Bridge. According to the Sisters Trails Alliance, parking is limited at the main trailhead, however users often park at Village Green where restrooms are available. Additional access points are just past mile marker five on Three Creek Road and where the trail crosses Mainline and Peterson Ridge Roads.

### **Five Pine / Peterson Ridge Trail Connector**

The ½-mile Five Pine/Peterson Ridge Trail Connector is a combination of single-track and old Forest Service road. The trailhead is a trail kiosk south of 1001 Desperado Trail Road within the Five Pines development.

### **Sisters Tie Trail**

The Sisters Tie Trail connects to the Indian Ford Campground, which then provides connections to the Metolius/Windigo Trail across Highway 20, the Black Butte Loop Trails, and the Suttle Lake Tie Trail. The 6.5 mile trail is generally flat single-track but also has some areas of old Forest Service road. Trailheads are located ½ mile north of Sisters on Pine Street, near Campsite 12 within the Indian Ford Campground, and near the connector trail to Three Creek Road on the north end of Pine Street.

## **OPEN SPACE**

Open space includes areas designated for protection or preservation through conservation easements, acquisition, or dedication. Open space lands are left primarily in their natural state and managed to provide limited passive recreation opportunities, as appropriate.

### **Whychus Creek**

The City owns 11.21 acres of open space along Whychus Creek south of Highway 126. The open space is accessed by a pedestrian connection from Timber Creek Drive. The open space spans both sides of Whychus Creek, with only the north side currently accessible to the public.

### **East Portal**

The 7.73 acre East Portal is located at the intersection of Highways 20 and 126. Owned by the U.S. Forest Service, the wooded, natural area includes public parking, restrooms, and a shelter with public art and interpretive information about the area and the City of Sisters.

### **Other Open Space Areas**

Additional open space areas are located throughout Sisters, with the majority held in conservation easements or dedicated to the City as part of the subdivision process. The Pine Meadow subdivision contains 2.97 acres of public open, The Saddlestone contains 2.11 acres of open space located in the vicinity of Saddlestone Park, and the Sun Ranch subdivision contains 4.63 acres of open space located south of Sun Ranch Drive.

## **RECREATION DISTRICT FACILITIES<sup>12</sup>**

The mission of the Sisters Park & Recreation District (SPRD) is to provide recreational opportunities designed to benefit the health and wellness of the Sisters community. In 1995, community groups (including the Sisters School District, Sisters Kiwanis Club, Sisters Rotary Club, Sisters Rodeo Association, AARP and the Parent Teacher Association) came together as a non-profit organization called Sisters Organization for Activities & Recreation (SOAR) to provide recreation, sports and enrichment programs for Sisters area youth and families. Three years later, voters approved a special park and recreation district partially funded by their taxes. In 2009, the name became Sisters Park & Recreation District (SPRD) with the Sisters Park & Recreation District Foundation as its fundraising arm. SPRD is governed by a board of five elected officials and has boundaries similar to the Sisters School

---

<sup>12</sup> Information provided by the Sisters Parks and Recreation District (SPRD).

District, serving about 14,000 residents. SPRD maintains and operates the following facilities:

### Coffield Community Center

Located off McKinney Butte Road, east of Sisters High School, Coffield Community Center is a 10,000 square foot facility that includes a teen center, dance and fitness studio, business office and three classrooms. According to SPRD, over 150 people use the center each day to participate in programs and every year over 3,000 kids participate in programs offered at the center.

### Community Ball Fields

SPRD operates two community ball fields located next to SPRD facilities. The fields include the following amenities:

- Signage
- Picnic table
- Bleachers (2 at Field 1)
- Dugouts (2 at each)
- Secured storage
- Drinking fountain

### Community Garden

The four-year old Sisters Community Garden is managed by an oversight committee under the umbrella of SPRD. Its 48 plots are leased to groups and individuals in the community. The land that holds the community garden, located on Adams Avenue between Larch and Spruce Streets, was formerly leased from Habitat for Humanity, however it is now under private ownership. The community garden includes the following amenities:

- |  |   |
|--|---|
| <ul style="list-style-type: none"><li>▪ Signage</li><li>▪ Ground Beds (14)</li><li>▪ Above Ground Planter Boxes (2)</li><li>▪ Secured Shed</li><li>▪ Unsecured Storage Shelter</li></ul> | <ul style="list-style-type: none"><li>▪ Benches (4)</li><li>▪ Picnic Table</li><li>▪ Tables (3)</li><li>▪ Lawn Chairs (2)</li><li>▪ Wagon</li></ul> |
|--|---|

### Hyzer Pines Disc Golf Course

Located near Sisters High School and SPRD headquarters at 1750 W. McKinney Butte Rd., the Hyzer Pines Disc Golf Course was constructed by Ryan Lane. It opened in 2007 as the premier 18-hole par three course in Deschutes County. The equipment includes Innova Discatcher Baskets and Launch Pads Rubber tee pads.

### Additional Facilities

In addition to the above facilities, SPRD owns and maintains a playground at the community center and a half pipe for skateboarding. The playground includes a climbing wall, play structure, secured storage, basketball hoop (under half court size), and a picnic table.

## SISTERS SCHOOL DISTRICT #6 FACILITIES

School playgrounds and recreational facilities provide a variety of active and passive recreation opportunities designed to serve a certain age group within the community. Residents in the community have the potential to utilize school district facilities for active and passive uses during non-school hours. Elementary and middle or junior high schools may

offer playgrounds and sports facilities. High schools tend to offer solely sport facilities. Sisters School District #6 operates three facilities in Sisters.

### Sisters Elementary School

Sisters Elementary School, located at 611 East Cascade, has an enrollment of 430 students grades K-4 that use the following facilities and amenities:

- Trails map
- Basketball court (6 baskets or 2 courts, court doubles as two tennis courts)
- Soccer goals (6)
- Perimeter trail (around play field)
- Play structures (2)
- Swing sets (2)
- Picnic benches (4 on play field)
- Bike rack (1)
- Mini softball field
- Dugouts (2)
- Maintenance shed
- Climbing dome

### Sisters Middle School

Sisters Middle School, located at 15200 McKenzie Highway, has an enrollment of 445 students grades 5-8 and includes the following facilities and amenities:

- Rock wall
- Slide
- Monkey loop bars
- Swing set
- Full basketball court
- Wall ball (shared with basketball court)
- Soccer field
- Baseball fields (3)
- School greenhouse

### Sisters High School

Sisters High School, located at 1700 West McKinney Butte Road, has an enrollment of 523 students grades 9-12 and includes the following facilities and amenities:

- Bike racks (3 sets)
- Picnic benches (9)
- Pay phone
- Benches (7)
- Soccer fields with four goals
- Baseball fields (3)
- Dugouts (2)
- Football field
- Portable toilets (2)
- Secured storage (3: 2 small, 1 large garage)
- Bleachers (4)
- Reed Stadium
  - Ticket stands (2)
  - Sheltered picnic area
  - Lights (6)
  - Picnic benches (4)
  - Trash receptacles (8)
  - Portable restrooms (3)
  - Bench

## PRIVATE FACILITIES

Private facilities provide unique recreational services to select residents and/or visitors and include facilities that are not generally available to the community as a whole.

### Saddlestone Park

Saddlestone Park is a private mini park located at the corner of Cowboy Street and Black Butte Avenue. The 1-acre park includes a play structure, covered picnic shelter with picnic tables, benches, paths, lawn, and landscape plantings.

### Sisters Community Church

Sisters Community Church, located at 1300 W. McKenzie Highway, is a “non-denominational bible-believing” church that owns and operates ball fields, meeting rooms, an indoor gym, and other facilities. All the facilities and amenities are open to public use free of charge. The gymnasium is used for basketball, volleyball, parties, and events. Facility users can schedule with the church for use of the ball fields, gym, and main facility (including auditorium and meeting rooms). The ball fields are primarily used for little league.

#### **Pine Meadow Village**

Pine Meadow Village is a private subdivision with its clubhouse located at 596 East Jefferson Avenue. Other facilities include a swimming pool, hot tub, tennis courts, greenbelts, pathways, creeks, ponds, and walking/ biking paths.

#### **Additional School Facilities**

The additional schools listed below have a minimal impact on community recreation opportunities based on facility size and use by small selected populations.

##### ***Sisters Christian Academy***

The Sisters Christian Academy, located at 15211 McKinney Butte Road, is a private secular school serving about 70 students from pre-kindergarten to eighth grade. Facilities are designated for private use and include an indoor gym and blacktop playground.

##### ***Little Outlaw Learning Center***

The Little Outlaw Learning Center is a private preschool located at 15200 McKenzie Highway serving about 28 children.

## **3.3 Operations and Maintenance**

The Sisters parks system is operated and managed by the Public Works Department. The Public Works Department manages “park programs which provide for the development, construction, and maintenance of all City parks.”<sup>13</sup> Within the Public Works Department a total of 2.39 FTE (full time equivalent) is assigned to parks services. Within the parks division, a total of 0.79 FTE is assigned to administration and a total of 1.60 FTE is assigned to operations and maintenance of parks.<sup>14</sup> The Public Works Director is responsible for overseeing operations and maintenance of the parks system. The Maintenance Supervisor, Utility Technicians, and a Utility Technician Assistant provide the maintenance of City parks. Personnel allocations for operations and maintenance by position are detailed below.

Public Works Director	0.15 FTE
Maintenance Supervisor	0.15 FTE
Utility Technician I	0.25 FTE
Utility Technical I	0.10 FTE
Utility Technician I	0.10 FTE
Utility Technical I	0.10 FTE
Utility Technician III	0.10 FTE
<u>Utility Technician Assistant</u>	<u>0.65 FTE</u>
<b>Total</b>	<b>1.60 FTE</b>

Sisters provides 13.70 acres of developed parkland. With an FTE of 1.60, there is currently 0.12 FTE devoted to the operations and maintenance of each acre of developed parkland.

---

<sup>13</sup> City of Sisters Adopted Budget, Fiscal Year 2010-2011.

<sup>14</sup> City of Sisters Personnel Allocations By Department/Fund, Fiscal Year 2011-2012.

## 3.4 Park Service Area

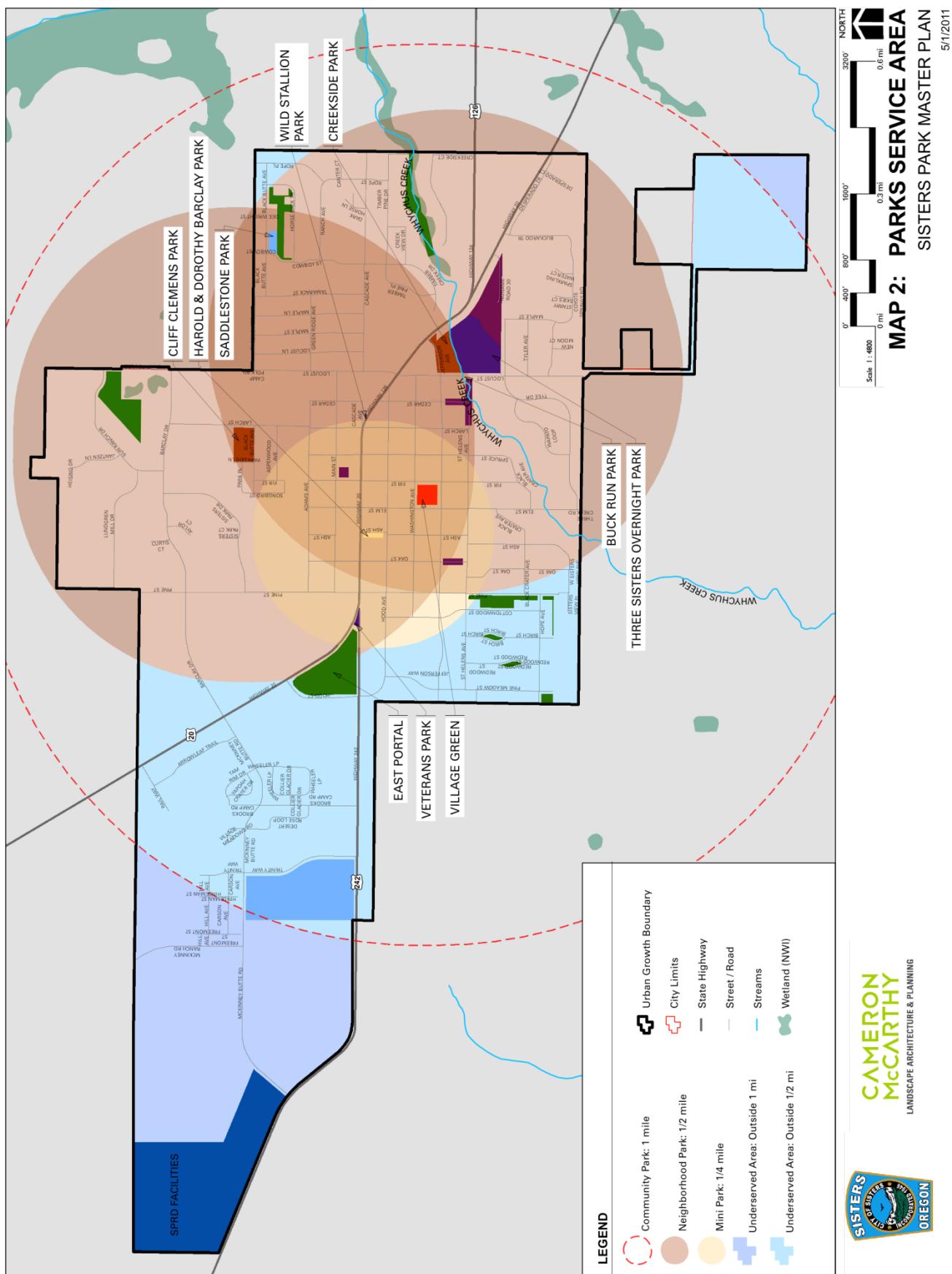
To serve the needs of a diverse population, it is important that a parks system contain parks of different types and sizes distributed throughout the community. It is also important that residents have convenient access to a developed public park within their neighborhood (defined as a  $\frac{1}{4}$ -mile or less walking distance). Map 3-2 illustrates park service areas. Service areas of 1-mile for community parks,  $\frac{1}{2}$ -mile for neighborhood parks, and  $\frac{1}{4}$ -mile for mini parks are used as a measurement to analyze how well Sisters residents are served by their parks system. Although a number of parks exist throughout Sisters, the service area analysis indicates that sections of the City are currently underserved or not served at all by developed parks.

As illustrated on Map 3-2, the central core of Sisters is well serviced by parks, with Barclay Park, Creekside Park, and Cliff Clemens Park all contributing in this area. The north-central portion of Sisters (north of Black Butte Avenue) is entirely serviced by Cliff Clemens Park and the south-central portion of Sisters (south of St. Helens Avenue) is entirely serviced by Creekside Park. Although these parks are geographically located in appropriate locations to serve these areas, both parks currently contain minimal amenities and do not provide the full range of features typically found in a neighborhood park. Outside of the central core, three general areas of Sisters are underserved by park facilities:

- Northeast – east of Cowboy Street and north of Whychus Creek;
- South – south of St. Helens Avenue and north of the southern City limits; and
- West – west of Pine Street and east of Sisters High School.

The service area analysis also indicates that the southwest portion of Sisters, south of Highway 242 and west of Pine Street, is underserved. However, this area benefits from private facilities in the Pine Meadow subdivision. The underserved areas described above consist predominately of single-family residential properties or undeveloped properties zoned for residential use. The service area analysis supports land acquisition and parkland development in the northeast, south, and west portions of Sisters, with the stated goal of establishing park facilities that serve residents and residential areas within  $\frac{1}{4}$  mile. By promoting parks that are within walking distance, and within underserved areas, the City of Sisters can better serve its residents.

**Map 3-2. Sisters Park Service Areas**



## 3.5 Park Level of Service

The *2000 Parks Plan* does not include a system-wide parkland Level of Service (LOS) standard. The National Recreation and Park Association (NPRA) advocates for a community system-wide parkland LOS standard. A LOS standard is a measurable target for parkland development that provides the foundation for meeting future community parkland needs and leveraging funding. The LOS is used to project future land acquisition needs and appropriately budget for those needs through the Capital Improvement Program (CIP) and System Development Charge (SDC) fees. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. It simply provides the basis for leveraging funds through the CIP, SDC revenues and other funding sources.

The basic function of the LOS is to ensure quality of service delivery and equity. It is a needs-driven, facility based, and land measured formula; expressed as the ratio of developed parkland per 1,000 residents. The City of Sisters contains eight developed park facilities, three (3) of which are classified as special use parks or linear parks. Special use parks and linear parks are not included in the LOS calculation due to their unique purposes and conditions. The total acreage for the remaining five developed parks included in the LOS analysis is 6.71 acres. Therefore, the current LOS provided by the parks system is 3.47 acres per 1,000 residents. This is based on the estimated 2010 population of 1,935 residents. Table 1 displays a summary of developed parkland by classification and the existing LOS provided by the classifications.

**Table 3-4. Existing LOS by Parks Classification**

Existing Parks	Acres
<b>Mini Parks</b>	
Buck Run Park	0.02
Harold & Dorothy Barclay Park	0.44
<b>Neighborhood Parks</b>	
Cliff Clemens Park	2.28
<b>Community Parks</b>	
Village Green Park	1.32
Creekside Park	2.65
<b>TOTAL</b>	<b>6.71</b>

Source: Cameron McCarthy 2010

Table 3-5 presents a comparison of Sister's current LOS with the example LOS provided in several other Oregon communities.

**Table 3-5. Comparison of system-wide LOS**

<b>City</b>	<b>Developed Park Acreage</b>	<b>Year 2009 Population</b>	<b>Developed Parkland Per 1,000 Residents</b>
Brownsville	30.5	1,780	17.1
Lincoln City	90.3	7,930	11.4
Brookings	55.5	6,470	8.6
Sweet Home	76.4	9,050	8.4
Bandon	27.3	3,295	8.3
Turner	13.7	1,750	7.8
Warrenton	25.3	4,896	5.2
Troutdale	70.7	15,535	4.6
<b>Sisters</b>	<b>6.7</b>	<b>1,935</b>	<b>3.5</b>
Lebanon	50.9	15,580	3.3
Talent	17.0	6,680	2.5
Monmouth	23.3	9,630	2.4
Canby	37.0	15,230	2.4
Seaside	14.1	6,480	2.2
Astoria	21.6	10,250	2.1
Newport	20.0	10,600	1.9

Note: 2010 population estimate used for Sisters

Source: PSU 2009 Population Report, Cameron McCarthy, 2010.

As Sister's population increases, it will be necessary to develop additional parkland in order to maintain or increase the current LOS.

## 3.6 Conclusions

To serve the needs of a diverse population, it is important that a parks system contain parks of different types and sizes throughout the City. Currently, there are a number of areas outside of Sisters' central core that are underserved by the City's parks system. These areas are primarily identified as the: (1) northeast – east of Cowboy Street and north of Whychus Creek; (2) south – south of St. Helens Avenue and north of the southern City limits; and (3) west – west of Pine Street and east of Sisters High School. In addition, Sisters does not have an adopted LOS standard. The City's current LOS is 3.47 acres of parkland per 1,000 residents. Compared to other communities of similar size, Sisters' LOS is slightly lower than average.

Currently, Sisters contains mini, neighborhood, community, and special use parks, trails, and open spaces areas, as well as several undeveloped sites. The parks vary in size and design, but are under-developed, lacking typical passive and active recreation amenities needed to serve neighboring residents. Sisters' parks system is well maintained, through the efforts of City staff and active volunteer groups. Residents express pride in the existing parks, trails, and open space within Sisters.

Sisters benefits from its regional setting, surrounded by federal and state forest land, bisected by Whychus Creek running through town, and positioned at the intersection of two major transportation corridors (Highway 126 and Highway 20). The *2011 Sisters Trails Plan* and the *2010 Deschutes County Greenprint* document existing trails and open space assets within and surrounding the community and lay the foundation for an expansive regional trails system and land conservation targets. This plan builds upon those documents to focus the direction and efforts of the park system to compliment existing assets and to expand to meet the needs of a growing community into the future.

*This page intentionally left blank.*



# 4

## PARK AND RECREATION NEEDS

## 4.1 Overview

This chapter provides an overview of national and state recreation trends, as well as the park and recreation needs of Sisters' residents. Park and recreation trends, along with the population growth and demographic data summarized in Chapter 2, and the analysis of the current parks system included in Chapter 3, are incorporated into the needs assessment detailed in this chapter.

## 4.2 National and State Trends

As part of the park planning process, monitoring current trends impacting the field of park and recreation is important in order to plan for services that meet and exceed user expectations. This task involves an analysis of recreation participation and historical, current, and future demands for facilities and services. Data on park and recreation user trends was obtained from three sources: the National Sporting Goods Association 2009 Survey, the 2003 Oregon Outdoor Recreation Survey, and the 2008-2012 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP).

### NATIONAL SPORTS PARTICIPATION

The National Sporting Goods Association (NSGA) collects data on national sports participation trends. The NSGA collects yearly data using a representative household survey. Table 4-1 presents the top ten recreation activities based on national participation. These national trends are important to Sisters because increased participation in activities such as exercise with equipment, cycling, and camping may increase demand for facilities that accommodate these activities.

**Table 4-1. National Sports Participation Levels, 2009**

Sports	Total Participation (in Millions)	Percent Change (from 2008)
Exercise Walking	93.4	-3.4%
Exercising with Equipment	57.2	4.0%
Camping (vacation/overnight)	50.9	3.0%
Swimming	50.2	-6.1%
Bowling	45.0	0.6%
Workout at Club	38.3	-2.6%
Bicycle Riding	38.1	-1.5%
Weight Lifting	34.5	1.8%
Hiking	34.0	2.8%
Aerobic Exercising	33.1	3.0%

Source: National Sporting Goods Association, 2009.

Table 4-2 presents changes in participation levels for selected sports. Between 2008 and 2009, the top twelve sports listed above all experienced significant increases in participation. Sports that experienced a decrease in participation levels include: bicycle riding (-1.5%), exercise walking (-5.0%), swimming (-5.3%), and fishing (-22.0%). However, all show significant numbers of participants in the United States. Exercise walking remains the number one sport in national participation, with 93.4 million participants, followed by exercising with equipment (57.2 million), and camping (vacation/overnight) (50.9 million).

**Table 4-2. Selected Sports Ranked by Percent Change for Nation, 2008-2009**

Sports	Total Participation (in Millions) 2009	Percent Change 2008 to 2009	Percent of US Population 2008
Hockey (ice)	3.1	60.0%	1.0%
Yoga	15.7	20.9%	5.1%
Muzzleloading	3.8	11.6%	1.2%
Skiing (cross country)	1.7	7.4%	0.5%
Skiing (alpine)	7.0	7.3%	2.3%
Snowboarding	6.2	5.7%	2.0%
Target Shooting - Airgun	5.2	4.3%	1.7%
Exercising with Equipment	57.2	4.0%	18.4%
Camping	50.9	3.0%	16.4%
Aerobic Exercising	33.1	3.0%	10.7%
Hiking	34.0	2.8%	10.9%
Weight Lifting	34.5	1.8%	11.1%
Running/Jogging	32.2	1.0%	10.4%
Soccer	13.6	0.6%	4.4%
Bowling	45.0	0.6%	14.5%
Bicycle Riding	38.1	-1.5%	12.3%
Exercise Walking	93.4	-5.0%	30.1%
Swimming	50.2	-5.3%	16.2%
Fishing	32.9	-22.0%	10.6%

Source: National Sporting Goods Association, 2009.

These trends suggest a shift in participation due to changing age demographics and the growing popularity of sports such as hockey, yoga, alpine/cross-country skiing, and snowboarding. The national level data provides a broad understanding of overall trends; however, state and regional data is more applicable to establishing and understanding the types of outdoor recreation activities that will most directly influence future planning in Sisters.

## STATE AND REGIONAL RECREATION PARTICIPATION

The 2003 Oregon Outdoor Recreation Survey provides data on regional outdoor recreation participation in Oregon. Region 7 encompasses Deschutes, Crook, Jefferson, and Wheeler Counties. Region 7 findings provide insight into the types of recreation taking place in central Oregon. Tables 4-3 and 4-4 present the most significant percentages for participation in outdoor activities in 2002 in residents of region 7 and tourists from California, Washington and Idaho. Highlighted items show overlap in interests for local residents and tourists from neighboring states.

**Table 4-3. Most Significant Participation in Outdoor Activities; Residents of Region 7 (Deschutes, Crook, Jefferson and Wheeler Counties)**

Rank	Outdoor Activity	% of Population Participation (Region 7)
1	Sightseeing/Driving for Pleasure	38.98%
2	Picnicking	29.43%
3	Running/Walking for Exercise	29.43%
4	Fishing from a Bank or Shore	28.67%
5	Visiting Cultural/Historical Sites	27.90%
6	Walking for Pleasure	26.37%
7	Nature/Wildlife Observation	25.99%
8	Fishing from a Boat	22.17%
9	Hiking	20.26%

Source: Oregon Outdoor Recreation Survey, 2003.

Activities that constitute a large user group and show an increase in activity should help guide parks planning-related decisions. As shown in Table 4-3, sightseeing/driving for pleasure, picnicking, and running/walking for exercise represent the largest groups regionally. Similarly, sightseeing/driving for pleasure and picnicking both ranked highly along with the addition of visiting cultural/historical sites as preferred outdoor activities for visitors outside of Oregon. This data presents opportunities for Sisters' park system to include activities that benefit both local residents and tourists.

**Table 4-4. Most Significant Participation in Outdoor Activities; Residents of California, Washington, and Idaho**

Rank	Outdoor Activity	% of Population Participation (Out of State)
1	Sightseeing/Driving for Pleasure	20.17%
2	Visiting Cultural/Historical Sites	15.08%
3	Picnicking	12.10%
4	Walking for Pleasure	11.43%
5	Nature/Wildlife Observation	10.46%
6	Outdoor Photography	7.87%
7	RV/Trailer Camping	7.20%
8	Hiking	6.82%
9	Fishing from a Boat	5.95%
10	Bird Watching	5.76%
11	Collecting (rocks, plants, mushrooms, berries, etc.)	5.28%

Source: Oregon Outdoor Recreation Survey, 2003.

## STATE AND REGIONAL RECREATION TRENDS

The 2008-2012 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) is the State's 5-year plan for outdoor recreation. As a planning and informational tool, the SCORP provides recommendations to the Oregon State Park System and guidance for the Oregon Park and Recreation Department's (OPRD) administered grant programs. In addition, the

plan provides guidance to local governments and the private sector in making policy and planning decisions. The SCORP identifies the following key issues, which are used to inform parks planning and policy decisions:

- **A Rapidly Aging Population:** Within the next decade, 15% of Oregon's total population will be over the age of 65. By 2030 that number will grow to nearly 20 percent.
- **Fewer Oregon Youth Learning Outdoor Skills:** Although Oregon is a state with abundant natural resources, there is growing evidence that Oregon's youth are gravitating away from outdoor recreation. Analysis of past SCORP survey results indicates that participation in traditional outdoor recreation activities such as camping, fishing, and hunting has dramatically decreased. Research has shown that people who do not participate in outdoor recreation as youth are less likely to participate in those activities as adults.
- **An Increasingly Diverse Population:** By the year 2020, Oregon's combined Hispanic, Asian, and African-American population will make up more than 22% of the state's population. Research has identified that; in general, minorities are less likely than whites to participate in outdoor recreation in the U.S. As a result, these under-represented populations forego benefits of outdoor recreation while park service providers miss a potentially important group of supporters.
- **A Physical Activity Crisis:** According to the U.S. Center for Disease Control (CDC), rates of physical inactivity and obesity in the U.S. have reached epidemic proportions. Regular, moderate exercise has been proven to reduce the risk of serious health conditions. Public facilities such as trails and parks that are conveniently located have been found to be positively associated with vigorous physical activity in a number of studies, among both adults and children.

## 4.3 Community Needs

This section summarizes the parks and recreation needs that are unique to the community of Sisters. These needs were developed through community input and public participation, which is a critical component of the parks planning process. Public participation helps inform the needs assessment and guide the recommendations in the Plan. This section presents a summary of the public input gathered from several involvement methods and organizes the information by parks system strengths, needs, and opportunities. The accompanying *Sister Parks Master Plan Public Involvement Report* (bound separately) includes detailed summary reports for each method. The report should be used to reference specific suggestions from the public.

Besides the public involvement report, the needs assessment is also informed by a system-wide inventory analysis, spatial analysis, level of service analysis, and operations and maintenance analysis. The needs assessment serves as a foundation from which recommendations for specific parks system improvements are formed.

## METHODS

The goal for the public participation process was to gather the views of a diversity of community members concerning the Sisters Parks System. Involvement touched a wide array of community members and stakeholders through seven different methods:

- Online survey

- Hispanic survey
- User intercept survey
- Community workshops
- Senior focus group
- Youth focus group
- Stakeholder interviews

### **Online Survey**

Online surveys are a cost effective way to gather input from a large number of stakeholders. The Sisters Parks online survey was designed to solicit input from a broad base of residents. The survey was created and distributed using the online survey vendor Qualtrics. The survey was available for reply from September 27 – November 5 and had 186 responses. The survey was distributed through email listserves, the City's website, and advertised in the Nugget.

### **Hispanic Survey**

As part of the Hispanic outreach for this plan, a member of the Hispanic Coalition asked Hispanic community members to complete a hard copy of the online survey. The surveys were administered and translated in person. Three surveys were collected in this manner.

### **User Intercept Survey**

A user intercept survey allows for the gathering of information from diverse populations that share one characteristic. In this case the survey was designed to solicit input from those who use parks in the Sisters area. The intercept survey was conducted with park users in five parks on October 12, 2010 and October 14, 2010. Parks included: Three Sisters Overnight Park, Harold and Dorothy Barclay Park, Creekside City Park, Village Green, and Cliff Clemens Park. Users who were willing to participate completed a survey form and returned it to a staff member. A total of 45 user surveys were collected.

### **Community Workshops**

A community workshop allows community members to interact with staff and other interested community members while providing input. This interaction allows for a dynamic input process.

The first Sisters Parks Master Plan Community Workshop was held on October 14, 2010 from 4:00-6:00 PM at Sisters City Hall. Thirty-three (33) community members attended. The event was broken into four primary activities which allowed participants to provide written suggestions for the improvement of specific parks, to express their vision for the Sisters Parks and Trails system by answering prompts, to prioritize possible amenities, and to provide general input by speaking individually with someone involved in the planning process.

The second Sisters Parks Master Plan Community Workshop was held on March 3, 2011 from 5:00-7:00 PM at Sisters City Hall. Twenty (20) community members attended. The event was broken into six primary activities which allowed participants to watch a slide show on the Parks Master Plan process, view and comment on displays with key findings from the community needs assessment, vote on top system priorities and needed facilities, view and comment on displays with information on the existing park system, and provide input on new park development and ask questions of project consultants.

### **Senior Focus Group**

A Parks Master Plan focus group with the Sisters Senior Council was held on October 5, 2010, via teleconference to the Council's regular meeting time. The objective of the focus group was to gain insight from the senior population on how Sisters parks could serve them better. The focus group was provided 30 minutes of the agenda time in which seven participants took turns sharing their opinions on parks and park system improvements.

### **Youth Focus Group**

A focus group with eighteen (18) upperclassmen in the Sisters High School leadership class was held on November 12, 2010 at Sisters High School. The objective of the focus group was to gain insight from community youth on how Sisters parks could serve them better. The focus group included three activities: an introduction question, an ideal park exercise, and a current use exercise.

### **Stakeholder Interviews**

Eighteen (18) stakeholder interviews were conducted over the phone for the Sisters' Parks Master plan development. The interviews provided broader understanding of issues, strengths, weaknesses, and needs within the Sisters' park system. The half-hour interview consisted of six questions. The interview inquired about strengths and weaknesses of individual parks and the park system as a whole and requested suggestions and prioritizations of improvements and goals.

Interviews were held with a wide variety of stakeholders within the Sisters community as requested by the Parks Advisory Committee. The stakeholders ranged from government agency staff, school district and parks district staff, a member of the local community church, and members of groups and organizations that represent a diverse set of populations in Sisters, such as the local veterans, fisherman, trail alliance and public art groups, Kiwanis, soccer and little league clubs, and a member of the local community garden and senior council.

## **4.4 Conclusions**

### **RECREATION TRENDS KEY FINDINGS**

The National Sporting Goods Association 2009 Household Survey finds that Americans most commonly participate in exercise walking, exercise with equipment and overnight/vacation camping. Exercise walking experienced a decrease in total participation from 2008 survey results, while the latter two experienced increases of 4% and 3% respectively. Other sports (e.g., hockey, yoga, alpine/cross-country skiing, and snowboarding) also indicated a rise in participation, suggesting that outdoor pursuits are generally gaining popularity.

The 2003 Oregon Outdoor Recreation Survey provides data on regional outdoor recreation participation in Oregon. Region 7 encompasses Deschutes, Crook, Jefferson, and Wheeler Counties. More than one third of residents (39%) in those counties enjoy sightseeing/driving for pleasure. The next most popular activities were picnicking and exercise walking, both at 29%. Visitors from Idaho, Washington and California also participate in picnicking and sightseeing at high levels, but more often visit historic or cultural sites (15% of visitors participate, making this the second most popular activity for tourists).

The 2008-2012 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) is the State's 5-year plan for outdoor recreation. The SCORP identifies the following key issues,

which are used to inform parks planning and policy decisions: a rapidly aging population, fewer Oregon youth learning outdoor skills, an increasingly diverse population, and a physical activity crisis.

These recreation trends findings should be considered in conjunction with trends highlighted in the *Sisters Parks Public Involvement Report* (bound separately) for this parks master plan. Considering information from all these sources will yield a parks plan designed to meet the current and future needs of the community and its visitors.

## COMMUNITY NEEDS KEY FINDINGS

The following information comprises the key findings for all seven methods of public participation.

### STRENGTHS

#### Park System

- There is high use and overall satisfaction with the parks system.
- Current parks are well located and distributed throughout the City.
- The parks are beautiful.
- Village Green is the most widely used park and users expressed high satisfaction with it.
- Creekside Park is a widely used park and users expressed satisfaction with it.
- Harold & Dorothy Barclay Park received the highest rating for amenities offered in the park.

#### Trail System

- There is general user satisfaction with the trail system.
- The existing and planned multi-use path system is a strength.

#### Maintenance

- Park grounds and facilities are generally well maintained and clean.
- The parks benefit from active and involved community members and a strong volunteer base.

#### Safety

- The parks are generally considered very safe.

#### Tourism

- The parks are generally viewed as an asset for tourism to the community and local economy.
- There are a variety of events and programs found within the parks.

### NEEDS

#### Park System

- The parks system needs vision, diversity, and connectivity.

- The community needs permanent space for the community garden.
- Sisters needs a variety of park sizes.
- Sisters needs a diversity of park types and park locations throughout the City.
- Increase the number of planned activities.
- Community members desire spaces for swimming and spaces for natural play and creek access.
- Community members desire soccer fields and baseball/softball fields.
- The City needs additional parks (public preference for larger community and neighborhood parks).
- Maximize the usability of current facilities and spaces.
- The parks system needs sufficient bathrooms.
- Village Green should feature more concerts at the gazebo.

### Trail System

- The system needs better connectivity to all areas of Sisters.
- Improvements should be made in order to increase use.

### Management/Oversight

- Sisters parks needs a cohesive vision.
- Enhance coordination between partnerships and services.
- Form better leadership over parks system and collaboration with other entities.
- Better management of the parks due to a perceived lack of leadership, communication, and collaboration from the different entities overseeing the parks.
- Sisters needs to secure sufficient funds for City parks.

### Amenities & Facilities

- Sisters needs more athletic facilities.
- More all-season parking spaces (spaces with protection from rain and snow).
- A physical fitness walking trail should be added somewhere to the parks system where it could be accessed by seniors.
- Interest in an indoor skating facility.
- The Sisters' community needs a dog park for a safe place to take their dogs off leash.
- All parks and trails should have plenty of benches for seniors to stop and rest along the way.
- There should be more garbage receptacles to reduce litter around the parks and connector trails.
- Interest in a splash play or swimming facility as well as an amphitheater.
- Interest in adding swings and cardio stations to the parks system.
- All youth focus group participants agreed they need a skate bowl in town.
- Add public art.
- Add a high quality sand volleyball court.

- Provide space to play football.
- Add badminton.
- Cliff Clemens Park needs restrooms.

### Safety & Access

- Improve lighting in public areas and parks for safety.
- Some people have impaired abilities and the parks system should be planned for accommodating all abilities.
- Safety or safety perception improvements for Village Green, Creekside, and Three Sisters Overnight Park (see Youth Focus Group user map in *Sister Parks Master Plan Public Involvement Report* for specific areas of concern).
- Improvements to the intersection near the high school because there are many car crashes there.
- Needs to improve ADA accessibility.

### Youth

- Increase the number and types of facilities to accommodate youth of all ages.

### Tourism

- Tourism in the parks system is not being maximized.
- Increase wayfinding to connect visitors to parks.
- Needs more references to cultural and natural histories.

## OPPORTUNITIES

### Park System

- Create responsibility from dog owners.
- Respondents generally think it is very important or important to serve all age groups as well as those with disabilities.
- Cliff Clemens Park does not get used very much but it is a big space so it has opportunities to be better.
- Cliff Clemens Park had the highest dissatisfaction out of all the parks, leaving it much room for improvement.
- Although it is the most enjoyed park, Village Green received the highest number of complaints concerning litter, vandalism, graffiti, and maintenance signaling opportunities for improvement.

### Trail System

- Connect trails, paths and open spaces to other pedestrian and bicycle facilities.
- Build a new running trail close to the high school.
- More private/secluded trails for backpacking.

### Management/Oversight

- There is a perceived missed opportunity to connect with other systems such as mountain biking trails, hiking trails, the Forest Service open spaces, SPRD parks, and various open spaces and trails.
- There are concerns that the bureaucratic process for parks development slows and halts progress too much and a democratic approach in decision-making needs to be better implemented.

### Amenities & Facilities

- The online survey provided information on the most popular activities people in Sisters participate in (see Table 4-5) as well as their desires for parks and facilities (see Table 4-6).
- According to public participants, the most important facilities for parks to have are restrooms, playgrounds, picnic areas, and areas for special events and festivals.
- When respondents were asked for suggestions of additional amenities to the Sisters Park Systems, the most common answers were drinking fountains, horseshoe pits, lighting, a splash play area, and swings.
- The City could make an indoor place to rock climb.
- A play area was suggested for Cliff Clemens Park.
- There is room for the Three Sisters Overnight Park to improve its average satisfaction rating for amenities offered in the park.

### Safety

- Potential to add two roundabouts at either end of town as entry points to the City.

### Youth

- Popularly desired amenities and facilities for Sisters youth include rock climbing walls, pools, swing sets, ponds, and trails.
- Larger parks that provide activities for a range of ages are desirable.
- Facilities at the middle school are also used by high school students.

### Tourism

- Activities that are regionally growing in popularity offer an opportunity for the community to provide accommodation in the parks system. These activities include picnicking, running or walking for exercise, walking for pleasure, nature and wildlife observation, and hiking.

**Table 4-5. Most Popular Activities in Sisters**

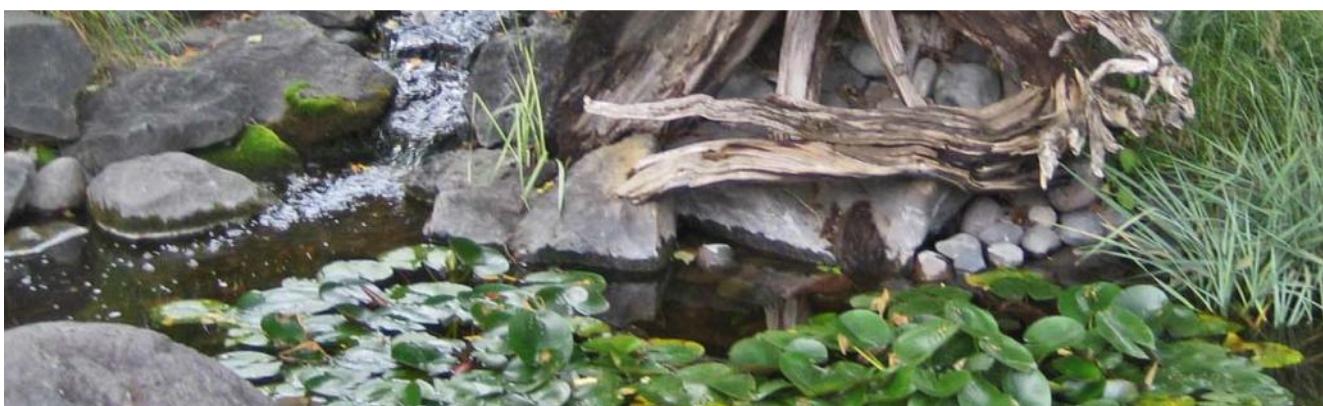
<b>Activity</b>	<b>Number of People Who Participate Daily, Weekly, or Monthly</b>
Walking/Hiking	128
Wildlife Viewing	105
Bicycling	98
Festivals/Special Events	98
Creek Access	79
Dog Walking	77
Athletic Club Use	72
Picnics/BBQs	61
Watching Sports Live	60
Arts & Crafts	58
Skiing/Snowboarding	58
Swimming	55

Source: Sisters Parks Online Survey, 2010

**Table 4-6. Desired Parks & Facilities in Sisters**

<b>Type of Park/Facility</b>	<b>Weighted Total</b>
Swimming Facilities	25
Trails and Connectivity Additions/Improvements	13
Amphitheater	12
Dog Park	11
Community Center	11
Skate Park	11
More Small Neighborhood Parks	11
More Sports Courts/Fields	11
Improved Play Equipment	10
Buy/Develop Forest Service Open Space	6
Permanent Community Garden	5
Enhanced Creek Access	4
Ice Skating	4
Mountain Bike Park	3
Build a Park in the South	2

Source: Sisters Parks Online Survey, 2010



## 5.1 Overview

This chapter outlines the vision, goals, and objectives established through the parks planning process. The **vision** for Sisters' parks system is intended to represent the community's needs and desires. **Goals** represent the general end toward which organizational efforts are directed. They identify how a community intends to achieve its mission and establish a vision for the future. **Objectives** are measurable statements, which identify specific steps needed to achieve stated goals. **Recommendations**, included in the following chapter, are the specific steps needed to achieve the master plan goals and implement the vision.

## 5.2 Vision

The City of Sisters will create a distinctive and well-connected parks system with a diversity of social, cultural, educational, and recreational opportunities that meet the needs of our community and visitors and promote the arts and healthy lifestyles.

Eight system goals and objectives were developed to define and support Sisters' vision, as described below.

## 5.3 Goals and Objectives

### Goal 1: Identity & Uniqueness

Create a unique park system with a strong identity.

**Objective 1.1:** Incorporate elements in the development of facilities that create a unique brand for the Sisters' parks system.

**Objective 1.2:** Develop Sisters' parks as destination points for locals and visitors.

**Objective 1.3:** Develop a wayfinding system to help users locate facilities.

### Goal 2: Coordination

Strengthen relationships between the City of Sisters and its partners.

**Objective 2.1:** Develop partnerships with community and private entities (e.g., community alliances, organizations, groups) that have an interest in providing recreation opportunities.

**Objective 2.2:** Define roles of partners and partnerships to enhance and compliment City recreation services and the parks system.

**Objective 2.3:** Develop strategies to address system and service gaps.

### Goal 3: Safety and Access

Foster a safe and accessible park and recreation environment.

- Objective 3.1:** Update existing facilities to improve accessibility and, as appropriate, ensure new facilities are accessible.
- Objective 3.2:** Upgrade existing equipment to ensure safety and utility and ensure new facilities are of the highest safety and utility.
- Objective 3.3:** Ensure that parks are appropriately lit for their location and use while in accordance with the City's Dark Sky Ordinance.
- Objective 3.4:** Coordinate with public safety agencies to discourage illegal activity in parks.

### Goals 4: Funding

Establish stable and diverse mechanisms for funding existing and future recreation and parks facilities.

- Objective 4.1:** Develop and expand funding sources for operations, parks maintenance, and parkland acquisition.
- Objective 4.2:** Develop contingency plans for potential future funding shortfalls utilizing existing plans, policies, and procedures.
- Objective 4.3:** Review new and current funding mechanisms periodically to assess their effectiveness in meeting the goals and objectives of the Parks Master Plan.
- Objective 4.4:** Research and prepare grant proposals to fund projects.

### Goal 5: Stewardship & Maintenance

Manage and maintain the parks system to ensure its health, safety, and efficiency.

- Objective 5.1:** Develop strategies to foster community ownership of the parks system.
- Objective 5.2:** Foster community partnerships that increase and enhance volunteerism.
- Objective 5.3:** Involve youth in stewardship of the parks system.
- Objective 5.4:** Provide educational opportunities regarding appropriate care for Sisters' parks, trails, open space, and natural areas.
- Objective 5.5:** Continue providing high quality maintenance services.

## **Goal 6: Distribution & Connectivity**

Promote social and physical connections to facilities and an equitable distribution of facilities within the community.

- Objective 6.1:** Acquire land that can provide park space in underserved areas.
- Objective 6.2:** Construct pedestrian and bicycle paths and trails to promote connectivity between parks.
- Objective 6.3:** Improve access to Whychus Creek.
- Objective 6.4:** Provide spaces and opportunities for interactions among all populations.

## **Goal 7: Recreation, Events, & Activities**

Develop and maintain attractive and enjoyable spaces for a diversity of activities and events.

- Objective 7.1:** Use identified community needs and current recreation trends to plan new park development and future park enhancement projects.
- Objective 7.2:** Provide amenities and/or facilities to enhance recreation, events, and activities.
- Objective 7.3:** Enhance landscaping and natural resources within parks to create attractive comfortable spaces.

## **Goal 8: Updates to the Plan & Parks Planning**

Establish a coordinated process for parks planning that involves residents, community groups, visitors, stakeholders, Parks Advisory Committee, and City staff.

- Objective 8.1:** Create a strategy for implementing and updating the Parks Master Plan.
- Objective 8.2:** Update the Parks Master Plan every five to ten years to ensure that it continues to reflect the needs and desires of the community.
- Objective 8.3:** Continue to engage stakeholder groups, community members, visitors, and other local partners in the parks planning process.
- Objective 8.4:** Establish a permanent Parks Advisory Committee to advise the City Council on behalf of the parks system.

## 5.4 Conclusions

The eight goals and thirty objectives described above shape the planning framework for Sisters to address population growth, demographic changes, recreation trends, and the overall desires of Sisters residents. These goals and objectives serve as the link between the park and recreation needs of the community and the recommendations for parks system improvements in the following chapter.

*This page intentionally left blank.*



# 6

## RECOMMENDATIONS

## 6.1 Overview

Communities are strengthened by a sufficient supply and variety of parks, trails, open space, and natural areas. A comprehensive approach is effective in improving the parks system for current users as well as accommodating future growth and the changing needs of the community. Based on the assessment and evaluation of the current parks system (Chapter 3 Parks System) and input from the community and City staff (Chapter 5 Planning Framework), system improvements were identified to guide the future development and maintenance of Sisters' parks system. This chapter also provides a strategy for identifying and acquiring land for parks and open space. In addition, this chapter identifies park specific projects, identified as recommendations, for improving Sisters' existing park facilities.

**Recommendations** are the result of a thorough analysis of Sisters' current and future parks, trails, and recreation needs established through the broad community input process. The resulting recommendations provide a path for strengthening the City's park system and are aimed at building community capacity while accommodating future growth and adapting to changing needs.

## 6.2 System-wide Level of Service

The NRPA advocates for a community system-wide parkland LOS standard. The basic function of the LOS is to ensure quality of service delivery and equity. A LOS standard is a measurable target for parkland development that provides the foundation for meeting future community parkland needs and leveraging funding. The LOS is used to project future land acquisition needs and appropriately budget for those needs through the Parks CIP. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard; it simply provides the basis for leveraging funds.

The *2000 Sisters Parks Plan* does not include a system-wide parkland LOS standard. For the purposes of this LOS analysis, Sisters contains five developed park facilities. The total acreage for these developed parks is 6.71 acres. Refer to Table 3-4 for a summary of developed parkland by classification (mini, neighborhood, and community) and the existing LOS provided by each of the classifications. The current LOS provided by the parks system is 3.47 acres per 1,000 persons. This is based on the estimated 2010 population of 2,038 residents.

In order to better serve the residents of Sisters, this Plan recommends adopting a LOS standard of 5.0 acres per 1,000 residents. As discussed in Chapter 3, the LOS provides a standard by which the system can be assessed to determine if the current parks system meets current and future parkland needs. According to population projections, Sisters' population is estimated to reach 3,894 residents by 2030.

Table 6-1 displays the amount of developed parkland needed to reach and maintain a LOS standard of 5.0 acres based on future population projections through 2028. Based on these projections, Sisters will need to acquire and develop 12.76 acres of parkland within the next 20 years to maintain the desired LOS.

**Table 6-1. Proposed LOS Standard**

<b>Year</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Projected Population</b>	<b>2038</b>	<b>2381</b>	<b>2798</b>	<b>3312</b>	<b>3894</b>
<b>LOS Standard (acres per 1,000 residents)</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>
Developed Parkland	6.71				
Undeveloped Parkland	4.99				
Total Parkland	11.70				
Developed Parkland Needed to Reach LOS Standard	10.19	11.91	13.99	16.56	19.47
<b>Cumulative Surplus / (Deficit)</b>	<b>(3.48)</b>	<b>(5.20)</b>	<b>(7.28)</b>	<b>(9.85)</b>	<b>(12.76)</b>

Source: Cameron McCarthy, 2011.

## SYSTEM-WIDE RECOMMENDATIONS (W)

The LOS analysis accounts for 6.71 acres of developed parkland within Sisters. In addition, Sisters owns 4.99 acres of undeveloped parkland that has the potential to be developed as parkland in the future. If existing undeveloped parkland is developed as parkland, total land acquisition and development demand to reach and maintain the LOS standard through the planning horizon is 7.77 acres. An increased LOS standard coupled with a growing population implies that Sisters will need to both develop existing undeveloped parkland and acquire and develop new parkland to provide the recommended LOS and keep pace with growth. Specific recommendations for the adoption of an LOS standard are provided below.

**Recommendation W-1: Implement a system-wide level of service (LOS) standard of 5.0 acres of developed parkland per 1,000 residents.**

**Recommendation W-2: Evaluate progress towards the LOS standard every five years and, as appropriate, increase the LOS standard over time.**

## 6.3 Parkland Acquisition

A major focus of the Plan is to provide equitable parkland for all residential areas. Although a number of parks exist throughout Sisters, sections of the City are currently underserved or not served at all by developed parks. These areas, because of their lack of developed parkland, represent potential parkland acquisition areas. The parkland acquisition strategy takes into account the recreation needs of current underserved areas and the anticipated needs of future residential development. Map 6-1 displays recommended areas for parkland acquisition and the relationship to the existing parks, trails, and open space system. Parkland acquisition recommendations are based upon community and staff input, GIS analysis, and other City plans (*Sisters Trails Plan*, etc.). The recommendations for parkland acquisition are as follows:

## PARKLAND ACQUISITION RECOMMENDATIONS (A)

**Recommendation A-1: Acquire parcels abutting Creekside Park (Site X-1) to expand park and provide space for additional recreation amenities. Include land in the redevelopment of the overall park.**

**Recommendation A-2: Acquire and develop approximately 5 acres of parkland northwest of SPRD and west of Sisters High School (Site S-1) to provide for a special use park facility.**

- Recommendation A-3:** Acquire and develop additional parkland north of Whychus Creek and south of Timber Pine Drive, near the eastern extent of the UGB (Site N-3), to provide for creek access and recreation facilities to serve the surrounding neighborhood. Acquire parkland suitable for the development of a mini or neighborhood park.
- Recommendation A-4:** Acquire and develop additional parkland south of St. Helens Avenue and east of Three Creeks Road, near the Peterson Ridge/Sisters Mountain Bike trail system (Site N-4), to provide a trailhead, access to Whychus Creek, and recreation facilities to serve the surrounding neighborhood. Acquire parkland suitable for the development of a neighborhood park.
- Recommendation A-5:** Acquire and develop between 5 and 47 acres of the U.S. Forest Service property (Site C-1) located between Pine Street and Highway 20 for a future community or regional park identified as Ponderosa Park.
- Recommendation A-6:** Acquire land comprising Saddlestone Park and re-designate the park as a mini park in order to ensure that the facility provides benefits the entire community into the future.
- Recommendation A-7:** Acquire approximately 0.5-acre of parkland (site not identified) for a permanent site for the Sisters Community Garden.
- Recommendation A-8:** Acquire approximately 0.5-acre of parkland (site not identified) for a future skate park.
- Recommendation A-9:** Acquire additional land for distributed community garden sites throughout Sisters.
- Recommendation A-9:** Explore partnership opportunities with Deschutes County for all parkland, open space, and trail acquisition and development actions outside the Sisters city limits.

## 6.4 Parkland Development

Parkland development includes the improvement and upgrade of existing park facilities. Recommendations focus on providing necessary park repairs and enhancements as well as raising maintenance and safety standards. This section includes general recommendations, applicable to all park facilities, and specific recommendation organized by park classification (community, neighborhood, mini, special use, and linear); including specific recommendations for each of Sisters' eight parks. The recommendations herein are detailed in the Capital Improvement Plan (CIP).

### GENERAL DEVELOPMENT RECOMMENDATIONS (D)

General recommendations were identified through the public involvement process and input from the PAC. The recommendations are the output of goals and objectives found in Chapter 5 and include elements that promote the parks system through installation of

unifying elements (public art, wayfinding signage, interpretive signage, etc.) and improve the park system through upgrades. Some of the amenities and equipment within existing parks is outdated or in need of repair. In addition, some amenities and facilities are not ADA compliant. New equipment requires less maintenance, increases user access, and promotes user safety.

**Recommendation D-1: Provide accommodations for the installation of public art in all parks that do not provide art.**

**Recommendation D-2: Install wayfinding signage in parks to provide information to residents and visitors about the park system, feature individual facilities, and promote connectivity, especially through walking and biking.**

**Recommendation D-3: Install interpretive signage in parks, as appropriate, to provide educational opportunities to residents and visitors on historic or natural features within the community.**

**Recommendation D-4: Install basic amenities; consisting of benches, picnic tables, bicycle racks, trash/recycling receptacles, and dog waste disposal stations in parks, as appropriate, to facilitate use and comfort.**

**Recommendation D-5: Enhance park aesthetic qualities and appearance through the installation of additional landscape plantings, as appropriate.**

**Recommendation D-6: Establish a permanent Parks Commission or Committee to allow for direct decision making on behalf of City parks.**

**Recommendation D-7: Invest in additional revenue-generating facilities that produce user fees to support the parks system.**

**Recommendation D-8: Explore partnership options with SPRD to expand recreational opportunities within Sisters.**

**Recommendation D-9: Consider establishing a parks utility fee for operations and maintenance.**

**Recommendation D-10: Develop a skatepark within the Sisters downtown area.**

## SPECIFIC DEVELOPMENT RECOMMENDATIONS (M, N, C, S, L, U)

### Mini Parks Recommendations (M)

Mini parks are generally smaller than 1-acre and serve residents within a ¼-mile radius. Mini parks provide basic neighborhood recreation amenities, such as playgrounds, sport courts, benches, and lawn areas. They can be expensive to maintain, provide limited facilities, and predominantly serve only a small segment of the population located close to the park.

### Buck Run Park Recommendations

The triangularly shaped, 0.02-acre Buck Run Park provides access to Whychus Creek. The park is located across from Three Sisters Overnight Park and adjacent to the Buck Run subdivision.

**Recommendation M-1: Install basic amenities, including benches and a dog waste disposal station to promote park use.**

**Harold & Dorothy Barclay Park Recommendations**

The highly developed Harold and Dorothy Barclay Park is located south of Highway 20 between Oak and Fir Streets. The park features a small landscaped pond, public restrooms, and seating.

**Recommendation M-2: Improve the parking area abutting the park to the south.**

**Neighborhood Park Recommendations (N)**

Neighborhood parks are small in size (1 to 5-acres) and serve residents within a  $\frac{1}{4}$  to  $\frac{1}{2}$ -mile radius. They provide non-supervised and non-organized recreation activities for the local neighborhood. These types of parks provide a variety of amenities for passive and active recreation. Often they serve an important function in the community as the focal point that helps to define each neighborhood. It is important for Sisters to continue to upgrade and maintain the amenities offered in neighborhood parks.

**Cliff Clemens Park Recommendations**

Located at the corner of Black Butte Avenue and Larch Street, the 2.28 acre neighborhood park contains an open expanse of lawn, improved parking, sidewalks, picnic tables, fencing, and connections to the adjacent trail system. The park is planned to include a playground, paved picnic area, gazebo, and sand volleyball.

**Recommendation N-1: Install a restroom structure.**

**Recommendation N-2: Construct a paved picnic area, gazebo or pavilion, and sand volleyball court.**

**Community Parks Recommendations (C)**

Community parks are larger than neighborhood parks (1 to 50-acres) and provide a wider variety of uses and activities. They commonly contain sports fields and offer additional structured recreation activities. As a result, community parks draw users from a much larger area and require access and parking considerations. A specific set of amenities is required at these parks for them to function properly. These parks may also include natural areas, unique landscapes, and trails. Since this type of park is intended to draw users from the entire community, consideration of any negative impacts, such as traffic and parking, on adjacent neighborhoods should be taken into account.

**Village Green Recommendations**

Village Green is a highly visible and well-used 1.25 acre park located two blocks south of downtown between Elm and Fir Streets. The park encompasses a full City block and contains several developed amenities including, a playground, restroom, picnic pavilion, and large open green. The park hosts a variety of special events and festivals throughout the year.

**Recommendation C-1: Construct sidewalks and parking improvements on the south, east, and west sides of the block to improve accessibility and functionality.**

**Recommendation C-2: Expand the existing play area and install new play equipment to provide additional recreation opportunities for children of all ages.**

**Recommendation C-3: Replace the existing restrooms with a new restroom structure.**

**Recommendation C-4: Improve perimeter lighting around the park**

**Recommendation C-5: Install barbecue/special event preparation station within or adjacent to the existing pavilion.**

### **Creekside Park**

Located between Highway 20, Jefferson Avenue, and Locust Street, Creekside Park is a mostly undeveloped neighborhood park located adjacent to glacier fed Whychus Creek. The 2.65 acre park is used most frequently for picnicking, as it has several picnic tables spread throughout an expanse of large coniferous trees and open lawn. The park contains restrooms that are accessible via a pedestrian footbridge that spans Wychus Creek and provides limited creek access.

**Recommendation C-6: Construct improvements to the exiting footbridge across Whychus Creek to meet ADA accessibility requirements.**

**Recommendation C-7: Improve the existing parking area to enhance accessibility and functionality.**

**Recommendation C-8: Construct a gazebo or pavilion to provide an additional amenity for visitors.**

**Recommendation C-9: Improve pedestrian access to Whychus Creek along the north bank abutting the park without degrading riparian areas.**

**Recommendation C-10: Upgrade the electrical system to better accommodate special events and additional uses.**

### **Special Use Parks Recommendations (S)**

Special use parks are intended to serve the entire community and serve as an attraction for visitors from outside the community. In order to accomplish these goals, special use parks need to offer unique amenities and should serve as a focal point of the community's parks system. They provide space for cultural activities, such as festivals, provide athletic fields or offer other recreation activities. As a result, they draw users from a much larger area and require better access. Traffic and parking can be a problem around special use parks; therefore, impacts to the surrounding neighborhood should be considered.

#### **Three Sisters Overnight Park Recommendations**

Three Sisters Overnight Park is a 6.72 acre developed campground for tent and RV visitors. Located between Highway 20, Jefferson Avenue, and Locust Street, the park abuts Whychus Creek, the highway, and a residential area to the south. Creekside Park is adjacent to the overnight park, across Whychus Creek, is and accessible by a footbridge.

This Plan does not include any recommendations concerning Three Sisters Overnight Park.

#### **Veterans Memorial Park Recommendations**

Veterans Memorial Park was dedicated in 2006 to those who have served in the United States Armed Forces and their families. The 0.25 acre park is located at the terminus of Highway 20 and Highway 242 and is entirely maintained by volunteers, many of who are involved with Sisters Rotary or the Sisters Community Church.

**Recommendation S-1: Install basic amenities including interpretive signage and public art.**

**Wild Stallion Park Recommendations**

Wild Stallion Park is a 0.02-acre park located on the corner of Larch and Cascade Streets. The park is named for its prominent 13-foot bronze horse statue designed by renowned Sisters artist Lorenzo Ghiglieri. In addition to the statue, the park contains lawn and a rock-lined drainage swale.

**Recommendation S-2: Install basic amenities, including interpretive signage, decorative lighting, and landscaping planting enhancements.**

**Undeveloped Parkland Recommendations (U)**

The City of Sisters owns three undeveloped parcels that have the potential to be developed parks. Undeveloped parkland refers to City-owned land with the potential to provide park and recreation facilities or functions. Development can occur through the addition of facilities or amenities or developing the land in its entirety for higher intensity uses.

**Fir Street Site Recommendations**

The 0.31 acre Fir Street Site consists of two vacant lots between the Chamber of Commerce and adjacent to Fir Street. The property is ½ block from Cascade Avenue and has the potential to be developed as a mini or special use park. The planning process involved the preparation of a concept plan and planning-level cost estimate for the Fir Street Site (Site M-1), included in Appendix B.

**Recommendation U-1: Develop the Fir Street site (Site M-1) as a mini or special use park in accordance with the Fir Street Park Concept Plan (Appendix B).**

**Three Sisters Park Extension**

This approximately 4.68 acre undeveloped end of the Three Sisters Overnight Park has access to the Whychus Creek Trail. The undeveloped park contains large Ponderosa Pines disbursed throughout an open lawn area. The land abuts a neighboring residential area to the south and Highway 20 to the north. The planning process involved the preparation of a concept plan and planning-level cost estimate for the Three Sisters Park Extension (Site N-2), included in Appendix B.

**Recommendation U-2: Develop the Three Sisters Park Extension (Site N-2) as a neighborhood park in accordance with the Three Sisters Park Extension Concept Plan (Appendix B).**

**Undeveloped ROW**

Sisters owns 1.46 acres of undeveloped ROW along St. Helens Avenue and Cedar Street, abutting Whychus Creek (Site L-1). Sisters owns 0.43-acre of undeveloped ROW between Ash Street and Pine Street, located between St. Helens Avenue and Jefferson Avenue (Site L-2). The ROW is not planned for any transportation improvements and has the potential to be developed as a small linear park.

**Recommendation U-3: Develop the undeveloped land between St. Helens Avenue and Cedar Street (Site L-1) as a linear park, with basic park amenities and improved access to Whychus Creek.**

**Recommendation U-4: Develop the undeveloped land between Ash Street and Pine Street (Site L-2) as a linear park, with basic park amenities.**

## 6.5 Trail Development

Trails, bike paths, and pathways establish connectivity and enhance quality of life in communities by facilitating movement throughout the City. Map 6-1 shows existing and proposed TSP designated shared-use paths. This trails networks will include both off-street and on-street sections and will provide residents options for traversing the City and accessing trail systems outside the City limits, which provide connectivity to surrounding areas. As part of the parks planning process, the community identified support for additional trails and pathways throughout the planning area. The community growth trends, recreation analysis, stakeholder interviews and community workshops contributed to identifying a need for improved connectivity. This plan relies upon and supports the trails, bike paths, and pathways identified in previous planning efforts, including the *2011 Sisters Trails Plan* and the *2010 Sisters TSP*. No additional trail or path projects are proposed by this plan outside of those included in open space or park development projects.

## 6.6 Open Space and Natural Areas

The protection and inclusion of natural areas and open space is critical to establishing and maintaining a balanced park system. Open space and natural areas are undeveloped lands primarily left in their natural state with passive recreation uses as a secondary objective. They are usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides, riparian areas, or other types of resources. In addition to open space and natural areas, which are typically acquired or dedicated to the City or other public agencies, conservation buffers can be overlaid on property to preserve open space and natural resources.

### Open Space Recommendations (O)

Sisters contains several designated open space or natural areas. This plan identifies priority areas for open space and natural area conservation. Following are recommendations for the conservation of open space and natural areas. Refer to Map 6-1 for site references.

**Recommendation O-1: Improve the existing access to the Whychus Creek open space area from Timber Creek Drive.**

**Recommendation O-2: Acquire the East Portal open space property from the U.S. Forest Service.**

**Recommendation O-3: Acquire and conserve open space along Whychus Creek (Site O-1) to provide creek access and limited passive recreation opportunities.**

**Recommendation O-4: Acquire the DSL property (Site O-2) located north of Highway 126 and south of Whychus Creek to provide creek access and trail development.**

## 6.7 Operations and Maintenance

The Sisters Public Works Department currently operates and manages the City parks, as one of its multiple responsibilities. An overview of organizational structure for parks maintenance

and operations is provided in Chapter 3. In total, approximately 1.60 FTEs (full time equivalents) are assigned to park maintenance and operations. Accordingly, there is currently 0.12 FTE devoted to the operations and maintenance of each acre of developed parkland.

**Recommendation O-1: Increase staffing levels for parks operations and maintenance as the park system expands.**

**Recommendation O-2: Increase funding for parks operations and maintenance as the park system expands.**

## 6.8 Funding

The Sisters parks system vision presented in Chapter 5 cannot be fully realized without sufficient resources. The following funding recommendations are designed to compliment and support the funding strategies outlined in Chapter 7.

### Funding Recommendations

**Recommendation F-1: Update Parks SDC methodology and rates following adoption of this plan.**

**Recommendation F-2: Explore the feasibility of a commercial SDC for parks acquisition and development as part of Parks SDC methodology update.**

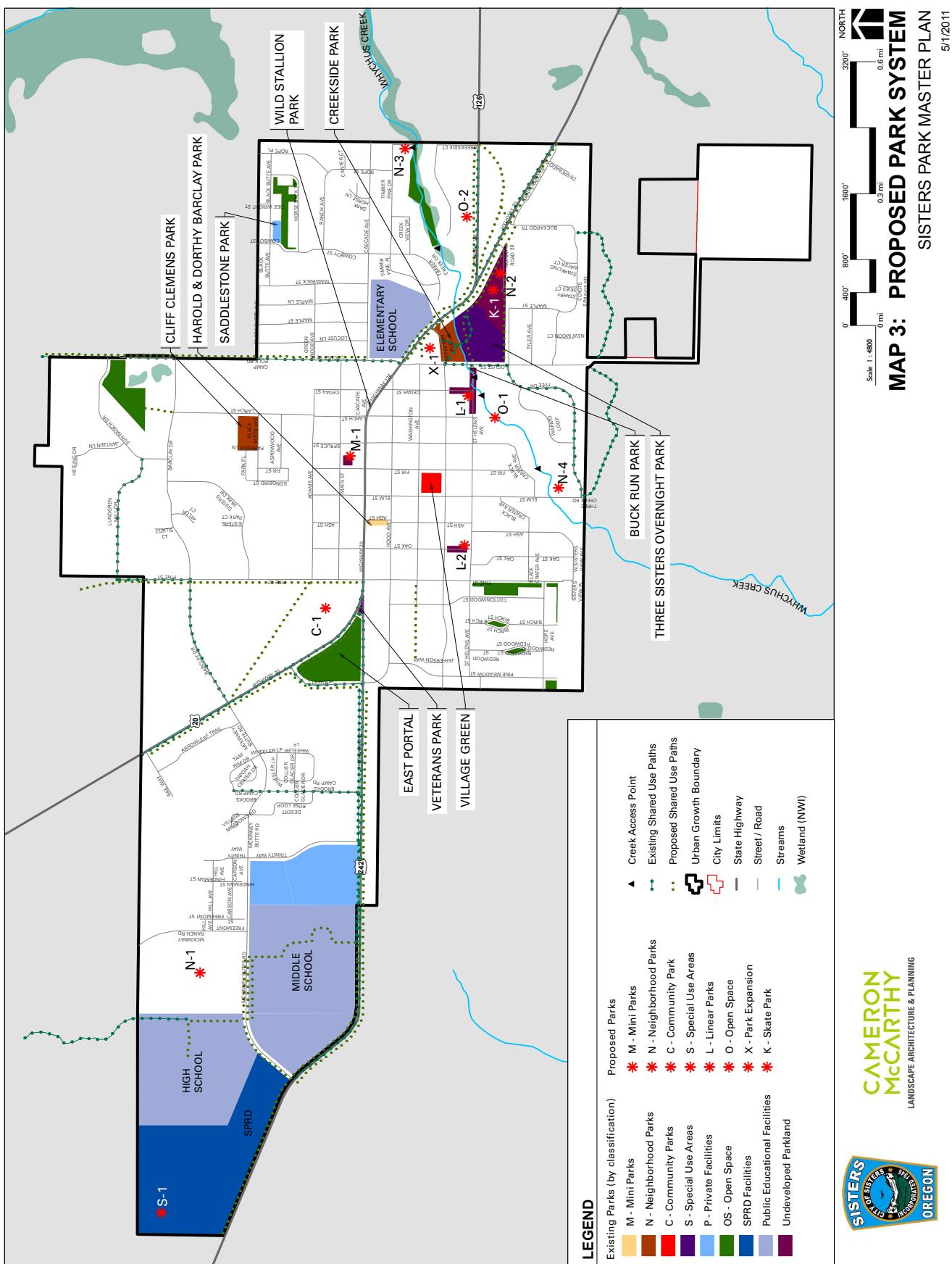
**Recommendation F-3: In collaboration with SPRD, explore the feasibility of expanding district functions to include parks operations, maintenance, and development.**

**Recommendation F-4: Where appropriate, utilize Urban Renewal District Funding to implement parks projects.**

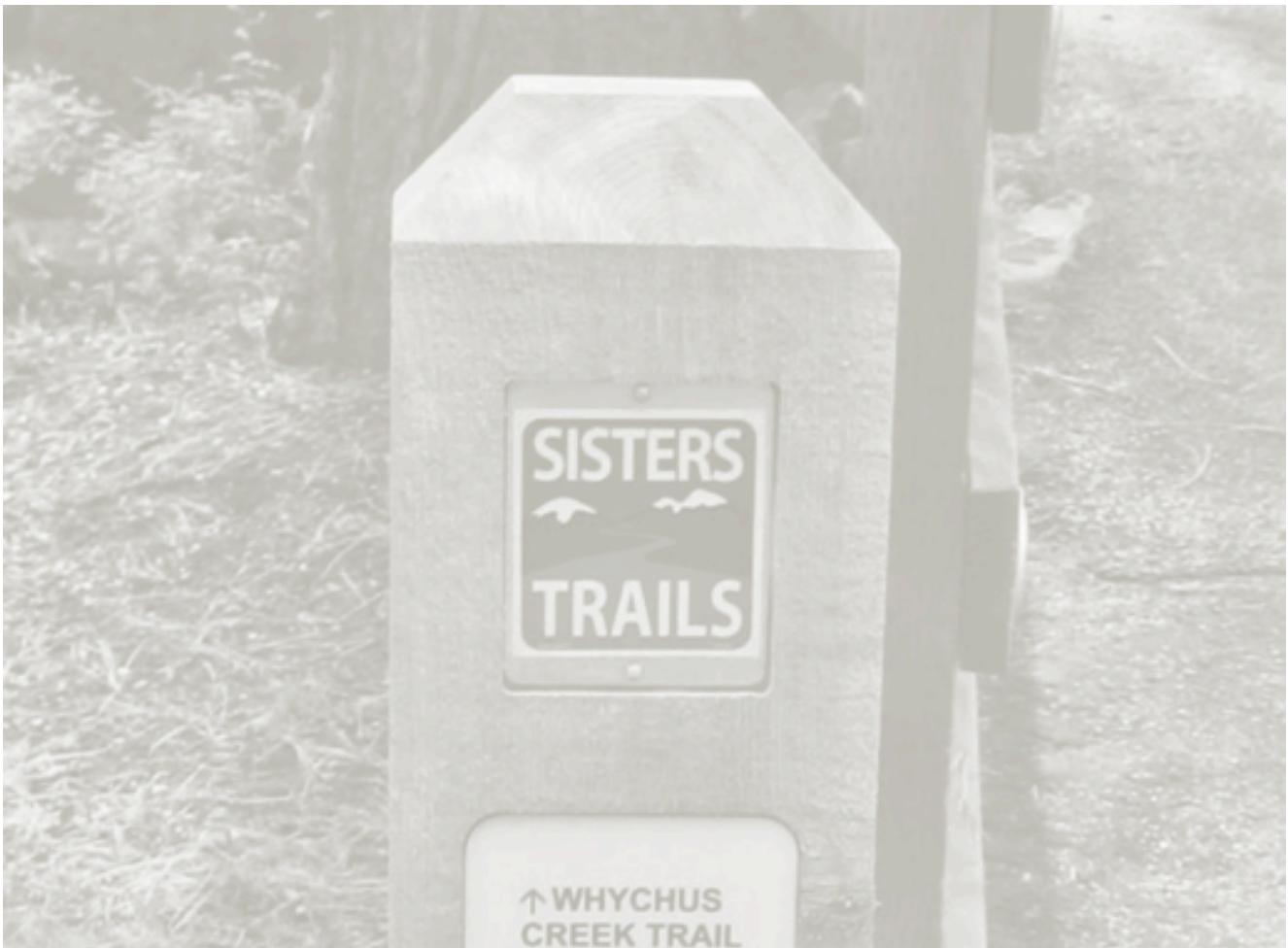
## 6.9 Conclusions

This chapter includes recommendations for improving and expanding Sisters' parks system to better serve its residents and to keep pace with growth. The recommendations focus on land acquisition, improving existing parks, and expanding the parks system to include park development and open space conservation. Sisters owns several undeveloped sites that are appropriate for parkland development. In addition, there are a number of strategic locations where land may be acquired – along Whychus Creek and in underserved areas – to provide for park and open space needs. Sisters' existing parks system can be enhanced through the installation of basic amenities in many facilities that improve user comfort, safety, and access. Most importantly, the park system must receive adequate funding, in terms of staffing and resources, to operate efficiently. The recommendations herein establish a strategy for improving park service for underserved areas, maintaining and enhancing existing parks, promoting connectivity and conservation, and improving level of service.

## **Map 6-1. Proposed Parks System**



*This page intentionally left blank.*



# 7

# IMPLEMENTATION

## 7.1 Overview

This chapter provides information on the parks and recreation organizational structure, the current parks budget, future funding requirements, and recommendations for funding and implementing the proposed recommendations in Chapter 6. Funding strategies are based on park-specific improvements, parkland acquisition and development, and parkland operations and maintenance as outlined in the *Sisters Parks Capital Improvements Plan* (CIP).

## 7.2 Organizational Structure

The Sisters parks system is operated and managed by the Public Works Department. The Public Works Department manages “park programs which provide for the development, construction, and maintenance of all City parks.” Within the Public Works Department a total of 2.39 FTE (full time equivalent) is assigned to parks services. Within the parks division, a total of 0.79 FTE is assigned to administration and a total of 1.60 FTE is assigned to operations and maintenance of parks. The Public Works Director is responsible for overseeing operations and maintenance of the parks system. The Maintenance Supervisor, Utility Technicians, and a Utility Technician Assistant provide the maintenance of City parks. Personnel allocations for operations and maintenance by position are detailed in Chapter 3. Sisters provides 13.70 acres of developed parkland. With an FTE of 1.60, there is currently 0.12 FTE devoted to the operations and maintenance of each acre of developed parkland.

## 7.3 Current Operating Budget

This section presents the current operating budget for the Sisters parks system. The operating budget consists of park operation and maintenance expenditures and revenue generated from system development charges, interest, grants, and the City’s General Fund. The City Manager and Public Works Director establish the parks budget each year as part of the full City Budget, which is approved by the City Council for the July to June fiscal year.

### EXPENDITURES

The Parks Development Fund provides for planning, design and construction of park improvements that are paid by the collection of systems development charges, grants, and interest income. The parks fund budget is divided into three primary expenditures: materials and services, capital improvements, operating contingencies, and transfers. The City has approved a budget of \$165,211 for fiscal year 2010-2011 (FY 10/11) for operations, maintenance, and capital improvements. Table 7-1A presents recent and current (FY 10/11) development fund budget allocations.

**Table 7-1A. Sisters Parks Development Fund Expenditures by Category**

	FY 2006/07 (Actual)	FY 2007/08 (Actual)	FY 2008/09 (Actual)	FY 2009/10 (Revised)	FY 2010/11 (Adopted)
Materials and Services	\$ -	\$ -	\$ -	\$ 25,000	\$ 51,250
Capital Improvements	\$ -	\$ -	\$ -	\$ 179,000	\$ -
Operating Contingencies	\$ -	\$ -	\$ -	\$ 109,713	\$ 113,961
Transfers	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Expenditures</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 313,713</b>	<b>\$ 165,211</b>
<b>Annual Percent Change</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>-47%</b>

Source: City of Sisters FY 2010/11 Operating Budget.

Parks are also supported by the general fund. The parks general fund budget is divided into two primary expenditures; personal services and materials and services. The City has approved a budget of \$198,478 for fiscal year 2010-2011 (FY 10/11) for personal services and materials and services related to administration, operations, and maintenance of the parks system. Table 7-1B presents recent and current (FY 10/11) general fund budget allocations.

**Table 7-1B. Sisters Parks General Fund Expenditures by Category**

	FY 2006/07 (Actual)	FY 2007/08 (Actual)	FY 2008/09 (Actual)	FY 2009/10 (Revised)	FY 2010/11 (Adopted)
Personal Services	\$ -	\$ 114,267	\$ 126,125	\$ 134,437	\$ 151,454
Materials and Services	\$ -	\$ 34,011	\$ 44,853	\$ 60,233	\$ 47,024
<b>Total Expenditures</b>	<b>\$ -</b>	<b>\$ 148,278</b>	<b>\$ 170,978</b>	<b>\$ 194,670</b>	<b>\$ 198,478</b>
<b>Annual Percent Change</b>	<b>0%</b>	<b>0%</b>	<b>15%</b>	<b>14%</b>	<b>2%</b>

Source: City of Sisters FY 2010/11 Operating Budget.

## RESOURCES

The current Sisters parks budget is funded through a mix of revenue sources. The three primary sources are: interest, System Development Charges (SDCs), and intergovernmental transfers (General Fund revenue).

### Interest

This category of revenue consists of minimal amounts of carried interest generated from investment income.

### System Development Charges (SDCs)

The City funds the majority of major park improvements through system development charges (SDCs). SDCs are one-time fees imposed on new development to help fund infrastructure improvements. Legally, SDCs can only be utilized for land acquisition and capital improvements to transportation, water, sewer, storm water, and park facilities; operation and maintenance expenses do not qualify. A park SDC is comprised of two elements, the Improvement Fee, and the Reimbursement Fee. The Improvement Fee is based upon the projected per person cost for acquiring new parkland and development of facilities. The Reimbursement Fee includes charges based on use of existing park facilities and costs associated with compliance with Oregon SDC regulations such as professional services for site design and development. During recent fiscal periods Sisters has received, on average, SDC receipts of approximately \$23,620 annually.

### Intergovernmental Transfers

This category of revenue consists of income from intergovernmental transfers, grants, and donations. These revenue sources are used primarily for planning and development of the parks system.

### General Fund

This category of revenue consists of an allocation from the City's General Fund. These revenue sources are used primarily for operation and maintenance of the parks system. As Table 7-1B shows, the revenue allocated from the City's General Fund is derived from undedicated funds that vary from year to year. This variation is due to both the changes in the City's General Fund and the percentage allocated to the parks fund each year.

**Table 7-2. Sisters Parks Fund Resources by Category**

	FY 2006/07 (Actual)	FY 2007/08 (Actual)	FY 2008/09 (Actual)	FY 2009/10 (Revised)	FY 2010/11 (Adopted)
Interest	\$ 2,061	\$ 3,716	\$ 2,281	\$ 1,000	\$ 800
System Development Charges	\$ 62,515	\$ 15,938	\$ 11,647	\$ 10,000	\$ 18,000
Intergovernmental Transfers	\$ -	\$ -	\$ -	\$ 180,840	\$ 25,000
General Fund	\$ -	\$ 148,278	\$ 170,978	\$ 194,670	\$ 198,478
<b>Total Resources</b>	<b>\$ 64,576</b>	<b>\$ 167,932</b>	<b>\$ 184,906</b>	<b>\$ 386,510</b>	<b>\$ 242,278</b>
<b>Beginning Fund Balance</b>	<b>\$ 23,143</b>	<b>\$ 87,719</b>	<b>\$ 107,373</b>	<b>\$ 121,873</b>	<b>\$ 121,411</b>
<b>Total Resources</b>	<b>\$ 87,719</b>	<b>\$ 255,651</b>	<b>\$ 292,279</b>	<b>\$ 508,383</b>	<b>\$ 363,689</b>

Source: City of Sisters FY 2010/11 Operating Budget.

## 7.4 Funding Requirements

This section describes the funding requirements to implement the recommendations contained in the Parks Master Plan and achieve the vision and goals for the Sisters parks system. This information is intended to provide an understanding of the financial realities affecting the future of the Sisters parks system. The funding needs include improvement actions and forecasted operations and maintenance costs. The information has been organized into four sections:

- **Estimating Costs.** Outlines the parameters used for estimating probable costs of implementation actions.
- **Capital Projects.** Provides costs for projects based on a detailed 10-year Capital Improvement Plan (CIP), included as a separate document. Prioritizes projects into three categories: 0-5 years (Priority I), 6-10 years (Priority II), and as funds become available (Priority III).
- **Operations and Maintenance.** Estimates costs for operation and maintenance of additional parkland as it is added to the system.
- **Improvement Actions.** Consist of capital projects categorized as park improvements, land acquisition, new park development, and trail development.

### ESTIMATING COSTS

Improvement costs vary widely based on local conditions, economic factors, environmental constraints, and application of SDCs. The following parameters were used for estimating costs in Sisters, based on past projects and additional local information.

- **Land Acquisition.** The cost of land can vary widely within Sisters. For estimating probable acquisition costs, the Plan uses land prices that were estimated at \$85,000 per acre within the UGB.
- **New Park Development.** New park development is estimated at \$200,000 per acre for mini and neighborhood parks, and \$150,000 per acre for special use parks, and \$50,000 per acre for open space areas.
- **Park Improvements.** Detailed cost estimates were developed for each improvement within the park. Additional detail is provided in the *Parks CIP*.

## CAPITAL PROJECTS

The costs for capital projects are summarized below. The cost estimates are for individual and system-wide park improvements that meet the City's design standards and residents' needs. However, costs for these types of projects can vary greatly and depend upon the design of the facilities. For a detailed description of park improvements refer to the separate *Parks CIP*.

The total ten year cost for all of the improvements identified is estimated at \$2,534,000. This amount includes Priority I and Priority II projects planned to occur within the next 10 years. This amount does not include Priority III projects (totaling \$4,961,000 to \$16,931,000) which may occur outside the 10-year planning horizon, or as funding allows. The total 20-year cost for implementing recommendations in this plan is estimated at \$7,495,000 to \$19,465,000. Following is a summary of proposed projects and estimated costs organized in tables by improvement type.

### Park Improvements

This section identifies improvements to existing parks within the Sisters parks system, based on input from residents and stakeholders as expressed through the community involvement process, and needs identified through the needs assessment process.

**Table 7-3. Mini Park Projects**

MINI PARK PROJECTS				
PARK	PROJECT	TOTAL COST	SCHEDULE	
<b>Barclay Park</b>	Parking Area Improvements	\$ 28,000	Priority I	
	Enhance Landscape Plantings	\$ 7,000	Priority I	
	Public Art	\$ 5,000	Priority I	
	Interpretive Signage	\$ 1,500	Priority I	
	Bike Racks	\$ 500	Priority I	
	Dog Waste Disposal Station	\$ 390	Priority I	
	Wayfinding Signage	\$ 1,000	Priority I	
	Subtotal	\$ 43,390		
<b>Buck Run Park</b>	Benches	\$ 1,700	Priority I	
	Dog Waste Disposal Station	\$ 390	Priority I	
	Subtotal	\$ 2,090		
<b>PRIORITY I TOTAL</b>		\$ 45,480		
<b>TOTAL</b>		\$ 45,480		

Source: Cameron McCarthy 2011.

**Table 7-4. Neighborhood Park Projects**

NEIGHBORHOOD PARK PROJECTS				
PARK	PROJECT	TOTAL COST	SCHEDULE	
<b>Cliff Clemens Park</b>	Restroom Building	\$ 75,000	Priority I	
	Picnic Table Area	\$ 2,100	Priority I	
	Gazebo	\$ 70,000	Priority I	
	Enhance Landscape Plantings	\$ 35,000	Priority I	
	Public Art	\$ 5,000	Priority I	
	Sand Volleyball Court	\$ 35,000	Priority I	
	Dog Waste Disposal Stations	\$ 780	Priority I	
	Wayfinding Signage	\$ 1,000	Priority I	
	Subtotal	\$ 223,880		
<b>PRIORITY I TOTAL</b>		\$ 223,880		
<b>TOTAL</b>		\$ 223,880		

Source: Cameron McCarthy 2011.

**Table 7-5. Community Park Projects**

COMMUNITY PARK PROJECTS			
PARK	PROJECT	TOTAL COST	SCHEDULE
Village Green	Parking and Pathway Improvements	\$ 288,000	Priority I
	Play Structure Expanded	\$ 50,000	Priority I
	Play Equipment and Swings	\$ 20,000	Priority I
	Replace Restrooms	\$ 100,000	Priority I
	Improve Lighting	\$ 40,000	Priority I
	Public Art	\$ 5,000	Priority I
	Benches	\$ 2,550	Priority I
	Bike Racks	\$ 1,000	Priority I
	Dog Waste Disposal Stations	\$ 1,560	Priority I
	Wayfinding Signage	\$ 1,000	Priority I
	BBQ/Event Prep Station	\$ 5,000	Priority I
	Subtotal	\$ 514,110	
Creekside Park	ADA Accessibility Improvements	\$ 20,000	Priority I
	Parking Improvements	\$ 108,000	Priority I
	Pavilion/Gazebo	\$ 30,000	Priority I
	Electrical Upgrades	\$ 20,000	Priority I
	Enhance Entry	\$ 1,600	Priority I
	Enhance Landscape Plantings	\$ 56,000	Priority I
	Improve Creek Access	\$ 10,000	Priority I
	Interpretive Signage	\$ 3,000	Priority I
	Wayfinding Signage	\$ 1,000	Priority I
	Public Art	\$ 5,000	Priority I
	Benches	\$ 5,100	Priority I
	Picnic Tables	\$ 2,985	Priority I
	Trash/Recycling Receptacles	\$ 1,600	Priority I
	Bike Racks	\$ 500	Priority I
	Dog Waste Disposal Station	\$ 390	Priority I
	Subtotal	\$ 265,175	
PRIORITY I TOTAL		\$ 779,285	
TOTAL		\$ 779,285	

Source: Cameron McCarthy 2011.

**Table 7-6. Special Use Park Projects**

SPECIAL USE PARK PROJECTS			
PARK	PROJECT	TOTAL COST	SCHEDULE
Veterans Memorial Park	Interpretive Signage	\$ 1,500	Priority I
	Public Art	\$ 5,000	Priority I
	Subtotal	\$ 6,500	
Wild Stallion Park	Interpretive Signage	\$ 1,500	Priority I
	Decorative Lighting	\$ 4,000	Priority I
	Enhance Landscape Plantings	\$ 1,500	Priority I
	Subtotal	\$ 7,000	
PRIORITY I TOTAL		\$ 13,500	
TOTAL		\$ 13,500	

Source: Cameron McCarthy 2011.

### Land Acquisition

In order to provide enough parkland to maintain the recommended LOS standard, the City will need to acquire and develop additional parkland within the next 20 years. Currently, Sisters owns several undeveloped properties that can be developed as parkland. To preserve the ability to develop parkland in the future, Sisters will need to spend approximately \$2,482,000 to \$6,052,000 in actual costs, or dedication value, over the life of the plan to acquire land, as presented in Table 7-7.

**Table 7-7. Land Acquisition**

LAND ACQUISITION		
PROJECT	TOTAL COST	SCHEDULE
Saddlestone Park	\$ 85,000	Priority III
Site N-3	\$ 42,500	Priority II
Site N-4	\$ 161,500	Priority II
Site C-1 *	\$ 425,000 \$ 3,995,000	Priority III
Site S-1	\$ 425,000	Priority III
Site X-1	\$ 178,500	Priority III
Site O-1	\$ 170,000	Priority III
Site O-2	\$ 952,000	Priority III
Community Garden Site	\$ 42,500	Priority I
<b>Priority I Total</b>	<b>\$ 42,500</b>	
<b>Priority II Total</b>	<b>\$ 204,000</b>	
<b>Priority III Total</b>	<b>\$ 2,235,500 \$ 5,805,500</b>	<b>to</b>
<b>TOTAL (RANGE)</b>	<b>\$ 2,482,000 \$ 6,052,000</b>	<b>to</b>

Source: Cameron McCarthy 2011.

Acquisition costs are based on a conservative estimate of \$85,000 per acre for undeveloped land within the UGB. Due to demand pressures and inflation rates, acquisition costs between \$100,000 and \$200,000 per acre are likely over the twenty-year plan horizon.

### Parkland Development

Development costs for new parkland are estimated at \$200,000 per acre for mini and neighborhood parks, and \$150,000 per acre for special use parks, and \$50,000 per acre for open space areas, based on average costs for park development in Oregon. Table 7-8 presents a summary of new parkland development. During the next 20-years, new parkland development is estimated to between \$3,945,000 and \$12,345,000.

**Table 7-8. Parkland Development**

PARKLAND DEVELOPMENT		
PROJECT	TOTAL COST	SCHEDULE
Site M-1	\$ 310,000	Priority I
Site N-2	\$ 375,000	Priority I
Site N-3	\$ 100,000	Priority II
Site N-4	\$ 285,000	Priority II
Site C-1	\$ 1,000,000 \$ 9,400,000	Priority III
Site S-1	\$ 750,000	Priority III
Site X-1	\$ 315,000	Priority III
Site L-1	\$ 75,000	Priority II
Site L-2	\$ 75,000	Priority II
Site O-1	\$ 100,000	Priority III
Site O-2	\$ 560,000	Priority III
<b>Priority I Total</b>	<b>\$ 685,000</b>	
<b>Priority II Total</b>	<b>\$ 535,000</b>	
<b>Priority III Total</b>	<b>\$ 2,725,000 \$ 11,125,000</b>	<b>to</b>
<b>TOTAL (RANGE)</b>	<b>\$ 3,945,000 \$ 12,345,000</b>	<b>to</b>

Source: Cameron McCarthy 2011.

### Open Space Improvements

The Plan includes development to one existing open space area in the form of access improvements, as presented in Table 7-9 below.

**Table 7-9. Open Space Development**

OPEN SPACE PARK	PROJECT	TOTAL COST	SCHEDULE
Whyches Creek Access	Path Extension	\$ 3,563	Priority I
	Extend Split-rail Fence	\$ 1,075	Priority I
	Way Finding Signage	\$ 1,000	Priority I
<b>PRIORITY I TOTAL</b>		<b>\$ 5,638</b>	
<b>TOTAL</b>		<b>\$ 5,638</b>	

Source: Cameron McCarthy 2011.

## OPERATIONS AND MAINTENANCE

The Sisters Parks System will increase in acreage over the next 20 years. If Sisters reaches the recommended LOS of 5.0 acres per 1,000 persons, it will have approximately 20 acres of developed parkland in the year 2030. The current per acre cost for operations and maintenance is \$3,741 per developed park acre. Using these numbers as a standard maintenance cost per acre, the City can expect to spend approximately \$74,820 (inflation notwithstanding) in the year 2030 for operation and maintenance of the system. The Parks fund resources transferred from the City's General Fund are the primary dedicated funding source for operations and maintenance. The City will need to obtain additional funds as the park system expands to cover operations and maintenance costs associated with a 20-acre parks system.

## IMPROVEMENT ACTIONS

Total costs for park improvements, land acquisition, parkland development, and trail development are estimated to be approximately \$7,495,000 to \$19,465,000. Land acquisition, parkland development, and trail development comprise the majority of the total costs. Specific park improvement costs total \$1,066,000.

**Table 7-10. Total Cost of Capital Projects**

CAPITAL PROJECT	TOTAL COST		
Park Improvements			
Mini Park Projects	\$ 45,480		
Neighborhood Park Projects	\$ 223,880		
Community Park Projects	\$ 779,285		
Special Use Park Projects	\$ 13,500		
Land Acquisition	\$ 2,482,000	to	\$ 6,052,000
Parkland Development	\$ 3,945,000	to	\$ 12,345,000
Open Space Development		\$ 5,638	
<b>Total (Range)</b>	<b>\$ 7,495,000</b>	<b>to</b>	<b>\$ 19,465,000</b>

Source: Cameron McCarthy 2011.

Table 7-11 identifies estimated costs by Priority assignment.

**Table 7-11. Total Costs by Priority Assignment**

PRIORITY LEVEL	TOTAL COST		
Priority I	\$ 1,795,283		
Priority II	\$ 739,000		
Priority III	\$ 4,960,500	to	\$ 16,930,500
<b>Total (Range)</b>	<b>\$ 7,495,000</b>	<b>to</b>	<b>\$ 19,465,000</b>

Source: Cameron McCarthy 2011.

## 7.5 Funding Strategy

Parks system improvement actions have been historically funded almost exclusively out of the Sisters Parks Fund Budget, as described earlier in this Chapter. This fund consists of revenue from SDCs, allocation from the general fund, and interest from investments. In addition, the City can utilize grants, donations, user fees, and other funding sources to fund improvement actions. The land use process can also be utilized as a means for parkland acquisition.

### ANTICIPATED FUNDING SOURCES

This section details anticipated funding sources for Sisters parks system improvement actions.

#### General Fund

For planning purposes, it is assumed that the Sisters Parks Fund will receive \$2,415,222 in funds from the General Fund over the course of 10-years. This calculation is based on the 2011 general fund budget allocation in Table 7-1B and assumes a 2 percent annual increase.

#### Park Fund Balance

The fund currently has a balance of \$121,411, all of which is available to fund park improvements.

#### System Development Charges

The *Parks CIP* provides a foundation for a review and increase of the SDC rate to fund park improvements, system-wide improvements, and land acquisition and development associated with implementing the goals and objectives of this plan. Table 7-12 projects SCD rates using a 3.90% inflation rate and single family dwelling units (SF-DU) at a density of 2.9 people/unit for calculations. Based on the assumption that single-family homes will continue to dominate residential construction and growth occurs according to projections, the City can expect to receive approximately \$50,000 to \$125,000 in SDC revenues annually through 2030.

**Table 7-12. Forecasted SDC Revenues, 2010-2030.**

Year	Increase in Dwelling Units Annually <sup>2</sup>	Increase in Dwelling Units 5-Year Period <sup>2</sup>	SDC Rate per Dwelling Unit <sup>34</sup>	SDC Revenue Generated Annually	SDC Revenue Generated 5- Year Period
2010	-	-	-	\$ 3,678	\$ -
2015	343	24	118	\$ 59,139	\$ 295,697
2020	417	29	144	\$ 76,685	\$ 383,423
2025	514	35	177	\$ 100,823	\$ 504,115
2030	582	40	201	\$ 121,766	\$ 608,830

<sup>1</sup> Assumes a 2.30% annual population increase between 2011 and 2030.

<sup>2</sup> Assuming 2.9 residents per dwelling unit.

<sup>3</sup> Assumes 1.3% annual SDC rate increase based upon the 2010 Portland Consumer Price Index.

<sup>4</sup> Assumes a beginning SDC of \$2,500 per SF-DU.

Source: Cameron McCarthy 2011.

During the 10-year period between 2011 and 2021, it is estimated that Sisters will receive approximately \$679,120 in SDC fees from residential development. During the 10-year period between 2021 and 2030, it is assumed that Sisters will receive approximately \$1,112,944 in fees.

### Grants

Sisters has historically been the recipient of grants, both state and federal, for parks and trails related capital improvements. In 2010, the City received a grant from the Oregon Parks and Recreation Department (ORPD) in the amount of \$25,000 for the completion of this plan. A comprehensive list of grant funding sources is included as *Appendix E*. If the City aggressively pursues grant funding, the City should be able to receive approximately \$500,000 in total grant funding over the next 10-years.

### Donations

Sisters should develop a plan to actively pursue and accept donations of cash or in-kind services for park improvements. Assuming the plan is successful, about \$10,000 per year should be accrued over the next 10-years.

## FUNDING SUMMARY

Table 7-13 presents a summary of anticipating funding for improvement actions over the next 10-years. The City can expect to receive \$3,815,753 in funds from the parks fund balance, intergovernmental transfers (general fund), SDCs, grants, and donations over the next 10-years.

**Table 7-13. Funding Sources (10-years)**

FUNDING SOURCE	AMOUNT
Park Fund Balance	\$ 121,411
General Fund	\$ 2,415,222
System Development Charges	\$ 679,120
Grants	\$ 500,000
Donations	\$ 100,000
<b>TOTAL</b>	<b>\$ 3,815,753</b>

Source: Cameron McCarthy 2011.

As noted above, Priority I and Priority II projects are included in the 10-year *Parks CIP*. These projects total \$2,534,000 in estimated costs. Priority I projects total \$1,795,000 and Priority II projects total \$739,000. Based on forecasted revenues, Sisters has adequate funding to complete Priority I and II projects within the next 10-years.

Table 7-14 presents a summary of anticipated revenue and funding requirements to implement recommendations in this Plan for 5-year periods from 2011-2021. Anticipated revenue sources will only fund between 32 and 50 percent of the improvement actions and capital projects recommended in this Plan. The City will need to consider additional funding sources for parks system improvements such as a parks utility fee, bonds, levies, and grants.

**Table 7-14. Parks Revenue and Funding Summary, 2011-2030.**

5-YEAR PERIOD				
Funding Sources	2011-2015	2016-2020	2021-2025	2026-2030
Park Fund Balance	\$ 121,411	\$ -	\$ -	\$ -
General Fund	\$ 1,032,887	\$ 1,140,391	\$ 1,259,084	\$ 1,390,131
System Development Charges	\$ 295,697	\$ 383,423	\$ 504,115	\$ 608,830
Grants	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000
Donations	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Total	\$ 1,749,995	\$ 1,823,815	\$ 2,063,199	\$ 2,298,960
<b>Funding Requirements</b>				
Improvement Actions				
Priority I Projects	\$ 1,795,283	\$ -	\$ -	\$ -
Priority II Projects	\$ -	\$ 739,000	\$ -	\$ -
Priority III Projects	\$ -	\$ -	\$ 8,465,250	\$ 8,465,250
Operations and Maintenance Costs	\$ 222,676	\$ 261,674	\$ 309,745	\$ 364,174
Total	\$ 2,017,959	\$ 1,000,674	\$ 8,774,995	\$ 8,829,424
<b>Surplus / (Deficit)</b>	<b>\$ (267,964)</b>	<b>\$ 823,140</b>	<b>\$ (6,711,796)</b>	<b>\$ (6,530,464)</b>
<b>Cumulative Surplus / (Deficit)</b>	<b>\$ (298,007)</b>	<b>\$ 525,134</b>	<b>\$ (6,186,662)</b>	<b>\$ (12,717,126)</b>

Source: Cameron McCarthy 2011.

## 7.6 Additional Funding Resources

As the Sisters expands its parks system, additional funding will be needed for parkland acquisition, development and maintenance. The City should work to obtain critical funding from diverse sources in order to maintain and expand its parks system. Although Sisters currently utilizes a variety of these strategies, a funding gap exists. This section provides recommendations in two sectors, operations and capital projects.

### OPERATIONS RESOURCES

Ideally, the parks system should receive a dedicated source of funds. It is the desire of the City to decrease reliance on the general fund for parks operations and maintenance; therefore, the City will need to explore alternate funding sources. The following funding sources are for operations and maintenance as well as capital projects.

- **Local Option Levy:** A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit. This levy may be used to fund a capital project or a group of projects over a specified period of time, up to ten years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis.

- **Public/Private Donations:** Donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Two key motives for donation are philanthropy and tax incentives. The typical strategy for land donations is to identify target parcels and then work directly with landowners. There are a number of drawbacks associated with this funding option:
  - Soliciting donations requires time and effort on the part of City staff;
  - It is important to establish a nonprofit foundation, which requires additional resources, to accept and manage donations; and
  - Donations are an unstable funding source and should not be relied upon to fund the majority parks system improvements.
- **Public/Private Partnerships:** Partnerships play an important role in the acquisition of new park and recreation facilities and in providing one-time or on-going maintenance support. Public, private and non-profit organizations may be willing to fund outright or work with the City to acquire additional parks and recreation facilities and services. Partnerships, like donations, require time and effort on the part of City staff.
- **Fees and Charges:** As the number and quality of park amenities increase the amount of user fees should increase. The user fees, however, represent a relatively small amount of the total revenue.
- **Parks Utility Fee:** At least one Oregon community has established a parks utility fee for operation and maintenance of the parks system. The parks utility fee establishes a stable stream of funding for operations and maintenance. The parks utility fee can be increased to stabilize the on-going maintenance needs, which represent a large long-term cost to the City. This would relieve the parks system's reliance on revenue from the City's General Fund and other funding sources.

## CAPITAL IMPROVEMENT RESOURCES

The following funding sources are for capital projects only.

- **System Development Charges (SDC):** The City should consider updating the SDC rate methodology and tying future rate increases to an inflation index.
- **Local Improvement District (LID):** Under Oregon Law, communities can create LIDs to partially subsidize capital projects. The creation of a special district is most appropriate for an area that directly benefits from a new development such as a neighborhood park.
- **General Obligation Bond:** This type of bond is a tax assessment on real and personal property. The City of Sisters can levy this type of bond only with a double majority voter approval unless the vote takes place during a general election held on an even year, in which case a simple majority is required. This fund can supplement SDC revenues and is more equitable.
- **Public/Government Grant Programs:** These include Community Development and Block Grants (CDBG), Land and Water Conservation Grants, Federal Transportation Grants, State of Oregon Local Government Grants, Urban Forestry Grants, Oregon Watershed Enhancement Board Grants.
- **Other Options:** These include land trusts, exchange of property, conservation easements, lifetime estates and the National Tree Trust programs.

## 7.7 Conclusion

To create a healthy, well-funded parks system, the City of Sisters must pursue a funding strategy that includes a variety of sources. Grants, donations, partnerships, as well as bonds, levies, and fee/permit revenues all play a part in a diverse funding strategy. The City should consider the following actions in developing a funding strategy:

- **Increase the SDC assessment rates:** The current SDC rates are not sufficient to allow the City to expand and develop its parks system while meeting its park goals and objectives. Additionally, the SDC methodology does not take into account inflation, nor does it take into account acquisition or development costs. The City should evaluate the affect of an SDC rate increase on the Parks Budget and real estate development efforts.
- **Pursue grant opportunities for capital improvement projects, trails, and land acquisition:** State, regional, and federal grants can provide funding for a variety of park, open space, and trail projects. The City should balance the potential application's competitiveness with required outlays of staff time when applying for grant funds.
- **Develop partnerships:** The City should work to develop partnerships with local recreation service providers, specifically SPRD, to improve operational efficiencies and leveraging of funds. Land trusts also provide an opportunity for collaborative efforts to contribute to the open space and natural areas of the parks system.
- **Develop relationships with landowners:** The City should cultivate relationships with landowners who may be interested in donating land to the City or allowing purchase at a reduced cost. Private landowners have contributed to the Sisters parks system in the past, and may continue to do so in the future.
- **Evaluate the feasibility of bond measures:** The City should evaluate the feasibility of a bond measure with a defined development plan as outlined in this Plan.
- **Explore measures to reduce acquisition, development, and operational costs:** The City should explore ways to reduce operational costs, potentially through cost-efficient design and facilities; to reduce development costs, through the use of volunteers and donations; and to reduce land acquisition costs by exploring alternative means of acquiring lands.

*This page is intentionally left blank*

# APPENDIX A PARKS INVENTORY

## BUCK RUN PARK



### Description

The triangularly shaped Buck Run Park provides access to Whychus Creek. The park is located across from Three Sisters Overnight Park and next to the Buck Run subdivision. The name refers to historical deer travel along the creek.

### Opportunities and Constraints

- Proximity to Three Sisters Overnight Park
- Access to Whychus Creek

#### Type

Mini Park

#### Size

0.02 acres

#### Status

Developed (minimal improvements)

#### Existing Facilities

- Bench
- Picnic table
- Signage
- Water access

## HAROLD AND DOROTHY BARCLAY PARK



### Description

Among original pioneer entrepreneurs to settle in Sisters, Mr. and Mrs. Barclay formed a successful local logging company. Today, in the heart of the City's commercial zone, a plaza bears their names in honor of their historic contributions. The highly developed park is located south of Highway 20 between Oak and Fir Streets, serving as a welcome resting spot for pedestrians and travelers. The park features a small landscaped pond, public restrooms, and seating. The park received an Award of Excellence for small cities in 2003 from the League of Oregon Cities. Positively noted was the fact that about 80% of the project was privately funded with contributions that included the Sisters Kiwanis, Rotary, and Chamber of Commerce.

### Type

Mini Park

### Size

0.44 acres

### Status

Developed

### Existing Facilities

- Signage
- Parking
- ADA Access
- Lighting
- Pedestrian Plaza
- Restrooms
- Benches (11)
- Water Feature
- Trash Receptacles
- Trees

### Opportunities and Constraints

- Interest in a local performance area/amphitheater
- Opportunity to prominently display public art
- Interest in more small community activities
- Additional seating
- Concerns over better servicing of restrooms
- Interest in additional landscaping
- Needed parking lot improvements

## CLIFF CLEMENS PARK



### Description

In 2004, Cliff Clemens Park was dedicated to Mr. Clifton Clemens in recognition of a lifetime of outstanding and devoted service to the community of Sisters. As the first president of the Kiwanis Club of Sisters, he has been referred to as "Sisters most venerable citizen" for his commitment to the community. Located at the corner of Black Butte Avenue and Larch Street, this undeveloped neighborhood park is a wide-open green lawn with parking access and trail connections. The park is currently frequently used by the neighboring residential community and as a place to exercise dogs.

### Type

Neighborhood Park

### Size

2.28 acres

### Status

Developed

### Existing Facilities

- Signage
- Parking
- ADA access (limited)
- Access to paths
- Lighting (limited)
- Picnic Tables (5)
- Benches (2)
- Dog Station
- Trash Receptacle (1)

### Opportunities and Constraints

- Interest in adding athletic fields and equipment
- Interest in adding restroom facilities
- Interest in sand volleyball
- Desires for more activities
- Needs better connectivity with downtown
- Desire for access to a community garden
- Concern for better landscaping to make it more inviting
- Potential interest in adding a splash play feature
- Desire for more seating
- Desires for better park signage

## VILLAGE GREEN PARK



### Type

Community Park

### Size

1.32 acres

### Status

Developed

### Existing Facilities

- Signage
- Information Kiosk
- Parking
- Lighting (limited)
- Bike Rack (1)
- Picnic tables (10)
- Benches (6)
- Water Fountain (1)
- Gazebo (1)
- Covered Pavilion
- Veterans Memorial
- Play Structure (1)
- Double Swing (1)
- Trash Receptacles (4)
- Trees and Landscaping

### Description

Sited on a full City block, this highly used Community Park is located just two blocks south of downtown between Elm and Fir Streets. For a nominal fee, the City allows groups to reserve the park for events including craft shows, fairs, and weddings. The park has many developed amenities offering a range of uses to the community.

### Opportunities and Constraints

- Electricity is available
- Interest in more picnic tables
- Interest in a water play feature
- Needs drinking fountains
- Needs recycling containers
- Needs dog stations
- Interest in adding swings
- Needs better connectivity to trails, other parks, and Whychus Creek
- Interest in public art
- Outdated play equipment
- Lack of bike parking
- Outdated restrooms
- Concerns about safety at night

## CREEKSIDE PARK



### Description

Located between Highway 20, Jefferson Avenue, and Locust Street, Creekside Park is a partially developed park adjacent to glacier fed Whychus Creek. The park is often used for picnicking as it has many picnic tables spread throughout the many large coniferous trees on the grass lawn. Bathrooms are accessible via the pedestrian foot bridge to the adjacent Three Sisters Overnight Park.

### Opportunities and Constraints

- Interest in a local performance area/amphitheatre
- Needs electrical upgrades
- Potential need for free-standing benches
- Interest in adding public art
- Needs ADA compliance update
- Expressed desires for better creek access
- Potential location for horseshoe pits at the east end of the park
- Needs dog stations
- Interest for more public activities throughout the year
- Desires for additional picnic tables
- Interest in a gazebo
- Concerns over lighting and safety

### Type

Community Park

### Size

2.65 acres

### Status

Developed

### Existing Facilities

- Signage
- Information/directional signage
- Parking
- Creek Access
- Bike and Pedestrian Bridge
- Picnic Tables (10)
- Benches (1)
- Dog Station (1)
- Drinking Fountain (1)
- Trees and Landscaping

## THREE SISTERS OVERNIGHT PARK



### Type

Special Use Park

### Size

6.72 acres

### Status

Developed

### Existing Facilities

- RV Spaces (70)
  - RV Sewage Disposal Station
  - Storage Sheds (3)
  - Camp Host Site
  - Full hook-up for RVs (25)
  - Fire Pits (for RVs)
  - Pay Station
  - Picnic Tables (for RVs)
  - Trash Dumpster (1)
  - Signage
  - Access to Path
  - Access to Whychus Creek
  - Restrooms

### Description

Three Sisters Overnight Park is a developed campground for tent and RV visitors. Located between Highway 20, Jefferson Avenue and Locust Street, it is both close to the highway but tucked away in the surrounding residential area. Creekside Park is adjacent to the overnight park and accessible by a centrally located foot bridge. There are also connections to paved paths running parallel to Whychus Creek along the overnight park side.

### Opportunities and Constraints

- Contains trees and natural habitat
- Does not have a playground
- No local access to a dog park
- Needs an electrical upgrade in Southeast end for Whychus Trail lighting and park lighting
- Users voice desire for a posted map of the City that shows amenities
- Needs additional way finding park signage
- Needs updates to the restrooms
- Potential for more lawn area

## VETERANS MEMORIAL PARK



### Description

Veterans Memorial Park was dedicated in 2006 to those who have served in the United States Armed Forces and their families. The park is entirely maintained by volunteers, many of which are involved with Sisters Rotary or the Community Church. The flagpole was donated by local contractor Lynn Johnston and the flag has been donated (and replaced about every two years) by Earl Schroeder of the Sisters Veterans of Foreign Wars (VFW). The park also features a memorial rock plaque that was donated by the VFW.

### Opportunities and Constraints

- Maintenance is the result of community volunteerism.

#### Type

Special Use Park

#### Size

0.25 acres

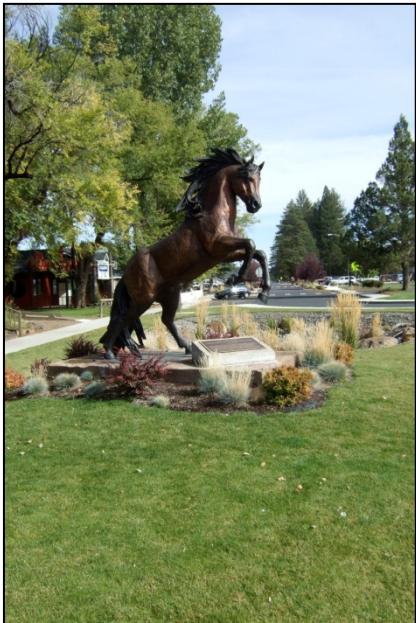
#### Status

Developed

#### Existing Facilities

- Flag pole
- Memorial
- Welcome sign
- Decorative lighting
- Landscaping

## WILD STALLION PARK



### Description

Wild Stallion Park, located on the corner of Larch and Cascade Streets, is named for its prominent 13-foot bronze horse statue by renowned Sisters artist Lorenzo Ghiglieri. The statue, entitled "The Wild Stallion," was donated to the City in 2009. The park contains lawn and a rock-lined bioswale surrounded by landscaping.

### Opportunities and Constraints

- Interest in decorative lighting

#### Type

Special Use Park

#### Size

0.02 acres

#### Status

Developed

#### Existing Facilities

- Bronze stallion statue
- Landscaping
- Bioswale

*This page intentionally left blank.*

# APPENDIX B PARKS CONCEPT PLANS

**Figure B-1. Fir Street Park Concept Plan**



**Figure B-2. Three Sisters Park Extension Concept Plan**

APPENDIX B: PARKS CONCEPT PLANS

**Figure B-3. US Forest Service Site Concept Plan**



**LEGEND**



PROPERTY LINE



PROPOSED SIDEWALK



SHARED USE PATH  
Asphalt or Concrete paving.  
Arrows indicate continuation of path.



SOFT PATH  
• MULCH OR  
COMPACTED SOIL



OPEN SPACE  
Preserve / Protect



HIGHWAY BUFFER  
100 feet from highway



FITNESS STATION (8)



PICNIC AREA (6)



INFORMATION KIOSK (I)

**CAMERON  
McCarthy**  
LANDSCAPE ARCHITECTURE & PLANNING

June 1, 2011

**SISTERS PARK MASTER PLAN  
USFS Concept**



# APPENDIX C DESIGN STANDARDS

## Overview

The following standards are applicable to the design of parks, natural areas, open space, and trails in Sisters. These standards are intended to guide the future development of park system assets to ensure that safe, easily maintained facilities that contribute to the livability of the community are created. The standards provide direction to the Park and Recreation Board, Public Works Department, and developers in the design of park and recreation facilities.

The standards address the following general areas:

- Safety
- Plantings
- Mowing and Turf Maintenance
- Parking
- Restrooms
- Play Areas
- Site Furnishings

Specific standards address the design and development of the following park types:

- Mini Parks
- Neighborhood Parks
- Community Parks
- Open Space/Greenways

## General Standards

### SAFETY

It is important to create landscapes that do not have the potential to attract illegal or threatening activities, as well as illegal or threatening use. The following features will help create transparency in public spaces:

- Apply Crime Prevention through Environmental Design (CPTED) principles to all park design.
- Vegetation that is directly adjacent to pedestrian areas should allow for visibility through the site. To provide visual access to users and authorities, trees should be limbed up to a height of 7 feet and shrubs should not exceed 2 feet in height.
- Built structures should be situated for easy observation from areas of frequent use and convenient access by law enforcement.
- Vehicle access to the park and amenities will allow authorities to patrol parks with some ease and proficiency. This access can also provide emergency services and maintenance.
- Sidewalks and paths intended for vehicle use should be at least 8 feet wide. Those that are concrete should be at least 7 inches thick.

## PLANTINGS

The use of native vegetation can play an integral part in park design to enhance a regional feel as well as support the ecological systems that are unique to the area. The following vegetation and irrigation guidelines assist in creating efficient, distinctive, and lush spaces.

- Vegetation along trail systems, waterways (creeks, rivers, bioswales and storm water) and within linear parks should consist of native plants and flora.
- Non-irrigated areas and irrigation reserved for areas such as sports fields should be designated. The use of native vegetation will reduce the need for irrigation. To establish plants, consider using a temporary irrigation system or hand watering. Design the irrigation system so that irrigation heads spray underneath plants or into them, not above them.
- Trees planted in groups increase the efficiency of mowing and maintenance. When designing tree groups, it is important to provide a flush border around groups to ease irrigation and mowing.
- Planting areas in parking lots should be designed to provide continuous coverage within 3 years. The plants should be hardy, with a track record of survival in the harsh environment of a parking lot.
- Trees should not be planted next to restrooms because they may provide unwanted access to the roof as well as create hiding places near the structure (shrubs should be less than 4 feet in height and should be limbed up to allow visual access under them). Plantings should allow maintenance access to the roof.

## MOWING AND TURF MAINTENANCE

Turf areas allow different experiences in parks. Groomed areas provide field sports, picnicking and free play, while rough mowed areas provide an aesthetic to the park while buffering natural and riparian areas. To create these effects design intent and maintenance should be followed.

- Rough mown areas are mowed once or twice a year. There should be 15 feet between vertical obstacles in these areas. Maximum mowing slopes for rough turf or natural areas should be less than 5:1.
- Groomed turf slopes should be less than 4:1, with less being preferable.
- Irrigation systems should take into account solar aspect, wind and topography to minimize the overuse of water. The minimum distance between vertical objects is 7 feet for mower access. Design for continuous mowing, taking care to avoid the creation of dead ends, tight corners or areas where a mower cannot easily reach. Provide a concrete mowing strip around vertical objects such as fence posts, signs, drinking fountains, light poles and other site furniture with a 12" minimum offset between the object's vertical edge and turf. Also, plant trees in groups (see Planting).
- Vehicular access is important to ensure ease to the maintenance crew. Providing curb cuts in logical areas such as turnaround areas where possible and generous radius corners to protect adjacent planting or lawn.
- Herbicide use should be limited in favor of more sustainable pest management products and practices.

## PARKING

Parking lots should be representative of the experience the user will have at the park and designed to minimize disturbance of park functions. The following guidelines will help to carefully situate parking in the landscape to provide both accessibility and views.

- A minimum of 3 to 5 spaces per acre of usable active park area should be provided if less than 300 linear feet of street frontage occurs.
- Park design should encourage access by foot or bicycle, and provide bicycle racks at each primary access point and restroom.
- The size of planting areas within the parking lot should be as large as possible with adequate room for maintenance to be performed safely.
- Stormwater runoff should be diverted into a stormwater facility such as a bioswale before entering the storm water system to reduce the impact of pollution on stream and creek systems. To achieve this purpose of water purification and cooling, the bioswales should be planted with native vegetation (see Planting).
- Outdoor light fixtures should be encouraged in larger parking lots to enhance safety during darkness.

## RESTROOMS

Restrooms should be safe, low maintenance facilities that reflect Sisters' regional feel. The components and the placement of these structures are important in addressing the following goals.

- Interior surfaces of restrooms should be glazed tile and the exterior surfaces should be non-porous for easy cleaning (i.e., glazed block, glazed tile, painted block or painted concrete). The use of heavy concrete partitions between stalls is recommended. Specify only stainless steel restroom fixtures.
- The drain inside the structure should always operate correctly. If the facility is near an athletic field such as volleyball courts or a spray park, there should be an area outside the restroom with a faucet/ shower and drain for users to rinse off sand and chlorine.
- Including separate storage areas adjacent to the restroom structure can serve the city. Storage areas may house recreation equipment for fair weather activities and maintenance supplies for park crew convenience.
- Sky lights can maximize the use of natural light. Minimizing light fixtures helps prevent tampering, destruction and keep costs down. Facilities that are open in the evening should have lighting that is designed with vandalism in mind. Lighting fixtures in all parks should be provided by the same manufacturer to save on expenses as well as space for replacements parts.
- A 5 to 6 foot apron around the structure should be constructed to protect the building from debris and water. Trees should be avoided next to the restroom (see Plantings).

## PLAY AREAS

Playgrounds in Sisters should meet the needs of children of different ages and abilities. The following guidelines will help create facilities that ensure accessibility and safety for children of all ages.

- Parks that have playground equipment, sports fields and splash fountains should be accessible to children under sixteen. Sidewalks, bike lanes and cross walks are necessary for connectivity and safety.
- Play areas should be level to reduce the surface substance from slumping to low points. Further, play surfaces should also take into consideration the physical requirements of special needs users. Consider using beach sand as a cost-effective, low-maintenance playground surface. Do not use engineered wood chip surfaces because decomposition will result in regular and expensive replacement.
- Play structures and equipment come in many different materials. Avoid specifying wood because: wood footings will rot, they are prone to termite infestation, the shrink/ swell defect of moisture loosens bolts and creates a safety hazard, pressure treated wood contains chromate copper arsenate (CCA), a carcinogen.
- Wooden play structures that exist presently should be sealed every two years to prevent arsenic leaching.
- Natural play areas created from boulders, logs and land forms and playground equipment made from 100% recycled plastic or other non-metal material are recommended. Metal playground equipment can be detrimental to special needs children.
- Planting trees or other structures to shade the play area is recommended.

## SITE FURNISHINGS

Site furnishings should be chosen or matched based on the current standard for Sisters. Water fountains, benches, light fixtures and posts, signage and bike racks can be used not only in the parks but in the City as well. This furniture should offer comfort, aesthetic beauty and be of formidable stature to prevent vandalism.

- Seating should be made from a material that is comfortable both in winter and the heat of summer while being able to withstand the elements and vandalism. Benches should be provided to offer places of rest, opportunities to experience views and congregate.
- Drinking fountains should be available at a ratio of one per 5 acres (with the exception of mini parks) which should have one. Drinking fountains should have the same design elements as the other furniture.
- Signage should be located in every park in areas that will be visible to all users. For example, place a sign at the entrance of the park that is visible to vehicular traffic, also place signs along the greenways and trails to inform pedestrians and bicyclists. Signage should be easy to read and informative. Interpretive signs fall into this category as well. They can be useful in natural and historic areas. When used in natural areas these signs should not be used in more sensitive places and should be used where it is universally accessible. Finally, signage should ensure graphic continuity throughout the park system.

## Specific Park Guidelines

### MINI PARKS

- Mini parks can be expensive to construct and maintain on a per unit basis but can be very valuable in neighborhoods that do not have parks or open space in close proximity. Following are design guidelines that will help to create spaces that have appropriate visual access and provide areas for community gathering.
- Mini Parks should be connected to a sidewalk and preferably a bike path. Housing should have direct access to the park through a path that is at a minimum of six feet wide.
- Fencing should offer privacy to residents abutting the park property line while still providing transparency. A four foot fence lined with trees that are limbed up 4 feet and shrubs that are generally 2 to 3 feet high will create a barrier for the park neighbors while still allowing the neighbors to enjoy the view of the park from their yard. Adjacent neighbors of the park should have a lockable gate to allow them direct access to the park from their yards. New development surrounding the park should be required to include gates.
- Facilities that are appropriate in mini-parks include children's playground, open grass play area and picnic tables.
- Furniture should include one drinking fountain, a street light, seating that allows for rest while walking down the street and a sign that is recognizable to passers by.
- Restrooms are not required in these parks unless community events are a part of event schedules (i.e. a parade route).

### NEIGHBORHOOD PARKS

A neighborhood park should accommodate the needs of a wide variety of user groups. These spaces are designed primarily for non-supervised, non-organized recreation activities. The guidelines will help ensure these parks are desirable to the surrounding neighborhood and offer activities that function as a daily pastime for neighborhood children.

- Connectivity to the surrounding neighborhood is vital to these parks. Sidewalks, bike paths, crosswalks and connections to larger trail systems should be established. The pedestrian is more important than the car in this situation and should be thought of foremost in the overall plan.
- Fencing should maintain privacy for residents but also provide some transparency to increase resident visibility into the park. Fencing should not be greater than 6 feet in height. Vegetation can be used as a screen to allow neighbors privacy while preserving views into the park.
- Housing developments should create an entrance at some point to the park to create connectivity and ease accessibility for young people.
- Appropriate facilities in a neighborhood park include: children's play equipment, outdoor basketball courts, tennis courts, sand volleyball courts, unprogrammed play space and accessible pathways.
- Furnishing include but are not limited to drinking fountains, picnic tables and benches, trash receptacles, signage at entrances and at all major trail intersections and utilities.

- Restroom buildings should be discouraged unless community wide activities (i.e. festivals, parade routes) are located in the park. Another consideration is providing portable toilets when needed to support programs or special events. Provide locations for seating and screening portable toilets.

## COMMUNITY PARKS

The size of these parks provides opportunities to offer active and structured recreation activities for young people and adults. There is also an opportunity to provide indoor facilities because the service area is much broader and therefore can meet a wider range of interests. These guidelines will help to create spaces that will be useful to people of all ages and create facilities that will be valuable to Sisters' growth.

- Community Parks should be a minimum of 10-acres in size, allowing two-thirds of the site to be available for active recreation use such as: ball fields, tennis, basketball and volleyball courts, open grass areas for free play, children's playgrounds and space for outdoor events.
- Paved pathways should direct users to the different areas within the park as well as trails, greenways, streets and sidewalks.
- Facilities that are appropriate in community parks can include: children's play equipment, outdoor basketball court, sports fields, unprogrammed play space, off-leash dog areas, utilities and accessible pathways. It is recommended that one community park in the Sisters Park System provide a community center or natural learning center to hold community events.
- Housing developments need to create access to parks if they lie on the boundary of a park. To promote further connectivity these developments should connect to other neighborhoods as well, especially if those other neighborhoods are connected to a park.
- Furnishing include but should not be limited to drinking fountains, picnic tables and benches, trash receptacles, bike racks, and signage at entrances and at all major trail intersections and utilities. Drinking fountains should be provided at intersections of larger trail systems. Drinking fountains should be designed for human and canine users.

## NATURAL AREAS, OPEN SPACE, AND TRAILS

These spaces are generally left in their natural condition, with structured recreation discouraged and limited to trail, interpretive and educational activities. To achieve these goals the following guidelines should be implemented:

- Trails should meander or offer views through different ecological areas in order to fully experience the place/region. However, consideration must be made to more sensitive areas of these places
- Wetland and riparian areas should be protected by a 50 foot native vegetation buffer allowing access occasionally for interpretive and educational viewing areas that are accompanied by a sign.
- Improvements should be limited to restorative actions and minimal construction of human made elements with the exception of thoughtfully placed paths. Paths should be natural if possible (i.e. bark mulch or stone).

---

## APPENDIX C: DESIGN STANDARDS

- The construction and design of the paths needs to be carefully planned. Take into account the amount of users, the width of the path, the type of path, the placement in regards to the topography, soils and drainage conditions. All trails do not need to be paved but the system should offer diverse experiences to those who may be more challenged than others. Pathways that are paved with asphalt or concrete should be constructed correctly to achieve the longest lifetime possible.

## APPENDIX D FUNDING SOURCES

## Local Tax Options

### BONDS

To issue long-term debt instruments, a municipality obtains legal authorization from either the voters or its legislative body to borrow money from a qualified lender. Usually, the lender is an established financial institution, such as a bank; an investment service that may purchase bonds as part of its mutual fund portfolio; or, sometimes, an insurance company. Issuing debt is justified based on several factors:

- Borrowing distributes costs and payments for a project or improvement to those who will benefit from it over its useful life, rather than requiring today's taxpayers or rate payers to pay for future use;
- During times of inflation, debt allows future repayment of borrowed money in cheaper dollars;
- Borrowing may improve a municipality's liquidity to purchase needed equipment or for project construction and improvements. Debt issuance also does not exhaust current cash-on-hand, allowing such general fund revenues to be used for operating expenses; and
- Interest rates rise as the maturity term of a bond increases, as borrowers have to compensate investors for locking up their resources for a longer period of time.

Oregon Law requires that all Unlimited-Tax General Obligation (ULTGO) bonds be authorized by a vote of the people. The Oregon Bond Manual – 4th Edition, recommends municipalities hire a bond counsel prior to the bond election to ensure that all requirements are met. The Bond Manual also notes that approval of an ULTGO bond requires considerable effort. Some examples of methods for gaining public support include: attitude polls, forming a bond issue citizens' committee, holding public meetings, leaflets, and door-to-door canvassing. Note that under Oregon law, no public resources may be used to advocate a pro or con position regarding a ballot measure. Accordingly, any printed materials must be purely explanatory in nature.

A fundamental rule associated with issuing long-term debt instruments is not to issue them for a maturity period longer than the project's useful life. People should not be paying for a major park or recreational facility after it is no longer in use. Further, Sisters should be very clear about the specific acquisitions and other actions to be carried out with the bond revenue, as the City will be asking residents to pay for park and recreation acquisitions. Working with the community is a key aspect of a successful bond measure.

The key benefit of bonds for park acquisition and development is that the City can generate a substantial amount of capital. This capital can then be used to purchase parkland or for major capital improvements that will serve the community far into the future.

### LEVIES

A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit. This levy may be used to fund a capital project or a group of projects over a specified period of time, up to ten years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis.

The advantages of levies include reduced interest, increased flexibility, enhanced debt capacity, improved borrowing terms, and increased fiscal responsibility. The major disadvantages of the approach are insufficient funding, intergenerational inequity (if, for example, long term facilities are paid for disproportionately by current users), inconsistency of funding requirements, and use of accumulated reserves. There are also legal requirements for Sisters, including property tax limitations imposed by Ballot Measure 50 (approved by Oregon voters at the statewide special election ballot on May 20, 1997).

Prior to Measure 50, Oregon's property tax system was a levy-based system. With its adoption, the system was converted to a combination rate and levy-based system, eliminating the taxing district's 'tax base' for operational purposes, which automatically increased by six percent annually. Instead, each taxing district has a frozen tax rate for operation expenses, but local jurisdictions may obtain revenue through bonds and local option levies. Revenues from local option levies are also subject to limitations under Measure 5.

Local option levies require voter approval and are subject to the double majority requirement of Measure 50 and are not considered to be a good alternative to the use of general obligation bonds for large projects or groups of projects. Property tax levies can be used for land acquisition and capital improvements; however, they are also frequently used for facility operations and maintenance.

## SYSTEM DEVELOPMENT CHARGES

A SDC is a one-time fee charged on new development and certain types of redevelopment to help pay for existing and planned infrastructure to serve the development. Cities, counties and special districts in Oregon may impose SDCs for capital improvements, which include parks and recreation facilities. SDCs cannot be used for operation and maintenance costs or replacement costs for existing infrastructure capacity.

A SDC may be an improvement fee, reimbursement fee, or a combination of the two. SDCs utilized for parks and recreation facilities are generally improvement fee SDCs. Improvement fee SDCs may be charged for new capital improvements that will increase capacity and includes debt service payments. The improvement fee must be calculated such that it funds the portion of the cost of capital improvements that meets the projected need for increased capacity for future users. Revenues generated by improvement fee SDCs may be expended only for capital improvements identified in a required Capital Improvement Plan.

## Partnerships

Partnerships with federal, state, and local agencies and not-for-profit groups play an important role in the acquisition and development of park and recreation facilities. Partnerships can also provide one-time or ongoing maintenance support.

## FEDERAL

### U.S. Fish and Wildlife Service (USFWS)

Assistance available through the USFWS include the Partners for Fish and Wildlife program. Since 1987, the program promotes conservation and habitat protection by offering technical and financial assistance to private (non-federal) landowners to voluntarily restore wetlands and other fish and wildlife habitats on their land.

Partners for Fish and Wildlife, Oregon  
911 North East 11th Avenue  
Portland, Oregon 97232-4181  
Phone: (503) 231-6156  
Fax: (503) 231-2050  
Website: [www.partners.fws.gov](http://www.partners.fws.gov)

#### **Bureau of Land Management (BLM)**

The BLM manages a wide variety of public land uses in Oregon. Public land uses include land for wildlife, recreation, timber harvest, livestock grazing, mineral resource extraction and other public uses. The BLM offers grants for land acquisition requiring that it be used for public and recreation purposes. Local government can also obtain parklands at very low or at no cost if there is a developed park plan.

Salem District Office  
Bureau of Land Management  
1717 Fabry Rd. SE  
Salem, Oregon 97306  
Phone: (503) 375-5646  
Website: [www.or.blm.gov](http://www.or.blm.gov)

#### **U.S. Forest Service (USFS)**

The Pacific Northwest Region of the USFS offers urban and community forestry funds and assists with economic diversification projects.

Group Leader, Grants and Agreements  
USDA Forest Service – Pacific Northwest Region  
333 SW First Avenue, Portland, Oregon 97208  
P.O. Box 3623, Portland, Oregon 97208-3623  
Phone: (503) 808-2202  
Website: [www.fs.fed.us/r6](http://www.fs.fed.us/r6)

## **STATE**

#### **Department of State Lands (DSL), Wetland Grant Program**

The Wetland Grant Program provides technical and planning assistance for wetland preservation efforts. Elements of the program include wetland inventory, identification, delineation, and function assessments as well as wetland mitigation, public information and education.

Wetland Mitigation Specialist  
Division of State Lands  
775 Summer Street NE, Suite 100  
Salem, Oregon 97301-1279  
Phone: (503) 986-5299  
Website: <http://oregonstatelands.us/DSL/PERMITS/pil.shtml>

**Oregon Parks and Recreation Department (OPRD)**

OPRD provides and protects outstanding natural, scenic, cultural, historical and recreational sites for the enjoyment and education of present and future generations. OPRD administers grants and provides technical assistance to communities involved in parks planning.

Oregon Parks and Recreation Department  
725 Summer Street NE, Suite C  
Salem, Oregon 97301-1279  
Phone: (503) 986-0707  
Website: [www.prd.state.or.us](http://www.prd.state.or.us)

**Oregon Youth Conservation Corps (OYCC)**

OYCC provides communities with needed services, while unemployed youth are placed in gainful activities. OYCC funding is distributed in equal amounts to each county in Oregon every summer. The program funds individual projects ranging from \$5,000 to \$10,000. The OYCC program consists of grants of labor and capital financing. Grants support conservation or environment-related projects proposed by non-profit organizations.

Oregon Youth Conservation Corps  
255 Capital Street NE, Third Floor  
Salem, Oregon 97310  
Phone: (503) 378-3441  
Fax: (503) 373-2353  
Website: [www.oregon.gov/CCWD/OYCC/](http://www.oregon.gov/CCWD/OYCC/)

## LOCAL

There are a variety of public, private, and non-profit organizations available to provide the City of Sisters with additional parks and recreation facilities and services. Local partnerships create cooperation among public and private partners in the area. Local businesses may also be willing to partner with the City to provide partner services. The Chamber of Commerce is a good way to begin to form such partnerships. A list of potential partners besides police and fire departments, utility providers, and the school district include:

- Sisters Organization for Activities and Recreation District
- Religious organizations
- Community associations
- Boy Scouts of America
- Girl Scouts
- Lions Club
- Historical societies & museums
- Kiwanis

## Not-for-Profit Organizations

**The Nature Conservancy**

This is a national environmental organization focused on the preservation of plants, animals and natural communities. They have worked in direct land acquisition and in obtaining

conservation easements for protection of wilderness and agricultural lands. Their grants program is usually focused on acquisition of land, but they are willing to work with communities who want to purchase land if it is to be set aside for environmental preservation.

The Nature Conservancy of Oregon  
821 S.E. 14th Avenue  
Portland, Oregon 97214  
Phone: (503) 230-1221  
Fax: (503) 230-9639  
Website: [www.nature.org/Oregon](http://www.nature.org/Oregon)

**Oregon Recreation and Park Association (ORPA)**

The Oregon Recreation and Park Association, a non-profit organization founded in 1954, serves as a network offering information and contacts directly related to the parks and recreation systems. ORPA's mission is to provide a network of support through professional development and resources in order to enhance the quality of recreation and parks services.

Oregon Recreation and Park Association (ORPA)  
309 Lexington Avenue  
Astoria, Oregon 97103  
Phone: (503) 325-6772  
Website: [www.orpa.org](http://www.orpa.org)

## Land Trusts

**The Trust for Public Land**

The Trust for Public Land helps public agencies and communities create city parks. This was one of the founding goals of the Trust for Public Land and remains the only large national conservation organization focused on creating parks for people. TPL works with community leaders to identify opportunities for park creation, secure park funding, and acquire parklands. TPL's participatory design process ensures that parks meet community needs. TPL also assists in efforts for land and water conservation, heritage lands, and natural lands.

Specific to the Pacific Northwest, TPL's program, "Parks for People – Northwest" works to ensure that everyone-- in particular, every child--enjoys access to a park, playground, or open space. A community's parks, natural areas, and open spaces are often among its most important assets—identifying its character and essence. Beyond their symbolic value, these parks contribute to quality of life and offer havens where citizens seek renewal. TPL is helping established urban cities and growing communities across the Northwest plan proactively for parks and open spaces.

The Trust for Public Land  
National Office  
116 New Montgomery Street  
4<sup>th</sup> Floor  
San Francisco, California 94105  
Phone: (415) 495-4014  
E-mail: [info@tpl.org](mailto:info@tpl.org)  
Website: [www.tpl.org](http://www.tpl.org)

### The Wetlands Conservancy

The Wetlands Conservancy (TWC) is a non-profit land trust. It is dedicated to preserving, protecting, and promoting the wildlife, water quality and open space values of wetlands in Oregon.

The Wetlands Conservancy  
Esther Lev  
Executive Director  
P.O. Box 1195  
Tualatin, Oregon 97062  
Phone: (503) 691-1394  
E-mail: [estherlev@wetlandsconservancy.org](mailto:estherlev@wetlandsconservancy.org)  
Website: [www.wetlandsconservancy.org/](http://www.wetlandsconservancy.org/)

### Land Trust Alliance

The Land Trust Alliance assists nonprofit land trusts and organizations that protect land through donation and purchase. This is done by working with landowners interested in donating or selling conservation easements, or by acquiring land outright to maintain as open space. Membership of the alliance is one of the qualifications for assistance from this organization.

Land Trust Alliance  
Wendy Ninteman  
Western Director  
P.O. Box 8596  
Missoula, MT 59807  
Phone: (406) 549-2750  
Website: [www.landtrustalliance.org](http://www.landtrustalliance.org)

## Private Donations

Donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Two key motives for donation are philanthropy and tax incentives. These benefits should be emphasized when collaborating with landowners. Most organizations implement capital campaigns focused on specific projects for cash donations. The typical strategy for land donations is to identify target parcels (such as identified in the Parkland Acquisition section of the Plan) and then work directly with landowners.

Soliciting donations, like partnering, takes time and effort on the part of City staff, but can be mutually rewarding. The City of Sisters should consider establishing a nonprofit parks foundation to implement a capital campaign and to accept and manage donations. The City should begin working on setting up such a group or recruit volunteers to provide the services. Generally, donations are not stable sources of land or finances and should not be relied upon as a major portion of funding.

Pursuing donations through partnerships can provide advantages to all parties involved. For example, working a land transaction through a non-profit organization may provide tax benefits for the donor, provide flexibility to the City, and reap financial benefits for the non-profit.

## Grants

The securing of grants is a good strategy to supplement park acquisition and development funds. Many grant organizations throughout the country fund park acquisition and improvements, although few provide funds for ongoing maintenance activities. Most grant organizations have lengthy processes that require staff time and effort, and grants usually have very specific guidelines and only fund projects that address the granting organization's overall goals. Moreover, grants should not be considered a long-term, stable funding source. This appendix provides contacts for state, regional, and federal granting organizations and outlines these organizations' goals.

The grant process is highly competitive. When identifying possible grant funding, allocate staff time appropriately for applicable grants and pursue partnerships for volunteer grant writing. As grant agencies often look favorably upon collaborative projects, developing partnerships between agencies, organizations, and the City will improve the City's competitiveness in the grant application process.

## Private Grant-Making Organizations

### NATIONAL GRANTS

#### **Bikes Belong Grants**

Bikes Belong is sponsored by the U.S. bicycle industry with the goal of putting more people on bicycles more often. From helping create safe places to ride to promoting bicycling, Bikes Belong carefully selects projects and partnerships that have the capacity to make a difference. Their initial goal was to ensure funding for new bicycle facilities that would increase bike riding, boost public health and happiness, and strengthen the bike business. All proposals must encourage ridership growth, support bicycle advocacy, promote bicycling, and leverage funding with other grants. These funds cannot be used for general operating costs.

Grants that have been funded in the past include mountain bike trails, a BMX track, a 10-mile portion of the Lake Wobegon Trail in Minnesota as well as greenways for bicycle commuting and recreation.

Bikes Belong Coalition  
P.O. Box 2359  
Boulder, CO 80306  
Phone: (303) 449-4893  
Website: [www.bikesbelong.org](http://www.bikesbelong.org)

### STATE GRANTS

#### **Oregon Community Foundation Grants**

The Oregon Community Foundation (OCF) prioritizes funding based on a set of principles and four funding objectives.

- To nurture children, strengthen families and foster the self-sufficiency of Oregonians;
- To enhance the educational experience of Oregonians;

- To increase cultural opportunities for Oregonians; and
- To preserve and improve Oregon's livability through citizen involvement.

OCF awards about 200 grants annually. Most Community Foundation Grants are between \$5,000 and \$35,000, but multi-year grants may range up to \$150,000 for projects with particular community impact. Around 5 percent of Community Grants are above \$50,000 and tend to be created only for projects that are an exceptionally good fit with OCF priorities, have a broad scope of impact, and address an area to which OCF's board has decided to give special attention.

Oregon Community Foundation  
1221 SW Yamhill, #100  
Portland, Oregon 97205  
Phone: (503) 227-6846  
Fax: (503) 274-7771  
Website: [www.oregoncf.org/receive/grants](http://www.oregoncf.org/receive/grants)

#### **The Collins Foundation**

The purpose of the Collins Foundation is to improve, enrich, and give a greater expression to the religious, educational, cultural, and scientific endeavors in the State of Oregon and to assist in improving the quality of life in the state. The trustees of the Collins Foundation work through existing agencies and have supported proposals submitted by colleges and universities, organized religious groups, arts, cultural and civic organizations, and agencies devoted to health, welfare, and youth.

Director of Progress  
The Collins Foundation  
1618 SW First Avenue, Suite 505  
Portland, Oregon 97201  
Phone: (503) 227-7171  
Website: [www.collinsfoundation.org](http://www.collinsfoundation.org)

#### **The Oregon Historic Trails Fund**

The purpose of the fund is to develop interpretive, educational, and economic projects to preserve and protect the cultural and natural resources of Oregon's historic trails. Grants are made each fall from the Oregon Historic Trails Fund to support projects that interpret, preserve, or maintain trail-related resources. Grants may be awarded also for marketing, education, advocacy, and research related to historic trails. An advisory committee made up of people who are knowledgeable about Oregon's historic trails and cultural resources review grant applications and makes recommendations to The Oregon Community Foundation board of directors.

Historic Trails Fund  
c/o The Oregon Community Foundation  
1221 SW Yamhill, Suite 100  
Portland, Oregon 97205  
Phone: (503) 227-6846  
Website: [www.oregonhistorictrailsfund.org/trails/index.php](http://www.oregonhistorictrailsfund.org/trails/index.php)

## Public Grant-making Organizations

### FEDERAL

#### **National Park Service – National Heritage Areas Program**

The United States Congress designates a national heritage area as a place where “natural, cultural, historic, and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography”. (National Park Service, [www.cr.nps.gov](http://www.cr.nps.gov)) Through Strategic public and private partnerships, federal grant money is available to leverage funding opportunities for nationally designated heritage sites.

To determine if the City of Sisters qualifies as a National Heritage Area, the community must complete a suitability/feasibility study, using the ten guidelines developed by the National Park Service. All ten guidelines can be found at the National Park Service website.

The designation enhances local pride and includes limited technical planning and financial assistance from the National Park Service. Federal designation depends on Congressional support and the degree to which a community is engaged in a support of the designation. The four critical steps that need to be followed prior designation are:

1. Completion of a suitability/feasibility study;
2. Public involvement in the sustainability/feasibility study;
3. Demonstration of widespread public support among heritage area residents for the proposed designation; and
4. Commitment to the proposal from key constituents, which may include governments, industry, and private, non-profit organizations, in addition to area residents.

National Heritage Areas Program  
1201 Eye Street, NW  
8th Floor  
Washington D.C., 20005  
Phone: (202) 354-2222  
Fax: (202) 371-6468  
Website: [www.nps.gov/history/heritageareas/](http://www.nps.gov/history/heritageareas/)

#### **Land and Water Conservation Fund**

This fund provides federal dollars from the National Park Service that are passed down to states for acquisition, development, and rehabilitation of park and recreation areas, and facilities. To be eligible for Land and Water Conservation Fund grants, the proposed project must be consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and elements of a jurisdiction's local comprehensive land use and parks master plans. Emphasis should be placed on the grants available to the State of Oregon rather than federal funds.

Land and Water Conservation Fund  
725 Summer Street NE, Suite C

Phone: (503) 378-4168 Ext. 241  
Fax: (503) 378-6447

Salem, Oregon 97301  
Website: [egov.oregon.gov/OPRD/GRANTS/lwcf.shtml](http://egov.oregon.gov/OPRD/GRANTS/lwcf.shtml)

#### **U.S. Department of Transportation**

Through the Transportation Equity Act for the 21st Century (TEA-21), the U.S. Department of Transportation authorizes federal surface transportation programs for highways, highway safety, and transit. TEA-21 provides funding for parks and connections that include:

- Bicycle transportation and pedestrian walkways;
- Recreational trails program;
- National Scenic Byways Program; and
- Transportation and Community and System Preservation Pilots.

U.S. Department of Transportation  
400 7th Street, S.W.  
Washington D.C., 20590  
Phone: (202) 366-4000  
Website: [www.fhwa.dot.gov/tea21/index.htm](http://www.fhwa.dot.gov/tea21/index.htm)

#### **National Oceanic and Atmospheric Coastal and Estuarine Land Conservation Program (CELCP)**

The Coastal and Estuarine Land Conservation Program (CELCP) was established in 2002 to protect coastal and estuarine lands considered important for their ecological, conservation, recreational, historical or aesthetic values. The program provides state and local governments with matching funds to purchase significant coastal and estuarine lands, or conservation easements on such lands, from willing sellers. To date, the program has protected more than 45,000 acres of land through projects funded between 2002 and 2008.

Elaine Vaudreuil  
Department of Land Conservation and Development  
635 Capitol Street NE, Suite 150  
Salem, Oregon 97301-2540  
Phone: (301) 713-3155 x103  
Website: [coastalmanagement.noaa.gov/land/welcome.html](http://coastalmanagement.noaa.gov/land/welcome.html)

#### **US Fish and Wildlife Service National Coastal Wetlands Conservation Grant Program**

The grants will be used to acquire, restore or enhance coastal wetlands and adjacent uplands to provide long-term conservation benefits to fish, wildlife and their habitat. The National Coastal Wetlands Conservation Grant Program was established by Title III of P.L. 101-646, Coastal Wetlands Planning, Protection and Restoration Act of 1990. Under the Program, the U.S. Fish and Wildlife Service provides matching grants to States for acquisition, restoration, management or enhancement of coastal wetlands.

Division of Habitat and Resource Conservation  
4401 N. Fairfax Drive, Suite 840  
Arlington, Virginia 22203  
Phone: (703) 358-2161  
Website: [www.fws.gov/coastal/CoastalGrants/index.html](http://www.fws.gov/coastal/CoastalGrants/index.html)

### **North American Wetlands Conservation Act Grant Program**

The North American Wetlands Conservation Act (Act, or NAWCA) of 1989 provides matching grants to organizations and individuals who have developed partnerships to carry out wetlands conservation projects in the United States, Canada, and Mexico for the benefit of wetlands-associated migratory birds and other wildlife. The Standard Grants Program supports projects that involve long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats. The Small Grants Program supports the same type of projects and adheres to the same selection criteria and administrative guidelines as the U.S. Standard Grants Program. However, project activities are usually smaller in scope and involve fewer project dollars.

US Fish and Wildlife Service  
Division of Bird Habitat Conservation  
4401 North Fairfax Drive  
Mailstop MBSP 4075  
Arlington, Virginia 22203  
Phone: (703) 358-1784  
Website: [www.fws.gov/birdhabitat/Grants/NAWCA/index.shtm](http://www.fws.gov/birdhabitat/Grants/NAWCA/index.shtm)

## **STATE**

### **State Highway Funds**

At least 1% of the State Highway Funds that the City receives must be spent for bicycle/pedestrian improvements and maintenance within existing street rights-of-way. Oregon Revised Statute 366.514 required the Oregon Department of Transportation and cities and counties within Oregon to "expand reasonable amounts of the highway fund to provide bikeways and walkways" and it requires "the inclusion of bikeways and walkways whenever highways, roads, streets are constructed or relocated."

ODOT also administers the Pedestrian and Bicycle Facility Improvement Grant Program, which provides grants of up to \$200,000 for sidewalk completion, ADA upgrades, crossing improvements, and minor widening for bike lanes or shoulders. Competitive projects involve no right-of-way or environmental impacts; have significant local matching funds available; consider the needs of school children, the elderly, disabled, or transit users; and have support of local elected officials. Grant money may not be used for the completion of trails and/or bikeways within parks but can be used to help fund larger pedestrian and bicycle improvements occurring within street rights-of-way.

### **Oregon Department of Transportation (ODOT)**

#### **State Pedestrian and Bicycle Grants**

ODOT provides grants to cities and counties for pedestrian or bicycle improvements on state highways or local streets. Grants amount requires at least 5% local match. Projects must be administered by the applicant, be situated in roads, streets or highway right-of-ways. Project types include sidewalk infill, ADA upgrades, street crossings, intersection improvements, and minor widening for bike lanes. Grants are offered every two years.

For 2010-2011, several of the awarded grants were for pedestrian crossings, sidewalks, bicycle lanes, and streetscaping. These grants ranged from \$90,000 up to almost \$700,000 for projects.

Oregon Department of Transportation  
Bicycle and Pedestrian Program  
355 Capital Street N.E., Fifth Floor  
Salem, Oregon 97301  
Phone: (503) 986-3555  
Fax: (503) 986-4063  
Website: [www.oregon.gov/ODOT/HWY/BIKEPED/grants1.shtml](http://www.oregon.gov/ODOT/HWY/BIKEPED/grants1.shtml)

**Transportation Enhancement Program**

These funds are available from ODOT projects that enhance the cultural, aesthetic and environmental value of the state's transportation system. Some of the eligible activities include bicycle/pedestrian projects, historic preservation, landscaping and scenic beautification, mitigation of pollution due to highway runoff, and preservation of abandoned railway corridors. The application cycle is every two years. Funding is decided by technical merit and local support.

Recently, these grants were used to help build a multi-use path in Corvallis, a bicycle/pedestrian path and landscaping in Coos Bay, and a bike bridge in Eugene.

Patricia Fisher  
Transportation Enhancement Program Manager  
Transportation Enhancement Program  
Oregon Department of Transportation  
Phone: (503) 986-3528  
E-mail: [patricia.r.fisher@odot.state.or.us](mailto:patricia.r.fisher@odot.state.or.us)  
Website: [www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml](http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml)

**Transportation Safety Safe Routes to School Grants**

The goals of the 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; and 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 the school. The National Center for Safe Routes to School is offering 35 \$1,000 mini-grants for Safe Routes programs.

Julie Yip  
Safe Routes to School Program Manager  
ODOT Transportation Safety Division  
235 Union St N.E.  
Salem, Oregon 97301  
Phone: (503) 986-4196  
E-mail: [julie.a.yip@odot.state.or.us](mailto:julie.a.yip@odot.state.or.us)  
Website: [www.oregon.gov/ODOT/TS/saferoutes.shtml](http://www.oregon.gov/ODOT/TS/saferoutes.shtml)

### **Transportation Growth Management (TGM)**

Oregon's Transportation and Growth Management Program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go.

During the last grant award cycle, these grants were used to update pedestrian and bicycle master plans, a waterfront linkage project, and other plan and project updates. These grants generally require 12% of matching funding in the form of direct expenditures for eligible cost projects. Key requirements for this grant are local support, clear transportation relationships, meeting state mandates, and that the grants are for planning work.

Cindy Lesmeister  
Oregon Transportation & Growth Management Grants  
Phone: (503) 986-4349  
E-mail: Cindy.L.Lesmeister@odot.state.or.us  
Website: [www.oblpct.state.or.us/Gov/ERT/about\\_us.shtml](http://www.oblpct.state.or.us/Gov/ERT/about_us.shtml)

### **Oregon Tourism Commission**

#### **Travel Oregon**

Travel Oregon focuses on tourism related projects, and offers matching grants of up to \$10,000 for tourism projects. These can include marketing materials, market analysis, signage, and visitor center development planning. This grant requires a match of funds or materials relevant to the project, and the money does not include funding for construction.

Travel Oregon Grant Program  
Carole Astley  
Industry Relations Manager  
Phone: (503) 378-8850  
E-mail: [grants@traveloregon.com](mailto:grants@traveloregon.com)  
Website: [industry.traveloregon.com/Departments/Tourism-Development/Matching-Grants-Program.aspx](http://industry.traveloregon.com/Departments/Tourism-Development/Matching-Grants-Program.aspx)

### **Oregon Department of Environmental Quality (DEQ)**

#### **Water Quality Non-point Source Grants**

The DEQ offers grants for non-point source water quality and watershed enhancement projects that address the priorities in the Oregon Water Quality Non-point Source Management Plan. Grants require a minimum of 40 percent match of non-federal funds and a partnership with other entities. About \$1.5 million of federal grants dollars will be available under the Clean Water Act.

Ivan Camacho  
Oregon Department of Environmental Quality  
811 Sixth Avenue  
Portland, Oregon 97204-1390

Phone: (503) 229-5088

Website: [www.deq.state.or.us/wq/nonpoint/grants.htm](http://www.deq.state.or.us/wq/nonpoint/grants.htm)

### Oregon Department of State Lands (DSL)

#### Easements

DSL grants easements for the use of state-owned land managed by the agency. Easements allow the user to have the right to use state-owned land for a specific purpose and length of time. Uses of state owned land subject to an easement include, but are not limited to, gas, electric and communication lines (including fiber optic cables); water supply pipelines and ditches, canals and flumes; innerducts and conduits for cables; sewer, storm and cooling water lines; bridges, skylines and logging lines; roads and trails; and railroad and light track.

Oregon Department of State Lands  
Land Management, Waterway Leasing and Ownership  
775 Summer St. NE, Suite 100  
Salem, Oregon 97301  
Phone: (503) 986-5200  
Website: [www.oregon.gov/DSL/LW/easements.shtml](http://www.oregon.gov/DSL/LW/easements.shtml)

### Oregon Parks and Recreation Department

The Oregon Parks and Recreation Department administers several grant programs including the Federal Land and Water Conservation Fund, Local Government, and Recreation Trails grants.

#### Local Government Grants

These grants provide for the acquisition, development, and rehabilitation of park and recreation areas and facilities. OPRD gives more than \$4 million annually to Oregon communities for outdoor recreation projects, and has awarded nearly \$40 million in grants across the state since 1999.

Oregon Parks and Recreation Department  
Michele Scalise  
Grant Program Coordinator  
Phone: (503) 986-0711  
Grants Coordinator  
Phone: (503) 986-0708  
Fax: (503) 986-0794  
E-mail: [Michele.scalise@state.or.us](mailto:Michele.scalise@state.or.us)  
Website: [www.oregon.gov/OPRD/GRANTS/local.shtml](http://www.oregon.gov/OPRD/GRANTS/local.shtml)

#### Recreation Trail Grants

The Oregon Parks and Recreation Department accepts applications for Recreation Trial Program (RTP) grants every year for recreational trail-related projects, such as hiking, running, bicycling, off-road motorcycling, and all-terrain vehicle riding. Grant recipients are required to provide a minimum of 20 percent in matching funds. Funding is divided into 30% motorized trail use, 30% non-motorized trail use and 40% diverse trail use. Project sponsors provide at least 20% of the projects total costs.

Oregon Parks and Recreation Department  
Marilyn Almero Lippincott  
Senior Grants Project Coordinator  
Recreation Trails Program Grants  
725 Summer St. NE, Suite C  
Salem, Oregon 97301  
Phone: (503) 986-0711  
Fax: (503) 986-0793  
E-mail: [marilyn.lippincott@state.or.us](mailto:marilyn.lippincott@state.or.us)  
Website: [www.oregon.gov/OPRD/GRANTS/trails.shtml](http://www.oregon.gov/OPRD/GRANTS/trails.shtml)

#### **ATV Grant Program**

The ATV Grant Program provides funding statewide for off-highway vehicle (OHV) recreation. ATV grants help pay for operation and maintenance, law enforcement, emergency services, land acquisition, leases, planning, development and safety education in Oregon's OHV recreation areas. Projects require a minimum 20% match.

ATV Grant Program  
Ron Price  
725 Summer St NE, Suite C  
Salem, Oregon 97301  
Phone: (503) 986-0706  
E-mail: [ron.price@state.or.us](mailto:ron.price@state.or.us)  
Website: [www.oweb.state.or.us](http://www.oweb.state.or.us)

#### **Oregon Watershed Enhancement Board**

The Oregon Watershed Enhancement Board (OWEB) administers a grant program that awards more than \$20 million annually to support voluntary efforts by Oregonians seeking to create and maintain healthy watersheds. Small grants are available for opportunities for learning about watershed concepts (education/outreach). Watershed education could be incorporated into a parks or trail systems.

Oregon Watershed Enhancement Board  
Small Grant Team Contact Officer  
David Ambrose  
Clatsop SWCD  
750 Commercial Street, Room 207  
Astoria, Oregon 97103  
Phone: (503) 325-4571  
E-mail: [clatsopswcd@iinet.com](mailto:clatsopswcd@iinet.com)  
Website: [www.oweb.state.or.us](http://www.oweb.state.or.us)