



City of Madras
Parks & Open Space Master Plan
November 2004

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Plan Prepared By:

Walker Macy
Landscape Architects and Planners
111 SW Oak Street, Suite 200
Portland, OR 97204

With the assistance of:

Craig Johns, Madras Public Works Director
Sandy Toms, Madras Public Works
Mike Morgan, Madras City Administrator

Introduction

While there are many things, both small and great, which may contribute to the beauty of a great city, unquestionably one of the greatest is a comprehensive system of parks and parkways.

Olmsted Brothers

Parks, open space and recreation facilities are essential elements of every community. Parks play an important role in providing children with safe and educational play activities, give adults areas for constructive exercise, provide escape from urban stress, and may provide viewing opportunities for a wide range of flora and fauna while protecting sensitive open spaces. They have also been proven to enhance nearby property values. As Madras grows and land is developed for housing, commercial and industrial activities, open space and outdoor recreation opportunities may be lost without long-range planning. Madras has an excellent window of opportunity now to create a lasting legacy of parks and open spaces that serve the City as it shares in Central Oregon's remarkable growth and prepares for new residents and jobs.

This master plan for Madras Parks and Open Space, the first for this community, serves to inventory current local resources and conditions, identify specific issues important to the City and its residents and present an Action Plan for future maintenance, acquisition and development of parks and open spaces in Madras. This plan will serve as the Parks and Recreation Element of the Madras Comprehensive Plan and will assist the City in applying for state, federal and non-profit grants and other funding to supplement existing limited resources available for parks and recreation. This plan can also serve to support City efforts to make efficient use of Systems Development funding for future parks and recreation development and maintenance.

This document is simple and short, for ease of use and to make it affordable and accessible to the wider public. The first chapter serves as an introduction to Madras and to the community's residents. Chapter 2 is an accounting of existing conditions in Madras Parks, and an inventory of the park system, including open space, trails, school lands, private parks and the neighboring Juniper Hills County Park. This chapter also includes a summary of public input from stakeholder interviews and two community workshops, which were ostensibly for the purpose of discussing downtown urban renewal efforts, but which necessarily considered parks and open spaces in the discussion.

This public input together with past efforts at long-range parks planning and discussions with city leaders, has served to inform Chapter 3, which is an Action Plan; essentially a Capital Improvements List for future Madras parks and open space acquisition and maintenance. Accompanying this list is a cost estimate for proposed improvements, together with an appraisal of the Systems Development Charges (SDCs) that the City of Madras imposes on new development and the applicability of SDCs for achieving some of the recommendations. Chapter 4 explores ways for the City to supplement SDCs with grant funding and private donations of time, land and materials.

Goals of this Parks Master Plan

- **Enhance Madras' community livability**
- **Complement future growth with community amenities**
- **Promote health and fitness throughout the community**
- **Renovate existing parks to modern standards**
- **Distribute recreational resources equitably through the community**

Chapter I: The City of Madras

Geography

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

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

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

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

Demographics

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

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

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

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

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

There have been no detailed projections of population growth in Madras beyond 2008. However, projections for Jefferson County may provide some insight into possible populations growth trends. Based on a 2000 population of 19,000, ESRI *(Environmental Systems Research Institute)* estimates the following pattern for the County in the left-hand column. As the table on the previous page shows, Madras has consistently represented roughly 26% of the County population, but has also been exhibiting an increase of about 0.38% in the population as percentage of the County population. This is due to a combination of factors, including Oregon land use law and development patterns that are bringing new residents to Central Oregon’s cities.

Using this estimated annual increase, we can extrapolate the estimated numbers in the right-hand column. This is an accepted method of statistical analysis, called “Step-Down” or “Ratio.” Note that this master plan is only intended for the next 20 years, to roughly 2025, and may well be amended before then as population and growth trends change city priorities.

	Jefferson County	Madras
2005	21,468	6123
2010	24,376	7415
2015	27,530	8898
2020	30,824	10,548
2025	34,435	12,438
2030	38,434	14,613

This chapter’s basic demographic analysis and rough growth projection support the broad goals of this master plan. If Madras wishes to attract new jobs and housing, the improvements detailed later in this document can help proactively improve the City’s quality of life and ensure that the current jobs/housing imbalance is redressed, encouraging employees of Madras-based companies and agencies to live in the City instead of commuting from Redmond and Bend. This, in turn, can help to revive the commercial economy and tax base of Madras.

The following are some basic facts about Madras’ population:

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

Chapter 2: Existing Park System

The right of children to play, to sing and to dance; the right of youth to sport for sport's sake; the right of men and women to use leisure in the pursuit of happiness in their own way, are basic to our American heritage.

Harry Truman

Madras is located in an area of great natural beauty, with excellent access to outdoor recreational opportunities. Within the City's boundaries, however, there are only two major City parks--Bean Park and Sahalee Park. These two parks currently exhibit maintenance and programmatic challenges. The two parks are supplemented by a number of pocket parks and open spaces, including the Willow Creek Greenway and Trail.

Madras benefits greatly from having the large and modern Juniper Hills County Park located within the city's Urban Growth Boundary, and thus conveniently accessible to all Madras residents. Without this park, Madras would be deficient in modern, maintained athletic fields. Because this park is essentially a de-facto City park due to its proximity to all City residents, if the capital improvements outlined in Chapter 3 are pursued Madras could eventually have a parks and open space system that rivals many other Oregon communities. **Figure 2-1** is a map of existing developed and undeveloped parks and open spaces in Madras. **Figure 2-2** is an enlarged view of downtown Madras.

Park standards generally call for the location of developed parks within one quarter mile of a residence, this being a reasonable distance for someone to walk to a park. The location of the two developed parks, Bean and Sahalee, places them within one quarter-mile of most residents north and east of Madison and "G" Streets. Residents south of "G" and west of Madison do not fall within the quarter-mile standard, unless the school properties are considered. Although a large number of Madras residents fall within one half mile of a developed park, in practice, the park facilities may not adequately serve even these residents. (**Figure 2-3**)

Both Bean and Sahalee Parks are situated east of Highway 97, and persons living west of the highway wishing to use the parks must cross some very busy intersections. There is also a lack of sidewalks within the City forcing pedestrians to walk in the street when traveling across town in many locations. These problems for pedestrians greatly restrict park availability to children when not accompanied by an adult. Thus, it is felt that additional park areas are badly needed on the west side of the major highway through town.

Residents in the extreme southern portion of the City are also beyond the reasonable walking distance of a park. With development of a future skate park at "H" and Marshall (see Chapter 3), residents located south of "M" Street, and some residents in the Wistful Vista area, would still lie outside the one half mile criteria.

The following tables present a detailed inventory of Madras parks and open space facilities. **Table 2-1** presents a categorization of park types, as defined by the National Parks and Recreation Association (NRPA). These categories are compared to their Madras equivalents. **Tables 2-2 through 2-4** present an inventory of Madras parks according to these broad categories and **Table 2-5** is a summary.

Table 2-1 Madras Parks and Open Space Types

Classification	Description	Locational Criteria	Service Standard	Size Criteria	Site Criteria	Amenities	Madras Equivalent
Mini Park (or pocket-park)	For Limited, isolated or unique recreational needs such as play areas, landscaped plazas and scenic overlooks	Services residents and users within a 1/4 mile	2.5 ac/1000 residents	2500sf to 1 acre (although anything less than 5 acres counts).	Easy access, links to trails, well-drained soils and usually level.	Play structures, benches. Parking not required.	Cowden Park, Oak Park, Kenwood
Landscape	Scenic gateways or tree buffers	None. Visible industrial areas should be buffered from public highways. Major gateways to city should have landscaped feature.	no standard	no standard	Access not essential. Native planting preferred, low-maintenance landscape.	Public art, welcome signs.	North & South Y, Totem Park, Hwy 26 Tree Buffer
Neighborhood Park	The basic unit of park systems, recreational focus of neighborhoods	Centrally located, for residents within a 1/4-mile to 1/2-mile radius, with no major roads interrupting	2.5 ac/1000 residents	2-3 acres minimum, 7-10 acres optimum.	Ease of access, central location, links to trails and greenways. Inherent aesthetic beauty. Well-drained soil and level topography. If within a floodplain, structures should be above 100-year level. Balance between active and passive uses.	Play structures, benches, informal open space, tennis, volleyball, horseshoes, trails. Some off-street parking spaces. Lighting for safety only.	Bean Park, Sahalee Park
School Park	Allows the community to access more park space by sharing resources of two public agencies.	Locations determined primarily by School District based on policy for distributions. New sites should be coordinated with park system		Optimum size depends on school size.	Similar to Neighborhood and Community Parks	Standard play fields (soccer, baseball). Changing facilities/restrooms	Westside Elementary, Madras HS,
Community Park	Larger parks to serve several neighborhoods, and preserve unique landscapes and open spaces. Offer recreational opportunities not possible or acceptable at the neighborhood level.	Serves two+ neighborhoods. Service area is 1/2-mile--3 mile radius, but quality of natural resources plays factor in site selection.	2.5 ac/1000 residents	Demographics and demand should be primary determinants. Optimal size is 20-50 acres, but size should be based on land area available to meet needs.	Should be serviced by major roads and trails. Locations should be coordinated with schools, as they provide a similar level of service. Emphasize site's natural character. Good soils, drainage, varying topography and vegetation.	Should be determined through community input, selecting from an extensive menu of active and passive amenities. Parking and lighting for facilities needed.	Juniper Hills County Park
Natural Resource Areas	Lands set aside for preservation of significant natural resources, remnant landscapes, open space and visual amenities (wetlands, steep slopes, waterways)	Availability of natural resources is main criteria	no standard	Availability of natural resources is main criteria. Practical acreage is determined by quality of resource and cost. These resources can be important connectors for recreation and habitat.	Resource quality is prime consideration. Sites with unique natural resources or remnant native landscapes should be highest priority.	Some passive recreation (wildlife viewing, walking)	Willow Creek Greenway and Canyon
Greenways	Greenways serve to tie park components together, allow for safe pedestrian movement between parks in a community and protect natural resources	Land availability. Natural greenways follow above natural resources; human-made greenways are built-into development, or use old rail or utility ROW	no standard	Corridor width should range from 25'-50' minimum, although 200' is optimal	Resource availability in conjunction with local trail system. Natural corridors most desirable, but human-made also acceptable.	Amenities related to recreational travel; bike paths, benches, signage	Willow Creek Greenways
Sports Complex	Heavily-programmed athletic fields consolidated at one place	Should be viewed as strategically located for maximum community benefit		Should include an extra 25% in reserve acreage for future growth	Topography and soils are very important. Some elevation change is desirable for drainage, but site should be generally flat. Well-drained soils, and trees or natural vegetation along edges for character and buffering	Athletic fields, indoor facilities like pools, off-street parking	Future Swimming Pool
Private Park	Private parks are generally within a residential area, for use of residents and maintained by an HOA. Built facilities are usually for-profit	Determined by a developer or for-profit enterprise	Depends on intended use. No established site size standards	Depends on intended use. No established site size standards	Depends on intended use. No established site size standards	Amenities meet standards of those provided in public facilities.	Future Strawberry Heights park

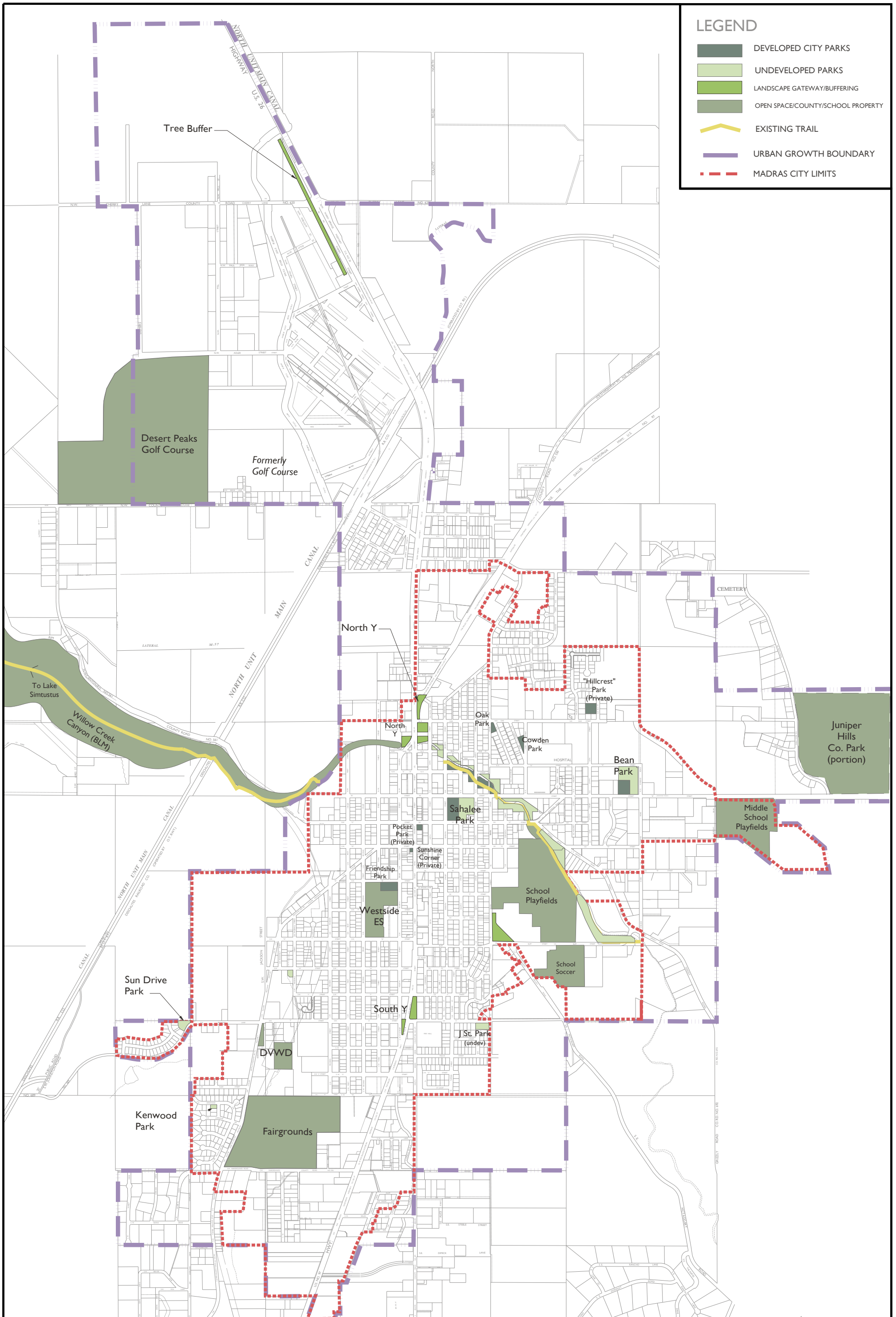
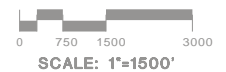


Fig.2-I Existing Madras Parks, Open Space & Trails

Madras Parks Master Plan



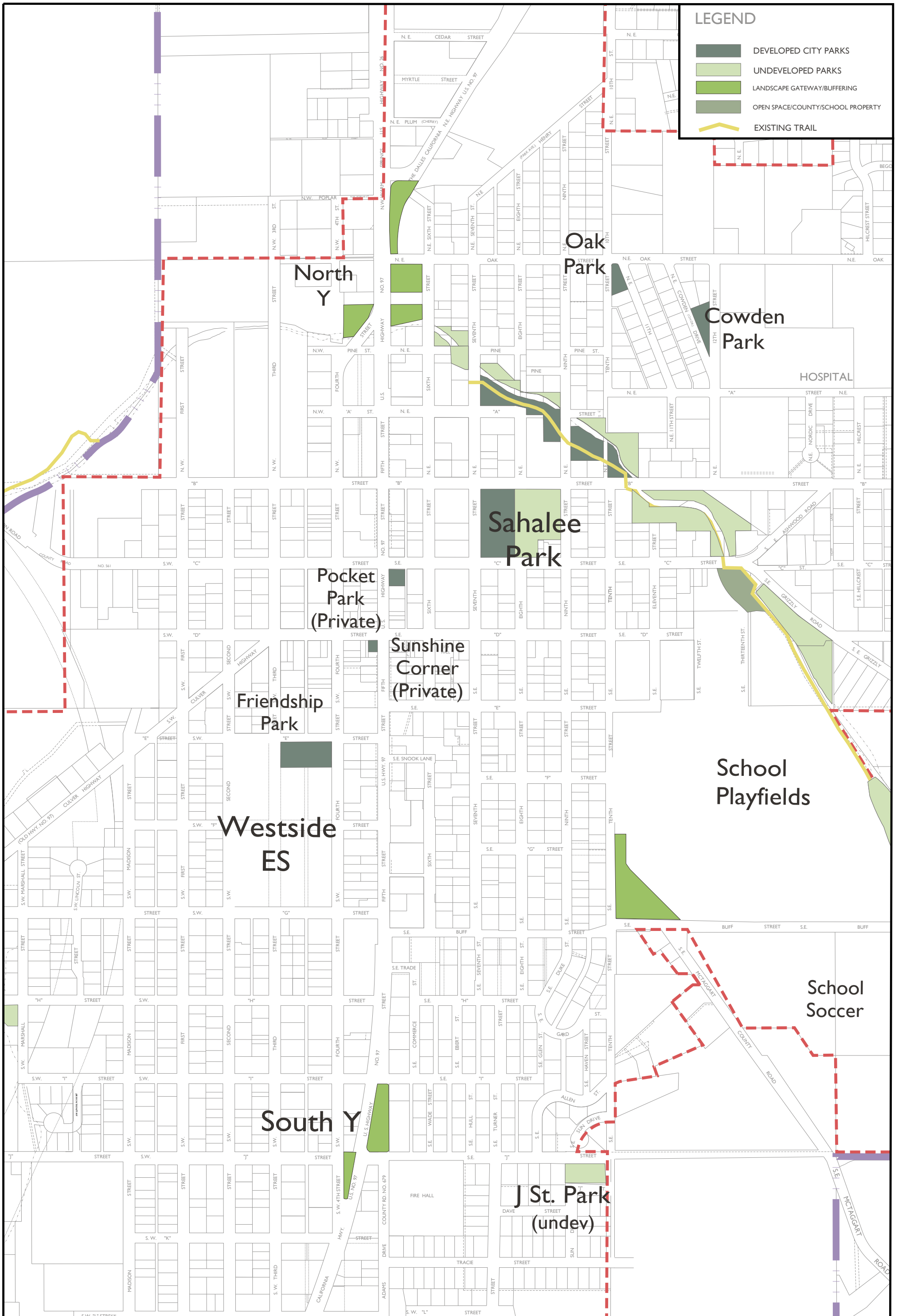
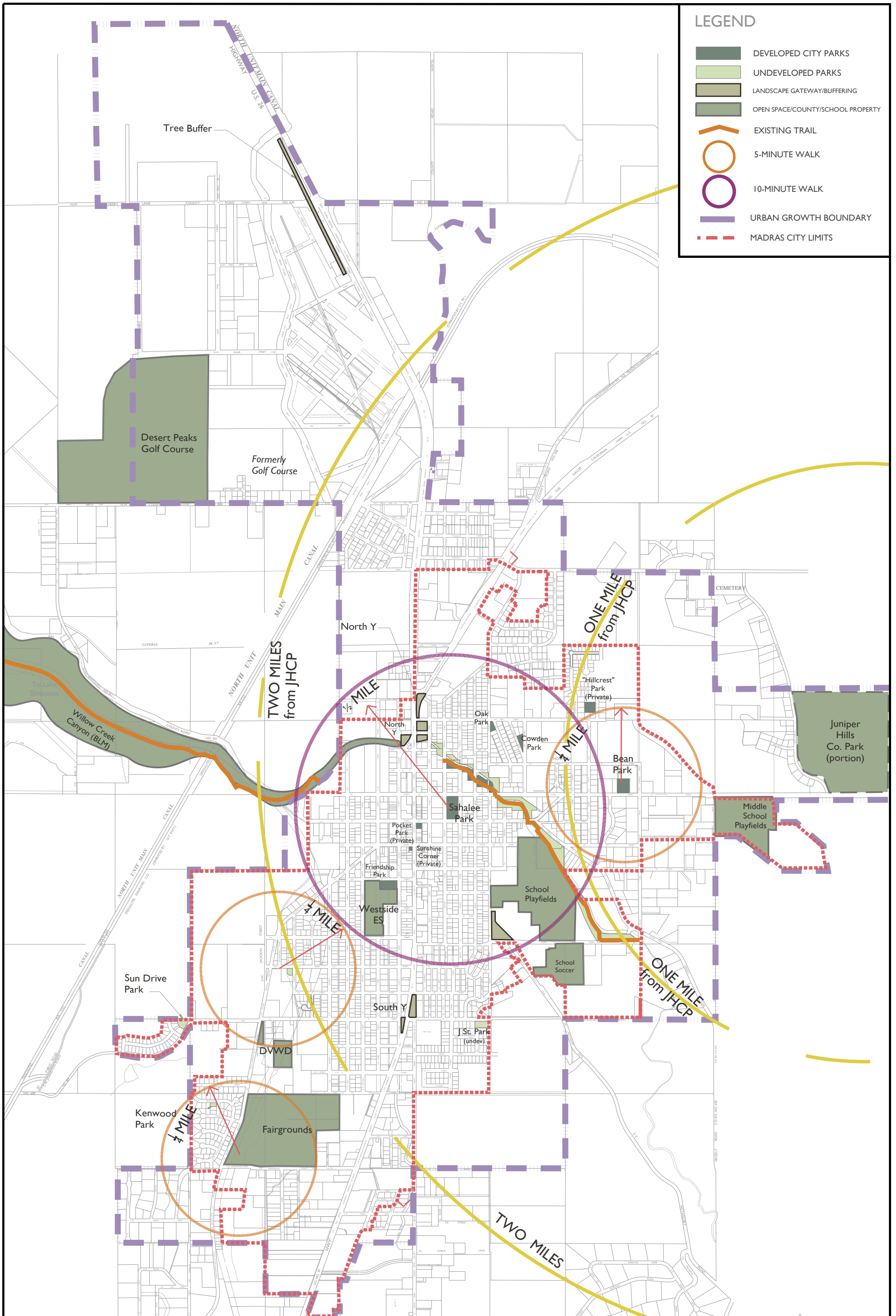


Fig. 2-2 Existing Madras Parks - Detail

Madras Parks Master Plan



LEGEND

- DEVELOPED CITY PARKS
- UNDEVELOPED PARKS
- LANDSCAPE GATEWAY/BUFFERING
- OPEN SPACE/COUNTY/SCHOOL PROPERTY
- EXISTING TRAIL
- 5-MINUTE WALK
- 10-MINUTE WALK
- URBAN GROWTH BOUNDARY
- MADRAS CITY LIMITS

Fig. 2-3 Madras Parks and 5-Minute Walking Radii
Madras Parks Master Plan

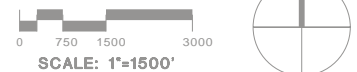


Table 2-1 Neighborhood Parks										
Site	Bean Park	Bean Park Ph. 2&3	Sahalee Park	Sahalee Park Ph 2	Belmont Lane	Skate Park	West Side Park	Sun Drive	DEVELOPED ACREAGE	POTENTIAL ACREAGE
Type	N`hood Park	Neighborhood Park (undeveloped)	N`hood Park	Neighborhood Park (undeveloped)	Neighborhood Park (undeveloped)	Neighborhood Park (undeveloped)	Neighborhood Park (undeveloped)	Neighborhood Park (undeveloped)	3.03	14.98
Acres	1.19ac	2.78ac	1.84ac	1.52ac	25890sf	80680sf	20000sf	26750sf		
Recreation										
Play Structure	√		√			√ (Skate Pk)				
Basketball	√		√							
Volleyball	√									
Baseball							√ (not maintained)			
Amenities										
Benches	√		√							
Indoor Facility										
Grills/BBQ										
Picnic Tables	√ (6)		√ (6)							
Restrooms	√ (seasonal)		√			√				
Shelters/Gazebos	√		√							
Water fountains	√		√							
Historical sites & structures			√							
Rivers or streams										
Trees/Landscape	√	√	√							
Wildlife Observation						√		√		
Other:			Rose Garden			Parking				

Table 2-2: Pocket Parks								
Site	Cowden Park	Oak St. Park	Kenwood Park	5th & C Pocket Park	Sunshine Corner`	Hillcrest Drive Private Park	Friendship Park	Total Acreage
Acreage	6175sf	11600sf	7540sf	9000sf	3630sf	35000sf	1.05ac	3.75
Amenities								
Benches				√	√		√	
Grills/BBQ								
Picnic Tables	√						√	
Restrooms								
Shelters/Gazebos								
Water fountains								
Historical sites & structures/public art							√	
Rivers or streams								
Trees/Landscape		√		√	√	√	√	
Wildlife Observation								
Other:	Informal grassy play area	Large informal grassy play area	Informal grassy play area			Informal grassy play area		

Table 2-3: Willow Creek Greenway						
Site	Willow Creek	Willow Creek East Bank	Willow Creek East Trail-End	Willow Creek Trail	TOTAL WILLOW CREEK ACREAGE	Willow Creek Canyon Trail Madras to Lake Simtustus
Type	Developed Greenway	Undeveloped Open Space	Undeveloped Open Space	Trail		Oregon Recreation Trail
Acreage	2.06	4.84	2.27	5272lf	9.17	Approx. 6 miles
Amenities						
Play Equipment	√					
Trail	√		√	√		√
Benches	√					
Grills/BBQ						
Picnic Tables						
Restrooms			√			√
Shelters/Gazebos	√					
Water fountains						
Rivers or streams	√					√
Trees/Landscape	√	√	√	√		√
Wildlife Observation	√					√
Other:	Exercise Course					

Table 2-4: School Playfields and Open Space						
Site	High School Entry	Buff Learning Center	HS & ES Playfields & Open Space†	Middle School	Westside ES	
Type and Ownership	School Landscape	School Facility	School Facility	School Facility	School Facility	Total School Open Space
Acreeage	1.86	10.84	40.00	12.00	8.44	71.28
Recreation						
Basketball			√	√	√	
Soccer Field		√	√	√	√	
Softball/Baseball			√	√		
Tennis Court			√ (8)			
Volleyball			√			
Amenities						
Play Equipment			√	√		
Trail					√	
Benches			√	√		
Grills/BBQ						
Picnic Tables			√	√		
Restrooms			√		√	
Shelters/Gazebos			√	√	√	
Water fountains			√	√	√	
Historical structures					√	
Rivers or streams						
Trees/Landscape		√				
Wildlife Observation				√ (Pond)		
Other:	Landscaped Open Space		Climbing Apparatus/Ropes Course		Running Track	
† School numbers do not include indoor facilities, gymnasias						

Table 2-5: Other Parks, Open Space and Landscape- not counted for inventory								
Site	North Y	Totem Park	South Y	Airport Property (undeveloped)	Highway 26 Tree Belt (10,000lf x 30`)	Fairgrounds	Desert Peaks Golf Course	Juniper Hills County Park *
Type	Landscape	Landscape	Landscape		Landscape	County Fair Facility	9-hole municipal course	Community Park
Acreage	13195sf	21400sf	10250sf	5	6.89	47.00	n/a	102.60
Recreation								
Basketball						√	√	√
Soccer Field								√
Softball/Baseball								√
Tennis Court								
Volleyball								√
Amenities								
Play Equipment								√
Trail						√		√
Benches						√	√	√
Grills/BBQ						√		√
Picnic Tables						√		√
Restrooms						√	√	√
Shelters/Gazebos						√	√	√
Water fountains						√		√
Historical structures/ public art	√	√				√		
Rivers or streams	√							
Trees/Landscape	√	√	√			√	√	√
Wildlife Observation							√	√
Other:	Scenic only, no safe public access	Scenic only, no safe public access	Scenic only, no safe public access			Indoor Facilities, Exhibit Halls	Driving Range, Putting Green	
* Must be considered to be integral to Madras Parks and Open Space because of proximity to local population.								

Table 2-6: Summary						
Type	Acres	Acres Per 1,000 Population*	National Standards (see Table 2-1)**	Other National Standards	Anticipated Need in Acres 2025 (Assume 9,000 population)	Deficit / Surplus From Current Parks
Pocket Park	3.75	0.70	2.5ac/1000	1 ac of playground for each 125 children	22.5	-18.75
Neighborhood Park	3.03	0.56	2.5ac/1000		22.5 (incl. Undeveloped)	-15.72
Undeveloped Neighborhood Park	11.95	2.22	2.5ac/1000		"	"
Juniper Hills Community Park	102.6	19.04	2.5ac/1000	1 park per 40,000 persons; 1 baseball diamond for 1200 persons	22.5	80.10
School PlayFields (*schools serve County)	71.28	13.22	1ac/800	1 tennis court per 2,000 persons	11.25	60.03
Trails	1 mile	.2 miles/1000	.75 miles/1000		6.75	-5.75 miles †
Greenway	9.17	1.70	n/a		n/a	n/a
TOTAL	201.79					
Current Madras Population	5395					
Parks Acres per 1000	37.40		10/1000 (General Benchmark)			
Without Juniper Hills	18.38					
Without School Fields	24.19					
Without Juniper Hills & Schools	5.17		10/1000 (General Benchmark)			-20 acres by 2025
Desert Peaks Golf Course - 9 holes		n/a	One 18-hole course per 54000 persons			
Other			One recreation building per 20,000 persons; swimming pools should serve 3% of a population at any time (162 persons)			

† Willow Creek Canyon Trail could satisfy this, at 6 miles, but it is not within City limits

* Jefferson County`s Population is 19,425, but for purposes of this table, it is assumed many of Juniper Hills` users are Madras residents.

** This standard is a combination of many possible standards. Many communities are moving away from such blanket numbers in favor of Level of Service analyses.

An LOS analysis is premature at this stage for Madras.



Historic Photo of Sahalee Park

Individual Park Details

The following is a summary of issues related to the parks in the preceding tables:

Sahalee Park

This is the city’s oldest park. According to the Madras Pioneer newspaper, it was first planned by The Sahalee Club, a group of civic-minded women, between 1916 and 1920. Sahalee is apparently a Tenino Indian word meaning “onward, upward, above and beyond.” The park was originally established on a different site in 1920, but moved to its present site soon after, when it was planted with 16 of the current large elm trees. The park was sold to the City of Madras for \$1 in 1941. As the City’s only park, Sahalee was very popular, with makeshift ice rinks in the winter and picnic facilities and eventually a playground. The park was a popular stopping place for tourists passing through Madras.



Sahalee Park

Although the park remains popular, notably for the daylong July 4th party put on by the Madras Sparklers, there is a perception among local residents that this park is not safe. The park is sometimes frequented by individuals who engage in public drinking. There are vacant buildings and substantial vacant, developable land surrounding the park, particularly to the north and west, although there has been recent housing development overlooking the park. The park sits in the Willow Creek floodplain, and partly in the floodway and because of this, the park’s structures have been elevated up to 3 feet. The park’s play facilities are in need of replacement or repair and the following items have been recently removed without replacement from the park: a smaller swing-set, merry-go-round and swing pole. The large elm trees which have been a prominent feature of the park may begin to deteriorate and need to be replaced to preserve the unique character of the park.



Vacant Sahalee Park Expansion Parcel

The Bean Foundation, a local nonprofit, has purchased the parcel across 8th Street to the east, with the intent of promoting a civic use for the parcel. One option for this is the expansion of Sahalee Park, as shown in Chapter 3. This option includes vacating 8th Street. The City has initiated vacating 8th Street between the Bean property and Sahalee Park.

Bean Park



Bean Park

This neighborhood park is about 17 years old and was also funded by the Bean Foundation. The original master plan, shown here (**Figure 2-4**), called for a large, 6-acre park. The fourth phase shown, along NE A Street, was curtailed when the option of that property expired and housing was built there instead. Oregon Child Development Coalition is also building a Head Start Center on part of this parcel. The Phase 3 option has also been eliminated due to recent sale. The City hopes to acquire the land for Phase 2 from the Bean Foundation. The existing park, at 1.2 acres, is currently small for a neighborhood park, and should be considered more of a pocket park until expansion. The park currently contains a wood play structure, which is in decline and in need of replacement. In addition there is a swing set and a toddlers’ swing set. This park contains a seasonal bathroom, which is closed from October to April. There is still incomplete pedestrian access to this park from surrounding neighborhoods, but there is a trail, the ‘Nuf Trail’ circling through the undeveloped portion.



Bean Park

Other Parks (Pocket Parks, Undeveloped, Landscaping)

The other Madras parks, mostly pocket parks, do not have any significant features. They are usually lawn with some trees and an occasional sandbox. See the inventory tables for exact facilities. Most pocket parks are located in residential neighborhoods, and some are private, for the use of subdivision residents. Two such pocket parks, Kenwood and Sun Drive, are examples of parks provided as part of subdivision regulations, but there is a lack of standards and enforcement for what such dedications should be. Consequently, Kenwood Park is merely a vacant lot with a lawn area, and Sun Drive is also vacant, with sagebrush and boulders. There are also a few undeveloped parcels that are being held in reserve for future development when there is a sufficient nearby population to be served, and when there is sufficient budget for improvements and maintenance.

Other private facilities include several playgrounds at local churches and daycare facilities. There are also a few parcels of open space owned by the City that serve as passive parks, where the intent is purely for aesthetic appeal and habitat protection. Madras is a “Tree City USA” as designated by the National Arbor Day Foundation, and the line of trees on the west side of Highway 26 coming into town from the north is a good visual amenity to buffer the industrial park, that could be replicated elsewhere. The Deschutes Valley Water District headquarters on the Culver Highway maintains a small pocket park with several old pumps surrounded by lawn that provides an informal wayside along the highway. This is not part of the city parks system.

There are landscaped spaces at the north and south highway entries to Madras, which are currently simple aesthetic green spaces to welcome travellers, with public art, including the High School’s mascot, the White Buffalo at the current “North Y” which is due to be reconfigured (see Chapter 3) and a Totem Pole at the “South Y”, which could also conceivably be redesigned. Access to these areas is limited by surrounding roadways.

Friendship Park was carved out of former school property as a wayside stopping place for tourists passing through. It is still owned by the School District but is leased to the City for a nominal amount for the foreseeable future.

The City of Madras also owns Desert Peaks Golf Course, a 9-hole course that was once an 18-hole course called Nine Peaks. The other 9 holes have been closed down but remain undeveloped. The City Public Works Department maintains this facility.

The County Fairgrounds represent a significant recreational resource within the city, since equestrian sports and agricultural clubs are an important part of Madras’ recreation. Fifteen buildings and barns, situated in a park-like setting, cover just under 100,000 square feet. There is perhaps room on the grounds for a play structure or basketball court to be developed at low cost. There is a proposal, discussed in Chapter 3, to develop a Westside Park adjacent to the Fairgrounds. There are also plans to enhance the display of existing historic Pioneer cabins and farm implements with a new County History Museum and Park.



Cowden Park



Oak Park



Kenwood Park



Tree Belt along Highway 26



Willow Creek Trail at B Street



Willow Creek Trail Gazebo



Willow Creek Trail



Existing cracks in Willow Creek Trail



Existing west end of Willow Creek Trail

Willow Creek Trail and Open Space

The Willow Creek Trail is a popular public amenity in the City of Madras. The paved portion of the trail within the city is approximately 4875 feet in length. It starts at Seventh Street Park and runs through several large parcels of open space along the course of Willow Creek, southeast through a city park on Ninth Street and past Madras Elementary and Madras High School to the end of Buff Street. The trail was originally constructed in part to serve as a retainer to help prevent flooding of downtown and residential areas in the flood zone. The entire length of the trail is landscaped with grassy areas and trees that are maintained by the City and the Urban Forestry Commission.

The primary uses of the Willow Creek Trail are recreational and school-related purposes. The multi-use trail facilitates walking, jogging, cycling, roller-blading, skateboarding, dog-walking, and other forms of exercise. One of the great community benefits is the broad range of age and interest groups that enjoy the use of the trail. A large percentage of recreational users are seniors who may be seen walking at all hours of the day, including late evenings when the full length of the paved trail is lighted. As the only walking trail in the City, the Willow Creek Trail serves as the primary exercise facility for the senior population.

In regard to school-related usage, a large number of elementary and high school students use the trail to travel to and from their schools. This is a key safety feature for the school district as well as the City as it keeps pedestrians off of Seventh, Ninth, Tenth, and “B” Street which are all heavily-used major collectors. The High School and Elementary School also use the trail for physical education classes as well as cross country training and other events.

This trail, built in 1990, is currently in need of serious surface repairs. The City has applied for grant funding to undertake these repairs which are explained in Chapter 3. Under a 14-year agreement with Pacific Power and Light, the company continues to provide the electricity for the trail lights and to change the bulbs at the City’s request.

This trail is recognized as a “Regionally Significant” official ‘Oregon Recreation Trail’ and after an interruption within Madras between the City Public Works yard and NE 7th Street, continues to the west through Willow Creek Canyon West of Madras, following the old Deschutes Railroad Right of Way to Lake Simtustus.

This Canyon section is unfortunately a well-kept secret and is not advertised to tourists or locals. There is a need to improve and maintain this trail and devise strategies for signage and facility development. The trail currently is well-lit and paved for some distance towards the Canyon entrance, but reverts to an old unpaved railroad grade within the Canyon. One can follow the trail all the way to the Warm Springs Indian Reservation, where an old tunnel blocks further access to the north.

There are also several opportunities to extend or add to the Willow Creek trail or other existing trails, and these are outlined in Chapter 3.



Figure 2-5: Juniper Hills County Park Master Plan (Walker Macy)

Juniper Hills Park

Juniper Hills Park is a significant recreational resource for the City of Madras. Even though it is a County Park, it can be considered a park for all city residents in this plan’s inventory, and as the City expands in future, it could eventually come under city management. In over 100 acres, there is a core area of 60 acres which is developed for active recreation, including 2 large soccer pitches, 4 softball fields, and 3 Little League diamonds. A 2.5-mile paved trail winds through the larger property, and there are tentative plans to develop a natural amphitheater on a hillside east of the playfields. The playfields are complemented by 2 playgrounds for children and 2 sets of restrooms.



Juniper Hills County Park Soccer Fields

School Playing Fields

The four public schools located in Madras also have excellent playfields, which is reflected in the performance of local teams competing across the region. Madras High School shares almost 40 acres with the Elementary School and the Buff Learning Center (now part of the Elementary School) to the south, adds more than 10 acres. Much of this acreage is simple open field, but there are several sports fields outlined for soccer, football and baseball/softball and a large ropes course. Closer to the schools, there are asphalt-paved basketball courts and a set of 8 tennis courts. Beyond the city limits, but within the UGB, the new Jefferson County Middle School has good soccer fields and baseball/softball diamonds. These schools use the Juniper Hills County Park facilities, but there is a need for safe pedestrian connections to this park.



Soccer Field, Westside ES

The Westside Elementary School has excellent facilities, because it was once the city’s High School. There is a formal, cinder-paved running track, within which is a large playing field used for soccer and informal play. Adjacent to the school is an undefined green space that connects with Friendship Park, a small pocket park and picnic area. This green space would be large enough for a soccer field, or several baseball diamonds, but it would also be an excellent development site. See Chapter 3 for some visions of a new Civic Center centered on this land.



High School Football Stadium



Soccer Field and Pond, Middle School

Former School District facilities manager, Dick Junge noted that demand for T-Ball and Softball fields has increased exponentially, especially for girls teams. League usage of school fields is authorized through the School



High School Forestry Skills Area



Soccer Fields south of Buff Street



Looking South across Willow Creek Canyon towards Little Agency Plains



Road sign to public lands west of Madras

District, which charges a fee (\$100 for each use by a profit-making group, \$100 a season for recreational groups) and requires a release form. Anywhere that children might use for PE or recess is officially off-limits to the public during school hours, but anecdotally, if somebody wanted to jog around the football stadium during practice, this is not enforced.

There are adequate playing fields in Juniper Hills Park and local schools for the entire population of Madras, but programming of usage for these spaces does not include all users, notably a large local contingent of soccer players. There is currently an issue with local soccer teams using school playfields on the weekend without authorization. This issue could be resolved with new signage identifying restrictions, as well as signs directing players to Juniper Hills Park, which is a public facility with excellent soccer fields. This park will undoubtedly become a city park in the next 20 years as the Madras City Limits expand to the east. There may also be new recreational facilities built in conjunction with the proposed Central Oregon Community College facility across B Street from the Middle School.

Soccer

This is a big “underserved” park user. There is a popular regional soccer league, CASA (Cascade Amateur Soccer Association) which usually fields 6-8 Madras-area teams. The teams are predominantly comprised of Hispanic-Americans, with colorful names like “Deportivo Jalisco.” There is a pressing need for more soccer fields accessible to the general public. Juniper Hills County Park sometimes gets damaged from constant use and the 509-J School District limits the CASA use of high school and elementary school fields, for this reason. The Soccer season starts in April and goes to September. In interviews, local enthusiasts requested that the city recognize the unique local popularity of this sport and think creatively to create more field space. The players are apparently “not fussy” and do not need top-notch fields. This could also be a source of city income, if fees are charged for use of new fields, although this would not completely cover maintenance costs. The City of Madras, Jefferson County and the School District could collaborate on facilitating a regional tournament to bring a large number of people to Madras, in a festival-like atmosphere.

Public Lands

Madras is surrounded by a wealth of easily-accessible public recreational lands, which complements parks and open space within the city. To the east, the 112,000-acre Crooked River National Grassland abuts the city’s urban growth boundary. These lands, originally homesteads, are now managed for cattle grazing, wildlife and landscape restoration and recreation. To the south of the city lie the extensive recreational opportunities of the Deschutes National Forest, Smith Rocks and the Lower Crooked Wild and Scenic River. To the west of Madras, Willow Creek Canyon is managed by the Bureau of Land Management. At the end of Belmont Lane, roughly 8 miles west of the city, The Cove Palisades State Park borders Lake Billy Chinook and includes Round Butte. The east shore of Lake Simtustus is also public land and popular with hunters and fishers and is accessible from Madras via the aforementioned Willow Creek Trail. There are no such trail connections to the south and east.

Maintenance & Safety

The most significant maintenance concern in Madras parks is the aging play equipment that doesn't meet current safety standards or meet the current expectations of public playgrounds. Again, due to lack of funding critical maintenance has not been possible. There is currently no Parks District at the City of Madras, and all parks are managed by the Public Works department. There is typically one full-time employee who focuses on parks, and who manages several summer seasonal maintenance employees. The current budget is \$35,000, which is significantly lower than other cities and poses challenges to the proper maintenance of facilities, as will be discussed in Chapter 4. Past efforts to build a public swimming pool have been proposed in public votes, with a Parks District also proposed to manage the facility. This idea has been dropped for the upcoming 2004 swimming pool vote.



High School Ropes Course



Future COCC site from Middle School



Open Space in front of Fairgrounds



Desert Peaks Golf Course new parking lot



Deschutes Valley Water District Mini Park

Public Involvement

All agree that parks not only add to the beauty of a city and to the pleasure of living in it, but are exceedingly important factors in developing the healthfulness, morality, intelligence, and business prosperity of its residents. Indeed it is not too much to say that a liberal provision of parks in a city is one of the surest manifestations of the intelligence, degree of civilization and progressiveness of its citizens.

Olmsted Brothers

Survey and stakeholder interview results:

The consultant team, as part of the Madras Downtown Urban Renewal effort, conducted stakeholder interviews with over 60 residents, business persons and civic leaders. A number of constructive suggestions were made to improve the City’s park space.

The general current public image of the Madras Parks System is good and improving. There is an understanding that the funding is inadequate and that significant improvements cannot be made but that the City is doing well with what they have.

In interviews with members of the City’s Hispanic population, some specific suggestions arose from their unique cultural perspective. The Mexican families in town enjoy large family celebrations in public places, and there are no big parks with BBQ and picnic facilities, few pavilions or shelters and no places with shade for weddings. Another issue was the overwhelming demand for soccer fields among the Hispanic population.

A survey (**Figure 2-6**) was also distributed to stakeholders and to the public, and in this survey, respondents listed places where they thought new open space was needed, and what improvements were necessary in existing facilities.

The following is a list of public comments from workshops, interviews and the survey, many of which have been integrated into the long-range action plan in the following chapter:

- Create a loop trail around the City of Madras
- In all neighborhoods, develop Pocket Parks, especially new developments
- On east side, develop a park along with a golf course on Zemke Property
- “We need to develop a West Madras Park”
- Acquire open space in the floodway and floodplain — expand the linear park along trail
- Expand Sahalee Park across 8th Street and develop as a unified park
- Landscape vacant lots as they do in Cannon Beach - with benches and wildflowers
- Build soccer fields in underutilized spaces like the Public Works yard
- Move fairgrounds up to industrial park at airport; develop old fairgrounds with low-income housing and a park
- Acquire open space near Highway 26 at the Airport
- Maybe create park space on the old Copeland lot
- Build a new park behind Miller Hardware – empty, huge lot
- A group has approached Deschutes Valley Water to make a “stopping spot” for celebration of water. This would be a place for RVs to stop and fill with water and public dumping station – into city sewer?
- Parks don’t need so much concrete paving—this defeats the purpose; there’s a huge entrance to high school, with so much concrete. The middle school has a huge area for basketball hoops, but no green lawn!
- Friendship Park should have more facilities, and Elementary School fields could be developed as part of a new civic center.
- Purchase open space on bluffs overlooking town on either side of Willow Creek Canyon—don’t let it get developed.

Figure 2-6: Sample Questionnaire

Questionnaire
MADRAS PARKS MASTER PLAN
PUBLIC INFORMATION MEETING
Thursday, January 29, 2004
7:00 pm- 9:00 pm

Questionnaire

Your input is important to this long-range planning process and to the future of parks and open space in Madras. We would appreciate your answering the following questions:

1. Are you familiar with park facilities in the City of Madras? Yes___ No___
2. Do you use these facilities? Yes___ No___
3. Do existing park facilities meet the needs of all age groups? Yes___ No___
4. Do you believe the City's park facilities are properly maintained? Yes___ No___
5. Should the district acquire more parkland? Yes___ No___
If yes, where?
6. Should the district acquire more open space? Yes___ No___
If yes, where?
7. Should the City make park improvements? If yes, identify:
 new restrooms
 new shelters
 bikeways
 playground equipment
 increase accessibility for disabled
 new community swimming pool
 new community center
 other

9. What are some long-range goals that you recommend the City of Madras consider for the next 3 to 5 years?

10. What are the greatest challenges facing City of Madras parks in the next 3 to 5 years?

Optional:

Name _____

Address _____

Thank you for your input. We will summarize the information we receive from all returned questionnaires. If you would like to contribute more information to the project consultants, please call Ken Pirie at 503.425.1112, or email kpirie@walkermacy.com. If you would like more time to complete this questionnaire, please mail it to: Ken Pirie, Walker Macy, 111 SW Oak Street, Portland, OR 97204.

Chapter 3: Action Plan

Parks and Open Space System Vision and Goals

To recap, there are some simple goals for this Parks Master Plan:

- **Enhance Madras' community livability**
- **Complement future growth with community amenities**
- **Promote health and fitness throughout the community**
- **Renovate existing parks to modern standards**
- **Distribute recreational resources equitably through the community**

Parks and Open Space System Needs

As Table 2-6 indicates, the supply of parks in Madras defies conventional standards. If one considers Juniper Hills County Park to be essentially a city park, then Madras has an adequate supply of general park space, even after substantial population growth. Without Juniper Hills County Park, Madras has some serious shortages of park space. This is an example of why level of service, local standards are now used in park planning, instead of national standards. The City of Madras should concentrate future park planning energies on redressing the current geographic imbalance in the city, since there are now several neighborhoods without adequate park facilities. The city should also focus on upgrading existing parks and improving the standards of private subdivision parks.

In general, there are some big ideas for improving the Madras parks and open space system, as well as some simple, cost-effective steps. In addition to park-specific improvements listed below, there are some long-range acquisition efforts to be considered. If some visions for mitigating the threat of Willow Creek flooding are pursued, there could be a significant and unique greenway weaving through the heart of the city. At very least, the existing Willow Creek Trail should be completed to link eastside Madras amenities with Willow Creek Canyon, but there are opportunities for a city loop trail, if acquisition proceeds now, before major growth occurs. This trail should be 'buffered' by as much green space as the city can afford to purchase along the Willow Creek main channel. Additional land in the southern regions of the City should be obtained to redress the apparent lack of open space in these neighborhoods. It is suggested that two to four more park sites, consisting of at least one acre per site, be obtained as a minimum.

With the lack of sidewalks in the City it is recommended that, in addition to working to complete pedestrian facilities in town, several smaller parcels, some of which are already in public ownership, and within easy and safe walking distance for local residents, should be developed as neighborhood parks. One easy strategy would be the simple addition of play structures and landscape enhancements to apartment complexes or existing pocket parks which have been dedicated to the city within new subdivisions.

With a growing Hispanic population, there is a demand for more soccer fields in Madras, perhaps behind the County Fairgrounds or behind the Public Works yard. These could be quickly built if water for irrigation is supplied, but indications are that players will accept any form of field. There is also a demand for more basketball courts. These can be installed in many parks and schoolyards, even on vacant commercial property.

Individual Park Visions:

Sahalee Park

This park has been the central gathering place for Madras for over 50 years, and as the City grows, it must be renovated and improved to continue in this



Figure 3-1: A Concept for the expansion of Sahalee Park onto the vacant block to the east.

role. The drawing at left shows one vision for the expansion and renovation of Sahalee Park. **(Figure 3-1)**

The following are some specific actions required to refurbish this park:

1. Develop park as a large gathering area for community events, with a possible “great lawn” for concerts and performances, by acquiring property on east side of 8th Street and removing 8th St. to make one big park.
2. Build a large shelter in the park that could act as a main gathering spot, stage or bandstand, with hard surface areas around it for chairs, booths, etc. Model the shelter after the restroom design shape with a high ceiling inside. Some revenue could be raised by reserving and renting shelters in the summer for weddings, family reunions, company picnics and other gatherings.
3. Rebuild the playground with up-to-date equipment (or build a new one). At very least:
 - Replace spring toys, tot swings and seesaw.
 - Upgrade and extend fall surface (try to get donated material)
4. The existing slide is located in the wrong place and safety rails are too wide could be replaced as part of a larger structure
5. Start adding more trees to replace the elms that will soon begin to die out.
6. Create “green” connections up 8th and 9th to Willow Creek Greenway.



Sahalee Park, showing 8th Street, proposed for vacation

Bean Park

The master-planned vision for the expansion and renovation of Bean Park, shown in Chapter 2, **(Figure 2-4)**, assumed the availability of a large parcel of land. Some of this land has been developed for residential use and is no longer available as a park. As a result the master plan vision must be reconsidered, especially the amount of parking needed, and could result in a re-configuration of the park’s original plan. As funds become available, the second phase of this park should be completed with an expanded open lawn area for picnics, informal soccer, softball, or Frisbee. Until then, the following are some actions required soon to refurbish the existing built portions of this park:

1. Rebuild playground (outdated equipment), replace fall surface or add large play structure, further away from road. Maintain existing equipment better. Modernize sports courts.
2. Add a fence along the west side of the park to protect children from cars in new housing area.
3. Improve the existing fitness trail through the eastern portion of the park.



Bean Park Basketball Court

Swimming Pool

In public meetings for the Madras Urban Renewal and Parks Master Plans, many people expressed support for a new community swimming pool (“#1 priority!”) and new community center (possibly as part of the swimming pool). Madras residents approved a levy measure for this facility in November, 2004.

The 33,000-square-foot aquatic facility will include a lap pool, leisure pool with a play area for children, and whirlpool, as well as locker rooms, a multi-purpose room, an office, and storage rooms. The operating levy will cost about 25 cents per \$1,000 of assessed valuation, in addition to the 69 cents per \$1,000 for the bond, for a total of 94 cents per \$1,000 which equates to \$94 per year in property taxes on a \$100,000 home. This facility will be located close to the new Jefferson County Middle School and conceivably, could include new playing fields or green space that would add to the stock of county facilities. Trail linkages to this facility should be created so that kids can access the pool on foot or bicycle.

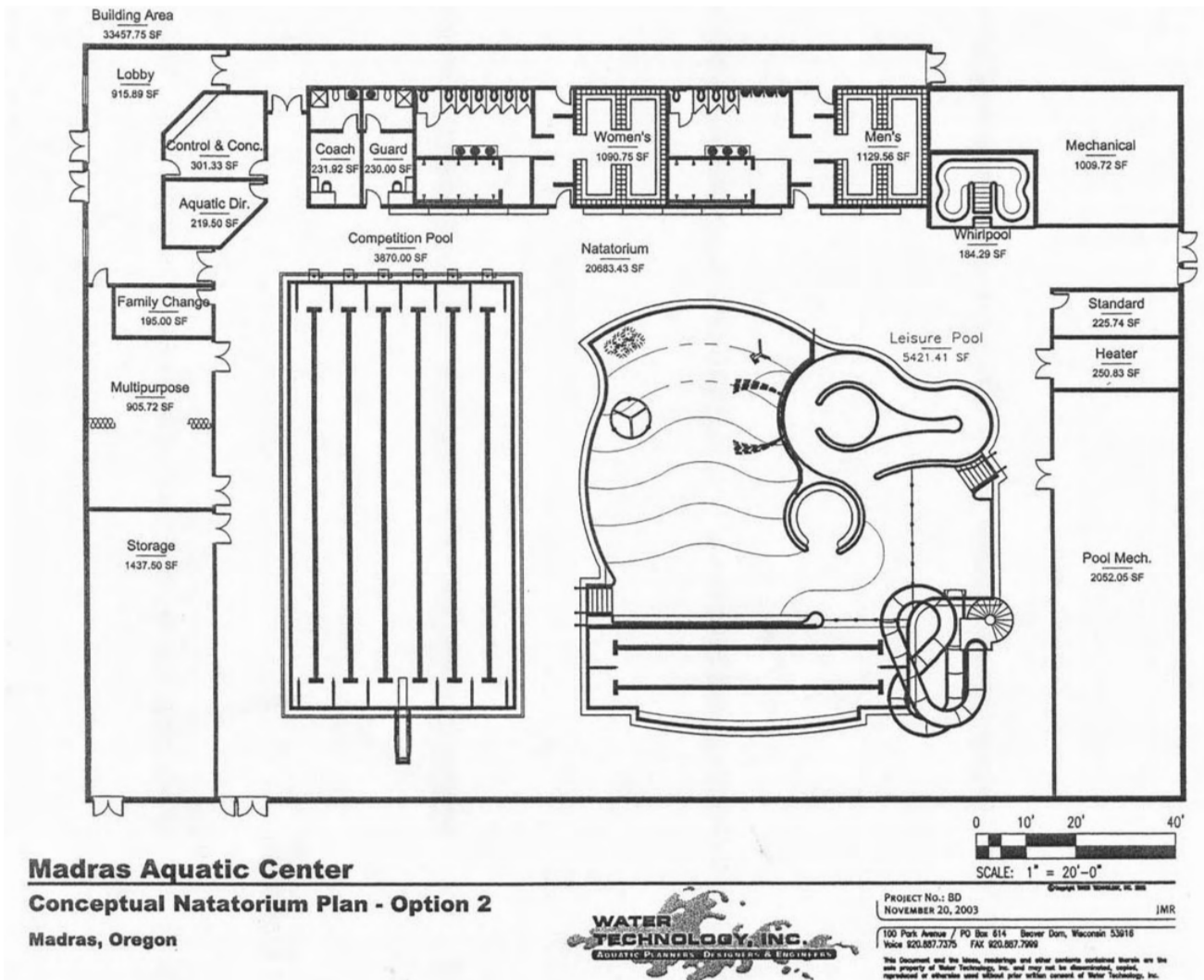


Figure 3-2: Proposed Madras Aquatic Center

Existing Pocket Parks



Sunshine Corner Pocket Park



Undeveloped Sun Drive Park



Existing Totem Park

Madras parks lack significant facilities for the toddler to pre-school kids. Play facilities that are designed for different age groups and separating those groups (not necessarily by a great distance) would go a long way to increase the use of the parks. Play equipment for the toddler age kids should be placed in some of the smaller parks closer to homes, within walking distance for moms and young families.

Another serious concern arises when developers are required to dedicate park space as part of new subdivisions, as at Kenwood Park and Sun Drive, and the parks are only minimally improved, with lawn and a few trees. **New regulations should be implemented to require a minimal standard of facility improvement for such parks and developers should have the option of paying into a fund instead of having a lot left undeveloped.**

A new subdivision on J Street is an example: instead of offering an odd-shaped lot that is not useful to subdivision residents, or the larger city, the developers should have the option of paying into a fund for better, consolidated open space elsewhere in town.

The following are some actions required to refurbish or develop existing City of Madras pocket parks.

Cowden Park: Add a play structure (small kids) and benches

Oak Street: Add play structure (older kids) and benches

Kenwood Park: Add a play structure, plant trees for shade and add benches

Sun Drive Park: Add a play structure, plant trees for shade and add benches

Hillcrest Drive Park: Add a play structure, plant more trees and add benches.

South Y/Totem Park: Add landscape. Potential to enlarge this park with the realignment of J Street, enabling safe pedestrian access. **See Figure 3-3**

5th & C Street Pocket Park (private): Remove parking, add benches and more trees. Consider a historic marker, or an artifact from the County Historical Museum. Consider painting a mural on nearby blank wall.

Sunshine Corner (private): Add historical marker, add street trees.

Friendship Park: Continue to add trees. Potential to ‘fold’ this park into a larger civic center associated with the vacant school parcel to the south.

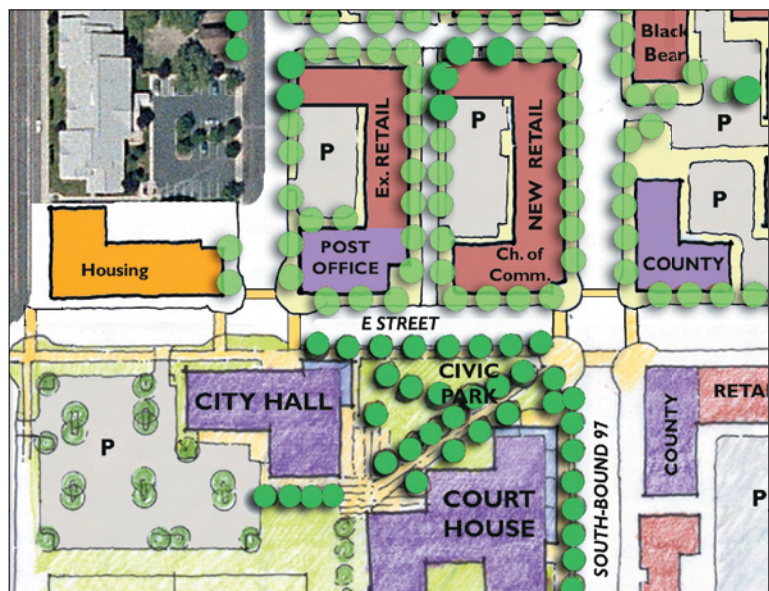


Figure 3-3: Potential scheme for downtown Madras redevelopment that creates a new Civic Center at the present site of Friendship Park, with City Hall and Jefferson County Courthouse looking onto a new Civic Square. A new park here would tie together a number of public functions and potentially serve as a “heart” for Madras and a home for street festivals, farmers markets, political rallies, concerts, etc.



Figure 3-4: Existing Totem Park at the SE J Street/Hwy 97 intersection.

Future Neighborhood Pocket Parks

As Madras grows onto vacant land within the UGB, there is a need for additional neighborhood parks to place recreation facilities within the reach of future neighborhood children. As the inventory in Chapter 2 shows, there is a deficit of pocket parks space for Madras residents. Such parks could be purchased with City funds, or they could be dedicated by developers as part of subdivision regulations. The apartment complex at Madison and G Streets could carve out a play area with city help. Developers also have the option to supply funds to the city for parks purchase if they are unwilling to offer land from their subdivisions. See Chapter 4 for details.

In the fall of 2004, the City and Jefferson County agreed on an MOU to improve the “North Unit” subdivision, currently unincorporated and blighted, with new affordable housing. When new development proceeds, the site plan should include at minimum a 1-acre park for residents of this neighborhood, which is somewhat isolated from the rest of Madras. Good sidewalk connections to the Willow Creek Trail are also essential.

Figure 3-10 shows areas of Madras where new neighborhood parks could be developed, in conjunction with development patterns towards underdeveloped sections of the city. There should be certain fundamental criteria for selection of these properties. They should include, if possible, sensitive natural features or groves of trees. They should have adequate visibility and access from adjacent public streets, and they should be connected, or have potential for connection, from a growing city trail system. Finally, such parks should meet a minimum standard of improvement, with play areas, landscaping, sports facilities, toilets and parking, where applicable. It is recommended that a landscape architect or parks planner master plan the designs of such parks.



Potential scheme that vacates a surplus street and creates new park land while enhancing the southern gateway to Madras.

Willow Creek Trail



Current end of western segment of Willow Creek Trail at Public Works Yard. Includes RV parking area.



Willow Creek Trail could be continued easily along the north creek bank, following the bed of an informal trail

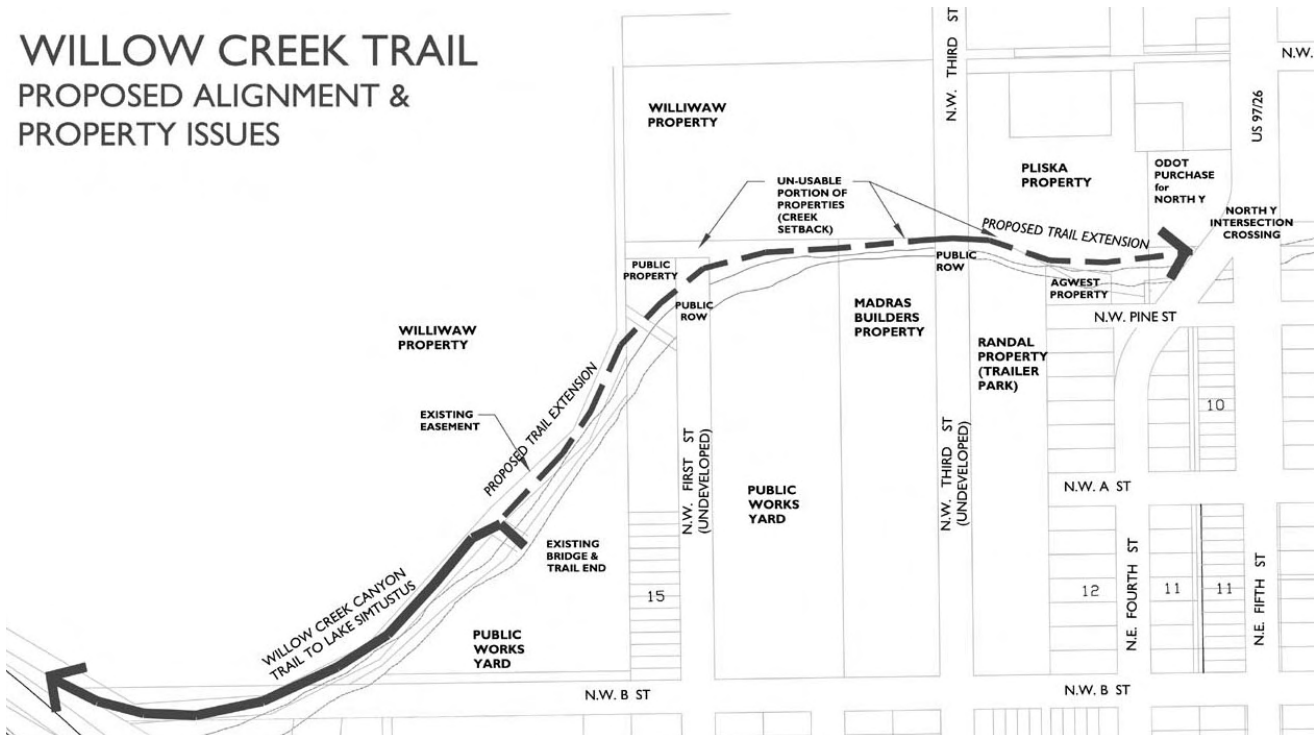
There is a need to connect the East and West sections of the Willow Creek Trail. Since Highway 97 lies between the two sections of the trail, this presents the biggest challenge to linking the two segments. One option favored by some citizens is to construct an overpass across the highway. This would be costly and would have an aesthetic impact on the gateway to Madras, but may be the safest alternative. To meet strict ADA standards, the access ramps would need to be extensive. An underpass could be a possible solution, at the ‘North Y’ signalized intersection. The trail could theoretically pass beneath both 4th and 5th Streets alongside Willow Creek. This option was popular among public workshop attendees on March 31st, 2004.

However, this also poses a number of challenges. The space beneath both the Willow Creek bridges on both the north and south segments of the existing couplet does not appear to be sufficient to allow construction of a standard recreational pathway of at least 12’ width. Also, this trail would be subject to the variations in Willow Creek’s flow. Any major flooding could cause major damage to a trail directly alongside the creek at this bottleneck point. Finally, an underpass would have safety challenges, requiring lighting and visibility from above.

A trail connection routed at grade, using the south crosswalk of the proposed North Y signalized intersection, would be the most affordable option, would require minimal engineering or construction, and could provide sufficient safety: vehicles will be stopping at the signalized intersection, so car and truck speeds will be controlled, there will be opportunities for cyclists to cross, and signage and special lighting can alert motorists to the presence of bicycles. In addition, there will be a refuge at the intersection of the two Willow Creek bridges which will provide an opportunity for cyclists to cross halfway and check for traffic. This connection could be built relatively quickly, if combined with the ODOT North Y construction scheduling.

Figure 3-5: Willow Creek Trail extension alignment and property issues

WILLOW CREEK TRAIL PROPOSED ALIGNMENT & PROPERTY ISSUES





Willow Creek Trail extension alignment from North Y to NE 7th Street.



Willow Creek Trail extension alignment from North Y to Public Works Yard

Trail Cracks Survey conducted by Ray Finch (Jan. 18, 2000)

1. Buff Street to Bridge (behind Lutheran Church): 60 x 9-ft. cracks (45 previously treated, 15 new)
2. Bridge (behind Lutheran Church) to "C" Street: 3 x 9-ft. cracks (1 previously treated, 2 new)
3. "C" Street to "B" Street: 26 x 9-ft. cracks (20 previously treated, 6 new)
4. "B" Street to 9th Street: 11 x 9-ft. cracks (8 previously treated, 3 new)
5. 9th Street to 7th Street: 16 x 9-ft. cracks (8 previously treated, 8 new)
6. Bridge (behind Lift Station) to "C" Street (near trestle): 20 x 9-ft. cracks (0 previously treated, 20 new)

Savings of time and money can also be achieved if costs of site preparation are folded into the ODOT project. Since a major bypass of Madras is planned for the next 20 years, the trail crossing at intersection level will eventually be subject to much less traffic. There would be some property or easement acquisition issues for the route of this trail to the West of the intersection, as shown on **Figure 3-5**. To the east of the North Y, the trail could travel exclusively across public property.

An alternative to the North Y crossing is to utilize the existing bike lanes painted on B Street and the signalized intersections at 4th and "B" and 5th and "B" Streets to permit connection of the east and west sections of the trail with a full designated and signed bike route along "B" Street between 10th and 1st Streets. Since this route essentially exists presently, this alternative would only require a connection from the end of the Willow Creek Canyon portion of the trail, at the City of Madras Public Works yard, across public land, with no need for property acquisition. This is also better for cyclists than pedestrians.

The Trail is currently exhibiting major surface deterioration due to root intrusion and consistent usage and needs significant re-surfacing. An inventory of cracks was conducted in 2000 and updated in 2002, and the City is seeking grant funding to begin the resurfacing work. The City regularly seals cracks, but most of the seals have reopened and are too large for the City to continue to effectively treat in this manner. In the most recent inventory conducted by the Madras Public Works Department, over 125 major cracks were counted that cause the trail to be uneven and will eventually lead to new cracks. Each of the cracks inventoried extend across the entire eight foot width of the trail and range from two to four inches across and one to two inches deep. The majority of the cracking has occurred on the northern and center portions of the trail, sections that consistently receive the most use.

The trail is becoming difficult to use for all populations, but particularly for seniors and disabled residents, to whom the cracking represents a threat to physical safety. While people using wheelchairs and other forms of mobility support can regularly be seen using the trail, they often do so with great difficulty due to the size and frequency of the cracks. Along with personal danger to the trail users, the City faces significant liability and risk management issues due to the trail's condition. The City will also eventually need to seek funding for the replacement of all of Willow Creek's trail bridges. Additional amenities along Willow Creek trail, water fountains, and rest/play areas would be beneficial for both the elderly and young families.

The City is proposing to replace as much of the trail as possible within the limits of available funding, starting at Seventh Street park and working southeast. From initial estimates the City expects to replace approximately 2325 linear feet of the trail. Proposed replacement of the trail includes: removing and disposing of existing asphalt; treating or removing roots that have encroached on the trail; excavating, grading, and re-gravelling the base; then laying new asphalt. The most heavily-used portion of the trail, which corresponds with the most severe wear, is the section between Seventh Street Park and "C" Street. With the budget proposed in their grant application, the City would be able to replace the entire length of this section plus an additional 600 feet between "C" Street and the high school property.

A Vision for a Madras Loop Trail



A trail could be built to connect Madras to Cove Palisades State Park



The current eastern end of Willow Creek Trail links across the creek to Grizzly Road and could easily be extended eastwards to the new Middle School and beyond

The Willow Creek Greenway Trail is a popular local recreational resource and alternative way of traversing the east side of Madras. As the city begins to grow, this is an excellent window of opportunity to consider creating a trail that circles the entire city and links Madras to public lands to the east and west, as well as linking all neighborhoods of Madras to local schools and Juniper Hills County Park. The Trail and necessary improvements to it are also listed in the 509-J School District’s “Safe Routes to School Action Plan” adopted September 2002. The Action Plan is the result of a year of analysis and discussion by a committee, whose work was made possible by a grant from the Oregon Departments of Education and Human Services.

The City also needs to plan for a new J Street route connecting to the Middle School and Juniper Hills Park as well as future east-side development. Future neighborhood developments must include trail connectivity as a condition of approval. In the interim, a multi-use path is needed along B Street east of Willow Creek.

See Figure 3-10 for conceptual alignments for new trails. The following are specific priority connection to extend or add to the Willow Creek Trail:

A. Connect between 7th Street and the area behind the Public Works office.

B. A connection across Willow Creek should be made at 8th and 10th Street (bridges would be required). Many students use the 10th St. route. By putting a pedestrian bridge in, students will be encouraged to use it to safely reach “B” where a crossing guard is available.

C. A new trail section should be built connecting the existing trail to the Middle School and the proposed COCC Facility and Juniper Hills County Park. This trail should follow, if possible, the right-of-way of “D” Street.

D. Another extension would develop a trail from the proposed Skateboard Park to the current Willow Creek Trail.

E. The area along the trail between “B” & “C” Streets should be developed to a maintained level using drought resistant fescue grass. This would require less water, less mowing and provide a playable open space for those who want a lower use but useable area. The same is needed for the area on Buff Street behind the Bus Barn and Willow Creek.

F. Extend the trail from the future Skate Park to the County Fairgrounds and Westside Park.

G. Consider a trail up the rimrock slope to the west, following the switchback to the painted rock “M”.

H. Consider another trail connection following Belmont Lane up the slope and eventually continuing to Round Butte and Lake Billy Chinook.

I. Consider continuing a trail along the route of a future Madras bypass to loop around the south end of town. This trail would then continue to the east across future residential developments--and an alignment should be established prior to development--and then back to the northeast to meet the current east end of Willow Creek Trail near the High School.

J. Consider adding a trail, separated from, but following the alignment of Ashwood Road then J Street, from Willow Creek eastward to provide bicycle and pedestrian access to the Middle School, future Central Oregon Community College and Juniper Hills County Park. Then, pedestrians, equestrians, hikers and cyclists will be able to access public lands in the Crooked River National Grasslands. In the interim, a multi-use path alongside B Street should be built quickly to create a safe connection for kids from downtown to schools and parks.

K. Finally, a trail connection following Willow Creek further southward could connect to the National Grassland, Rimrock Springs and Haystack Reservoir.

** It is recommended that the city study each of the alignments proposed at right. Close analysis of property ownership is outside the scope of this plan. However, land will only continue to rise in value, so acquisition of some of these trail rights of way should be initiated as soon as possible.*

One Vision for the Willow Creek Floodway

The City of Madras sits within the floodplain and floodway of Willow Creek. The creek does not flood regularly, but when it does, there are damages to properties in downtown Madras. The last major flood in 1964 inundated most of downtown. As part of the project studying urban renewal for Madras, a **rough concept** was prepared that envisioned converting vacant developed land back into natural floodplain (**Figure 3-6**). This concept would necessarily be an incremental strategy, with slow accumulation of properties and restoration of former streets and blocks into natural vegetation and open space. (Although, if a catastrophic flood were to strike Madras, the resulting federal mitigation funds could perhaps provide enough funding to convert land more quickly). **Other options** to deal with the floodway issue include check dams, culvert replacement, creek headwaters restoration and re-mapping of the floodway.

This vision would need extensive study that is beyond the scope of this report, to determine if such wholesale “re-greening” of the city would even successfully mitigate future floods, and to effectively re-orient the city to this new natural amenity and capitalize on its potential to transform Madras. An extensive cost-benefit analysis would be necessary, but one rough cost estimate puts the present value of properties within the floodway at **\$5 million**. Additional costs would include demolition, remediation of contaminated soils, greenspace construction and long-term maintenance.. This idea should also only be implemented when property owners are willing to sell their land. An easier option with immediate benefits would involve completing the purchase of the Willow Creek Greenway along the existing channel from the east to west sides of Madras.

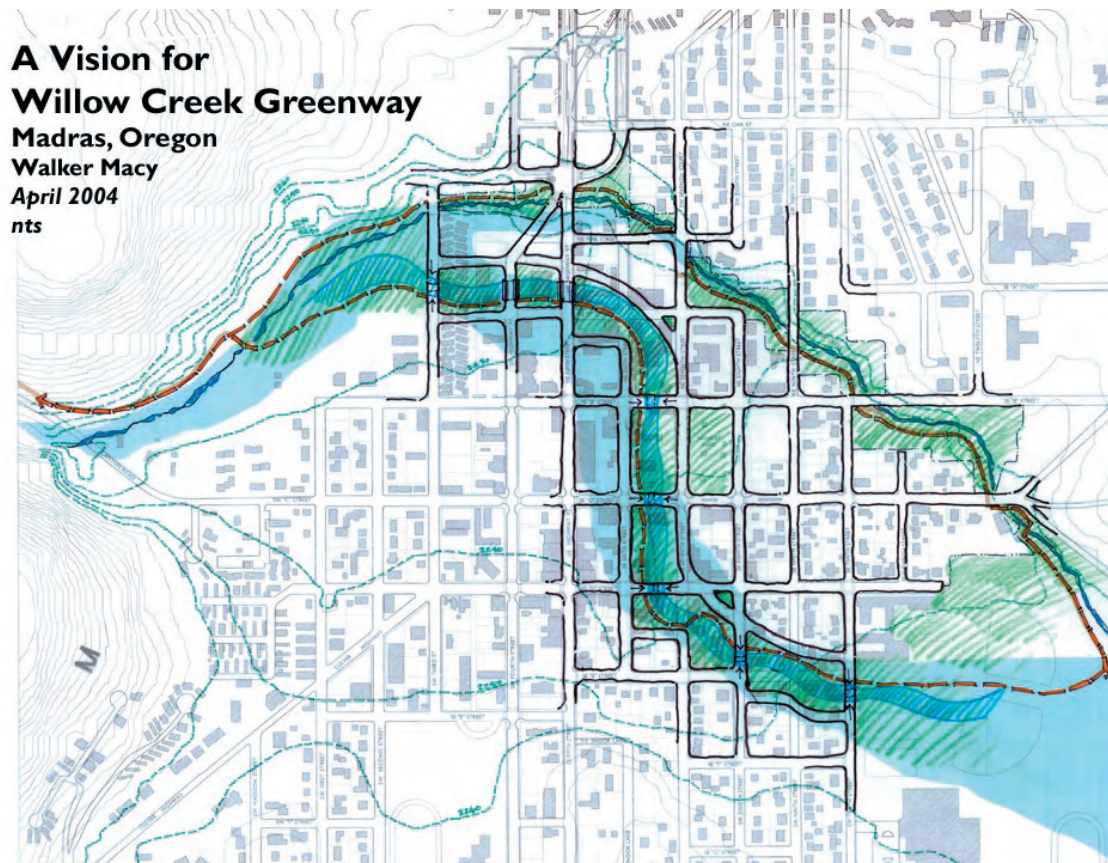


Figure 3-6: Sketch Concept for Greenway

Undeveloped Properties & Landscaping

As the City of Madras grows to the east of the current city limits, there may be an opportunity for a master-planned community to attract new employers and residents. The new Correctional Facility will create over 800 jobs, and city leaders have stated they would like to attract many of these employees to live in Madras. Although at this point it is only speculation, any future east-side development should include generous park land, improved to the standards set out in Table 2-1 and seen in other large new subdivisions such as Northwest Crossing in Bend, and should be linked with trails to Juniper Hills County Park and the Willow Creek Greenway.

There are a number of open spaces around Madras that have been acquired to maintain as open space or in reserve for future park development. In addition to the North and South Y gateways, there are some parcels near the Madras Airport adjacent to Highway 26 that have been landscaped to provide a corridor of green leading into Madras. Future opportunities to acquire such open spaces should be pursued on a case-by-case basis, but should consider as priorities sensitive natural habitat, or scenic viewpoints, or areas that can enhance the aesthetic impression of Madras. One suggestion at public workshops was the acquisition of the rimrock bluffs to the west of town, adding walking trails up to the letter ‘M’ and the rim for views of Madras, and westward to Mt. Jefferson.

Schools

The after-hours public use of school facilities should continue to be encouraged and facilitated, while keeping paramount in mind the importance of safety for the priority users, school children. It is clear from interviews with school officials that there is solid public demand for use of school recreational facilities. The City should work collaboratively with the 509J District to publicize after-school public programs, tournaments and use of playfields, a current source of income for the schools that can only grow.

If any schools are surplus, their recreational amenities should be considered for city acquisition. There is also potential for additional green space adjacent to Madras Schools. There is a growing movement in the West for schools to remove paving and hard surfaces, thus “**re-greening**” the schoolyards. This could prove to be less expensive than repaving, and should be discussed with the 509-J School District when repaving projects arise. See San Francisco’s efforts on this at www.sfgreenschools.org and broader efforts at ecological schoolyards at www.ecoschools.com



County Historical Museum

West Side Park

A group is currently pursuing development of this site, due west of the existing County history museum and Fairgrounds at the corner of Fairgrounds Road and Culver Highway. This effort is being conducted independently of the City, led by Helmer Wallen. This park could help alleviate the current scarcity of park space on Madras' West side. (See **Figure 3-7**). This space, which features two derelict ballfields, has not been maintained for some years, especially since Little League play moved to Juniper Hills County Park. This park could be the location for more soccer fields to meet the current demand.



Westside Park site

Some clean up has been done on the site. The intent is to build the park with a maximum of volunteer labor and materials. An engineer is currently drawing a plan voluntarily for the site. The Deschutes Valley Water District (North Unit) is volunteering to clear up the old ponds and canal.

The site is 3.5+ acres, and is split by an irrigation canal. A new ballfield was proposed by a local booster. An old backstop is up for 12-16 year-old baseball players to use in the interim. Other than ballfields, the rest of the park would be low-maintenance grass, trees, restrooms and a playground. Seeding and irrigation would be the first phase of construction for this park.

Part of this parcel is owned by the History Museum for possible expansion of the facility and display of old farm implements and pioneer artifacts.



North portion of Westside Park site

Skate Park

A group of local kids and adults has been working since 2000 to build a skatepark, to attract more families to Madras and to avoid adults having to drive skateboarding kids to the nearest skate parks in Redmond, Hood River and Bend. The City of Madras has donated 10,000 square feet of land for such a park at H and Marshall Streets in southwest Madras. The new facility could be linked to a new Westside Park adjacent to the County Fairgrounds with a trail that then continues to the north to connect to the Willow Creek Canyon Trail, as described above.



Skate Park site

A typical skate park costs \$15/square foot, or roughly \$150,000 for a full park designed and built, but Madras can save money with volunteer labor and materials. Design has begun, with \$6000 in funds raised and a \$6000 State grant. Kids have been active in the conceptual design (**Figure 3-8**). The Bean Foundation has already offered to donate labor and construction could be as soon as Spring 2005 once the remaining funds are secured. The City of Madras owns a larger parcel surrounding the Skate Park, and this would be a good candidate for a future public park, especially as new housing is built close to this property. There was once a natural drainage through this property, so perhaps this could be restored.

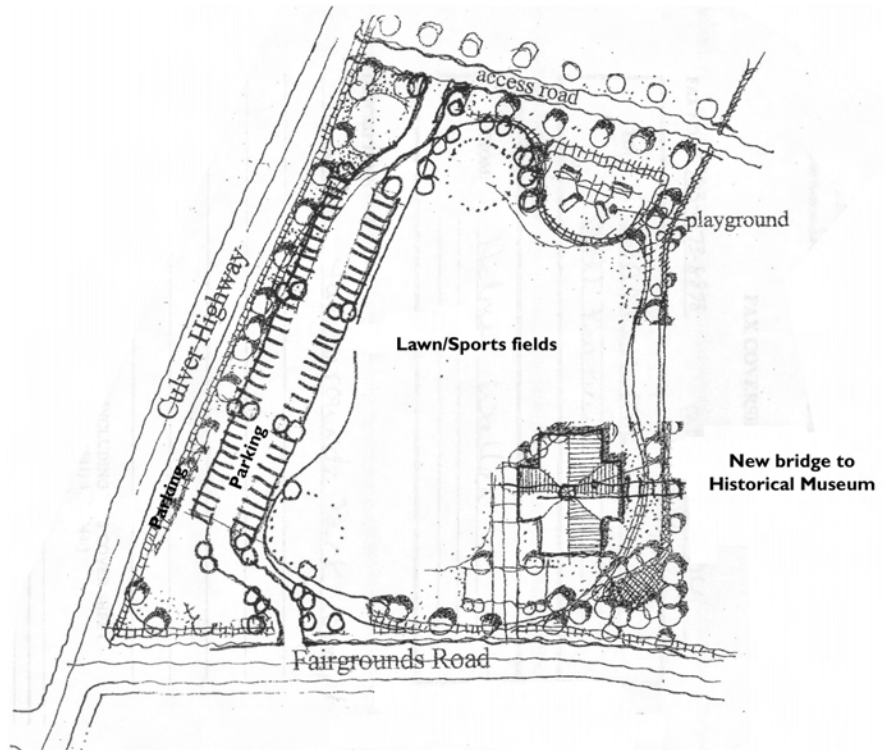


Figure 3-7: Sketch Concept for West Side Park

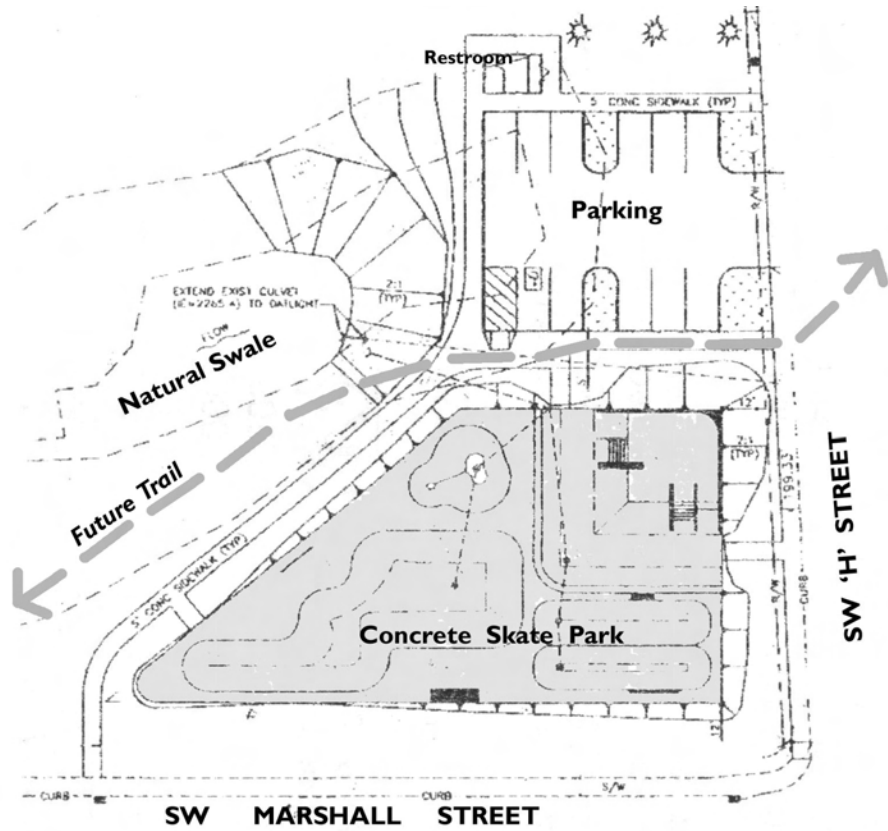


Figure 3-8: Initial Concept for Skate Park
(Ace Engineering)

North Y Gateway:

The Oregon Department of Transportation intends to reconstruct the intersection of Highway 26 and 97 at the north end of Madras. This project will resolve the current access difficulties for traffic travelling south on 97 and attempting to merge onto Highway 26. A new signalized intersection will be built where the existing

couplet now splits, and Hwy 97 will be rerouted to the east of McDonalds to meet this new signal. The existing North Y park with welcome sign and 'white buffalo', will not be maintained.

As a result of these changes, several parcels of land will be available for use as parks or open space. These parcels are not well-suited for commercial development, due to access difficulties or lot line configuration. The plan shown here, **(Figure 3-9)** shows a conceptual vision for the improvement of these spaces to create an aesthetically positive green gateway for the north end of Madras, replacing the existing North Y park. The estimated cost of these improvements is approximately \$750,000, but some of this could be covered by Oregon Department of Transportation as part of the intersection realignment.

The key spaces for City acquisition and improvement are the areas on either side of the couplet, on the north bank of Willow Creek, south of Hwy 97's new alignment. Willow Creek Trail should be extended through this intersection, either above grade, at grade level or both. New welcome signage and public art could be arranged on both sides of the couplet to greet visitors and to highlight the trail crossing. Benches, lighting and perhaps a drinking fountain to highlight the quality of local water could be installed where the trail crosses the couplet. These spaces would be mainly lawn with trees, but closer to the bank of Willow Creek, some creek restoration could be possible, with removal of invasive

vegetation and bank stabilization. The sandstone north bank of Willow Creek in particular, is eroding badly.

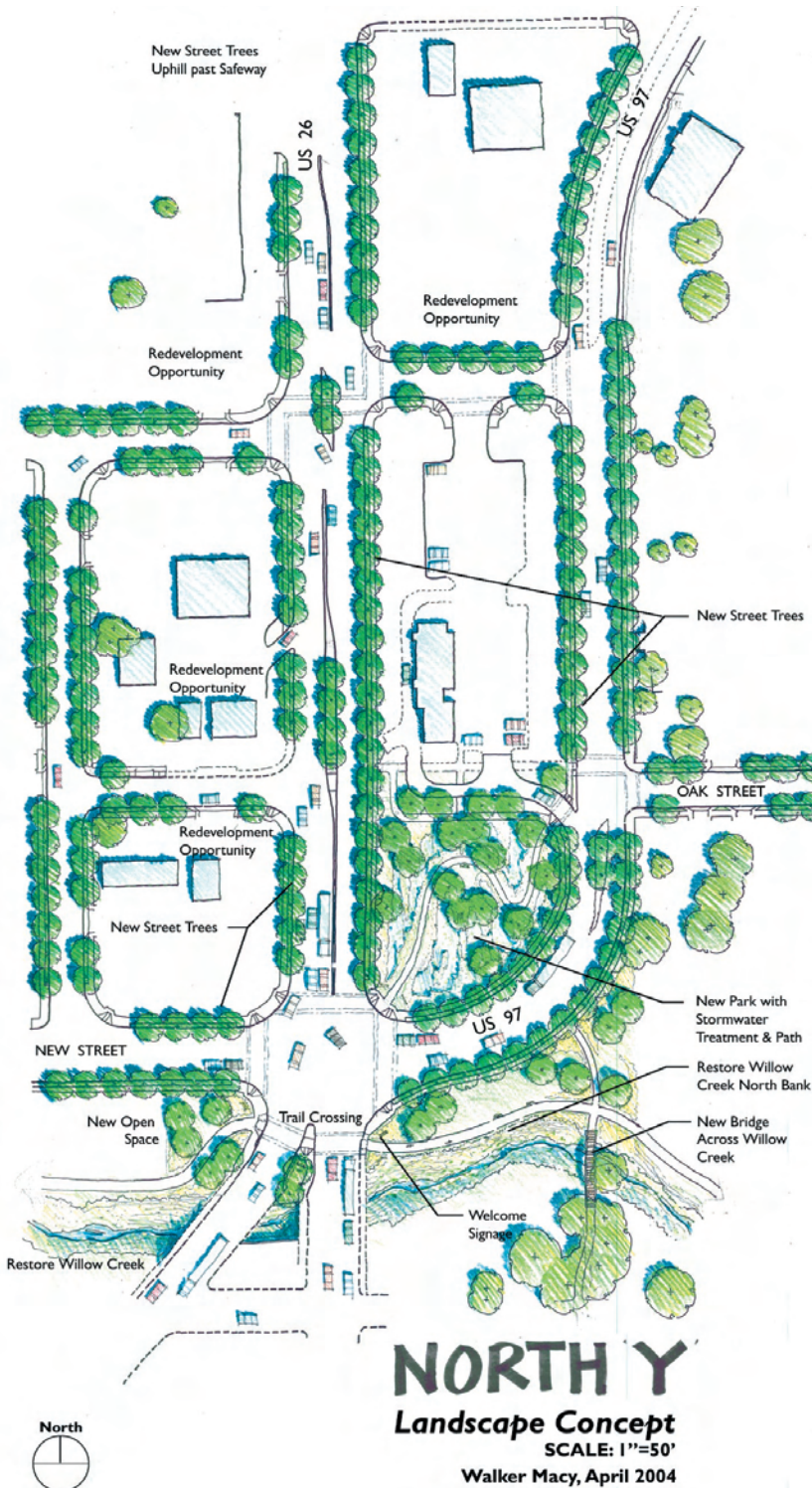


Figure 3-9: Sketch Concept for North Y Landscape

Plan Implementation

With adoption of this master plan by the Fall of 2004, the City of Madras should begin implementing items in the Action Plan. As this plan demonstrates, there are a number of important actions needed to upgrade existing parks, connect trails and acquire new park land. The most essential action needed is a substantial increase in funding for Madras parks. A public outreach program, and a thorough debate concerning potential funding mechanisms, should be initiated soon. As the following chapter indicates, this could include new taxes, bonds, and an increase in Systems Development Charges (SDCs). To aid in this debate, this plan should be available to the public at City Hall and Jefferson County Library, as well as on the City website.

Plan Review and Update

This master plan must be considered an organic, adaptable document. The actions identified in this chapter will undoubtedly need to be re-evaluated, as the City leadership changes, and as the priorities of Madras' population evolve. An annual consideration of parks priorities should be undertaken in conjunction with the setting of park budgeting. New actions can and should be considered at any time, but they must be considered within the framework of this plan's overall findings and recommendations. Further, it is recommended that in keeping with the 5-year increments of the Action Plan, this master plan should undergo a significant review every 5 years and adequate staff and budget should thus be allocated for this task.

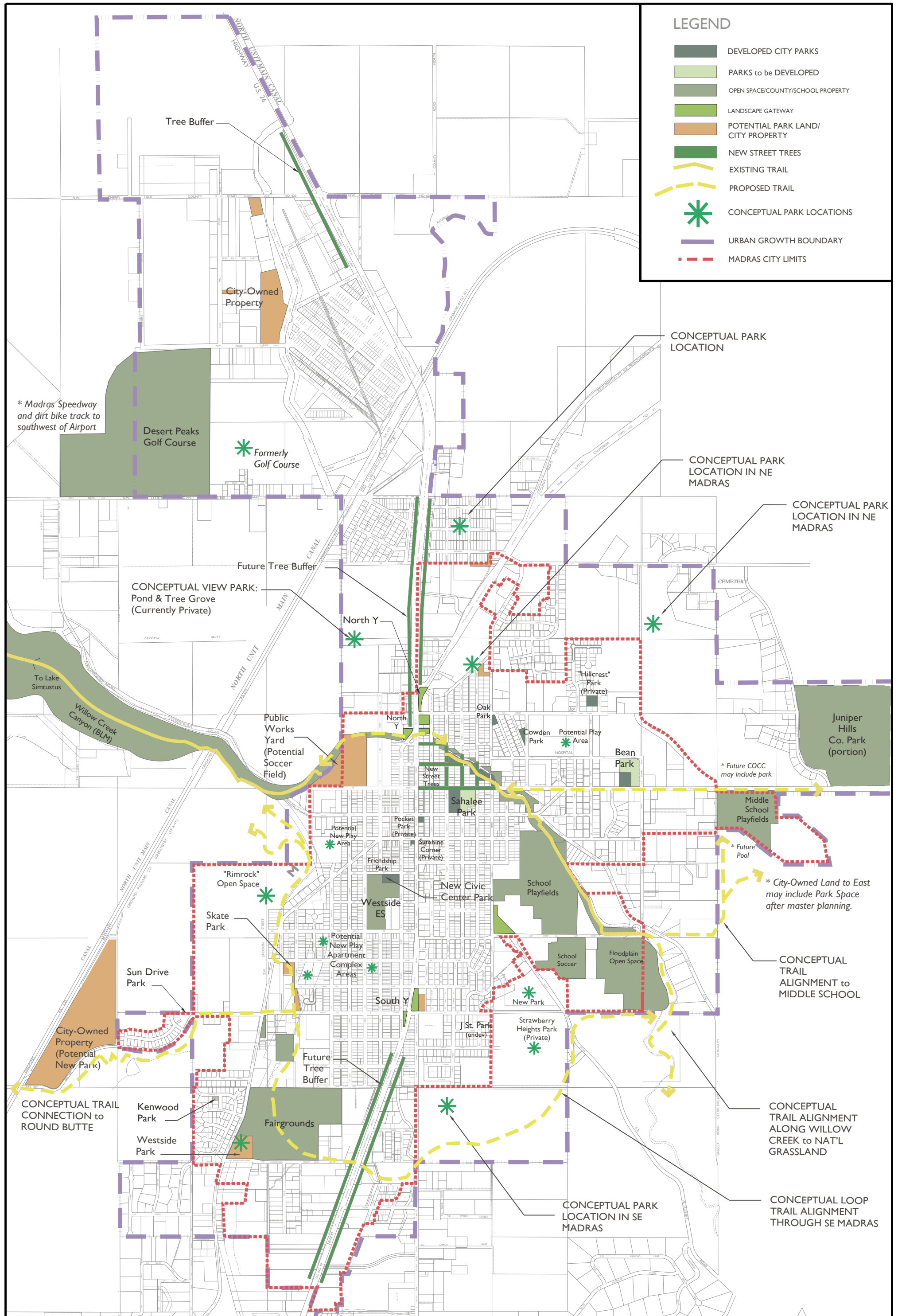
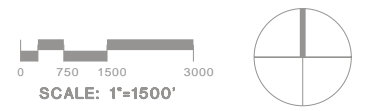


Fig. 3-10 Potential Madras Parks, Open Space & Trails
Madras Parks Master Plan



October, 2004

**Actions Proposed for Madras Parks
2004-2010**

The figures below are preliminary and should not be considered as detailed cost estimates

Item	Unit	Unit Cost	Quantity	Other Funding	Total	SDC Amount	Notes
Sahalee Park							
Remove 8th Street (clear, grub, grade)	SF	\$2.00	28,000.00		\$ 56,000.00		
New Park Development	SF	\$6.00	60,000.00		\$ 360,000.00		includes irrigation
Build a large shelter in the expanded park	allow	\$50,000.00	1		\$ 50,000.00		
New playground (plus tot swing, spring toys, slide, fall surface)		\$30,000.00	1	Rotary Donation	\$ 30,000.00		
Benches		\$700.00	4		\$ 2,800.00		
Add more trees	EA	\$250.00	40		\$ 10,000.00		
Construction Subtotal					\$ 478,800.00		
General Conditions (10%)					\$ 47,880.00		
Design Contingency (15%)					\$ 71,820.00		
Contractor OH+P (7%)					\$ 33,516.00		
Escalation (9%)					\$ 43,092.00		
					Subtotal \$ 675,108.00	\$ 730.71	SDCs cannot cover entire cost. Ultimate total funding could come from bonds and donations.
Bean Park							
Trees	EA	\$250.00	20.00		\$ 5,000.00		
Rebuild playground and fall surfaces	allow	\$32,000.00	1.00		\$ 32,000.00		
Add a fence along the west side of the park	LF	\$12.00	535.00		\$ 6,420.00		
Paint, maintain existing bathroom, Court, fields		\$5,000.00	1.00		\$ 5,000.00		
Construction Subtotal					\$ 48,420.00		
General Conditions (10%)					\$ 4,842.00		
Design Contingency (15%)					\$ 7,263.00		
Contractor OH+P (7%)					\$ 3,389.40		
Escalation (9%)					\$ 4,357.80		
					Subtotal \$ 68,272.20	n/a	SDCs cannot cover renovations
Willow Creek Trail Upgrade (state grant request)							
Asphalt Trails--Crack Repair	Allow	\$60,000.00		\$12,000.00	\$60,000.00		City general fund to supply match to state grant
					Subtotal \$ 60,000.00	n/a	State Grant Application
Friendship Civic Park							
Add more trees	EA	\$250.00	20		\$ 5,000.00		
Benches		\$700.00	4		\$ 2,800.00		
Public Art	Allow	\$5,000.00					
					Subtotal \$ 7,800.00	n/a	Interim improvements until Civic Center park built
New Willow Creek Trail Connection							
Asphalt Trails	SF	\$2.50	17,385.00		\$ 43,462.50		
Trail Signage System	LS	\$2,000.00	1.00		\$ 2,000.00		
Willow Creek Pedestrian Bridge	SF	\$50.00	960.00		\$48,000.00		12' x 80' wooden bridge
Construction Subtotal					\$ 93,462.50		
General Conditions (10%)					\$ 9,346.25		
Design Contingency (15%)					\$ 14,019.38		
Contractor OH+P (7%)					\$ 6,542.38		
Escalation (9%)					\$ 8,411.63		
					Subtotal \$ 131,782.13	\$ 142.63	
North Y (see detailed spreadsheet)							
North Y Landscape Concept	allow	\$500,000.00			\$500,000.00		not included in SDCs
					Subtotal \$500,000.00		
Downtown Pocket Park							
Remove Parking and Add Landscape		\$5.00	5,000.00		\$ 25,000.00		
Trees		\$250.00	10.00		\$ 2,500.00		
Historical Sign	allow	\$5,000.00	1.00		\$ 5,000.00		
Subtotal					\$ 32,500.00		
General Conditions (10%)					\$ 3,250.00		
Design Contingency (15%)					\$ 4,875.00		
Contractor OH+P (7%)					\$ 2,275.00		
Escalation (9%)					\$ 2,925.00		
					Subtotal \$ 45,825.00	\$ 71.07	
Skate Park							
Design of Skate Park	LS	\$16,000.00	1.00	(incl. OCF Grant) \$33,200.00	\$ 2,800.00		City Total
New Park Development near Skate Park	SF	\$6.00	60,000.00		\$ 360,000.00		includes irrigation
Construction of Skate Park	SF	\$15.00	10,000.00		\$ 150,000.00		
Construction Subtotal					\$ 512,800.00		
General Conditions (10%)					\$ 51,280.00		
Design Contingency (15%)					\$ 76,920.00		
Contractor OH+P (7%)					\$ 35,896.00		
Escalation (9%)					\$ 46,152.00		
					Subtotal \$ 723,048.00	\$ 782.59	Will raise some private funds
New Soccer Field (at Westside Park?)							
Basic Soccer Field (no facilities or paved parking)	Allow	\$1.50	66,000.00		\$ 99,000.00		Allow more for full Juniper Hills-type facility
					Subtotal \$ 99,000.00	\$ 153.54	
Kenwood Park							
Benches		\$700.00	4		\$ 2,800.00		
Picnic Table		\$1,000.00	1		\$ 1,000.00		
More Trees		\$250.00	15		\$ 3,750.00		
Play Structure	allow	\$30,000.00	1		\$ 30,000.00		Need water and sewer hookup
Drinking Fountain		\$3,000.00	1		\$ 3,000.00		
Construction Subtotal					\$ 40,550.00		
General Conditions (10%)					\$ 4,055.00		
Design Contingency (15%)					\$ 6,082.50		
Contractor OH+P (7%)					\$ 2,838.50		
Escalation (9%)					\$ 3,649.50		
					Subtotal \$ 57,175.50	\$ 61.88	
Ongoing Operations and Maintenance							
Existing and New facilities	allow/yr	\$40,000.00	5		\$217,375.70		2010 Dollars and Includes 5% rise/year
2004 - 2010 SDC-fundable Actions					Total	\$1,949,314.32	Not including North Y; Willow Creek Trail upgrade covered by grants
					Adjusted for Inflation (2010 \$)	\$2,260,584.44	Assume 3%/year

**Actions Proposed for Madras Parks
2010-2015**

Walker Macy

11/1/2004

The figures below are preliminary and should not be considered as detailed cost estimates

Item	Unit	Unit Cost	Quantity	Outside Funding	Total	SDC Amount	Notes	
Friendship Civic Park								
Full park development at Courthouse and City Hall	SF	\$6.00	40,000		\$ 240,000.00		Could be funded via Civic buildings' budgets?	
					Subtotal \$	240,000.00	\$ 372.22	
Bean Park Phase 2								
Addition to existing park		\$5.00	30,000.00		\$ 150,000.00			
Construction Subtotal					\$ 150,000.00			
General Conditions (10%)					\$ 15,000.00			
Design Contingency (15%)					\$ 22,500.00			
Contractor OH+P (7%)					\$ 10,500.00			
Escalation (9%)					\$ 13,500.00			
					Subtotal \$	211,500.00	\$ 328.02	
Westside Park (Phase 1); building on current volunteer effort								
Park Development	SF	\$6.00	43,560.00		\$ 261,360.00			
					Subtotal \$	261,360.00	\$ 405.35	
Oak Park								
Benches		\$700.00	2.00		\$ 1,400.00			
More Trees		\$250.00	10.00		\$ 2,500.00			
Play Structure	allow	\$30,000.00	1.00		\$ 30,000.00			
Subtotal					\$ 33,900.00			
General Conditions (10%)					\$ 3,390.00			
Design Contingency (15%)					\$ 5,085.00			
Contractor OH+P (7%)					\$ 2,373.00			
Escalation (9%)					\$ 3,051.00			
					Subtotal \$	47,799.00	n/a	SDCs may not apply for renovation
Cowden Park								
Benches		\$700.00	2.00		\$ 1,400.00			
More Trees		\$250.00	10.00		\$ 2,500.00			
Play Structure	allow	\$30,000.00	1.00		\$ 30,000.00			
Subtotal					\$ 33,900.00			
General Conditions (10%)					\$ 3,390.00			
Design Contingency (15%)					\$ 5,085.00			
Contractor OH+P (7%)					\$ 2,373.00			
Escalation (9%)					\$ 3,051.00			
					Subtotal \$	47,799.00	n/a	SDCs may not apply for renovation
Sun Drive Park								
Benches		\$700.00	4.00		\$ 2,800.00			
Lawn		\$1.50	20,000.00		\$ 30,000.00			
Play Structure	allow	\$30,000.00	1.00		\$ 30,000.00			
Add more trees	EA	\$250.00	20.00		\$ 5,000.00			
Subtotal					\$ 67,800.00			
General Conditions (10%)					\$ 6,780.00			
Design Contingency (15%)					\$ 10,170.00			
Contractor OH+P (7%)					\$ 4,746.00			
Escalation (9%)					\$ 6,102.00			
					Subtotal \$	95,598.00	\$ 148.26	No park developed here yet
New North Neighborhood Park (CORHA)								
Land Acquisition	ac	\$12,000.00	1.00	\$ 12,000.00			Site to be determined	
Basic Park Development	SF	\$6.00	40,000.00	\$ 240,000.00				
					Subtotal \$	252,000.00	\$ 390.83	
The Pines Park (if developed)								
General Park Development	sf	\$4.00	21,780.00		\$ 87,120.00		Land was dedicated as part of new subdivision. Still undeveloped	
					Subtotal \$	87,120.00	\$ 135.12	
South Y (optional)								
Land Acquisition	ac	\$12,000.00	1.25		\$ 15,000.00		Vacant Parcel at Corner of J and street to be purchased	
Remove Street(s) (clear, grub, grade, reveg)	SF	\$2.00	30,000.00		\$ 60,000.00			
Landscape Development	SF	\$4.00	20,000.00		\$ 80,000.00		includes irrigation	
Welcome Sign	allow	\$6,000.00	3.00		\$ 18,000.00			
Public Art	allow	\$5,000.00	1.00		\$ 5,000.00			
Street Trees	EA	\$250.00	40.00		\$ 10,000.00			
Benches	ea	\$700.00	4.00		\$ 2,800.00			
Subtotal					\$ 190,800.00			
General Conditions (10%)					\$ 19,080.00			
Design Contingency (15%)					\$ 28,620.00			
Contractor OH+P (7%)					\$ 13,356.00			
Escalation (9%)					\$ 17,172.00			
					Subtotal \$	269,028.00	\$ 417.24	
Ongoing Operations and Maintenance								
Existing and New facilities	allow/yr	\$50,000.00	5		\$271,719.62		Includes 5% rise/year	
2010-2015 Actions					Total \$	1,722,225.62		
					Adjusted for Inflation (2015 \$)	\$1,970,765.93	Assume 3%/year	

Actions Proposed for Madras Parks							
2015-2025 (Any of the parks below can be inserted into earlier time frames)							
Item	Unit	Unit Cost	Quantity		Total	SDC Amount	Notes
South of Skate Park							
Future Park Development south of Skate Pk	SF	\$6.00	70,000		\$420,000.00		
				Subtotal	\$420,000.00	\$272.88	
Westside Park (Phase 2)							
Park Development	SF	\$6.00	87,120		\$522,720.00		
				Subtotal	\$522,720.00	\$339.62	
New 5-acre NE Neighborhood Park							
Land Acquisition	ac	\$12,000	5.00		\$60,000.00		Site to be determined
Basic Park Development	SF	\$6.00	150,000		\$900,000.00		
				Subtotal	\$960,000.00	\$623.73	
New 10-acre Eastside Park							
Land Acquisition	ac	\$12,000	10.00		\$120,000.00		Associated with new eastside development
Basic Park Development	SF	\$6.00	450,000		\$2,700,000.00		
				Subtotal	\$2,820,000.00	\$1,832.20	
New 5-acre SE Neighborhood Park							
Land Acquisition	ac	\$12,000	5.00		\$60,000.00		Site to be determined
Basic Park Development	SF	\$6.00	150,000		\$900,000.00		
				Subtotal	\$960,000.00	\$623.73	
Ongoing Operations and Maintenance							
Existing and New facilities	allow/yr	\$75,000	10		\$907,448.31		Incl 5% rise/year
				Parks Total (2004\$)	\$5,682,720		
				Adjust for Inflation (2025 \$)	\$5,106,882.24		Assume 3%/year

20-year Action Plan for Madras Trails						
<i>The figures below are preliminary and should not be considered as detailed cost estimates</i>						
Item	Unit	Unit Cost	Quantity	Outside Funding		Total
Loop Trail Vision						
South Madras Loop Trail						
Land/Easement Acquisition	ac	\$15,000.00	3.00			\$ 45,000.00
Asphalt Trail (16000 lineal feet, 3+ miles)	SF	\$2.50	128,000.00			\$ 320,000.00
					Subtotal	\$ 365,000.00
Middle School and JHCP Connector Trail						
Land/Easement Acquisition	ac	\$15,000.00	0.64			\$ 9,641.87
Asphalt Trail (3500 lineal feet)	SF	\$2.50	28,000.00			\$70,000.00
					Subtotal	\$79,641.87
Round Butte Trail						
Land/Easement Acquisition	ac	\$10,000.00	4.59			\$ 45,913.68
Asphalt Trail (5 miles)	SF	\$2.50	200,000.00			\$ 500,000.00
					Subtotal	\$ 545,913.68
South Willow Creek Trail (to Crooked River National Grassland)						
Land/Easement Acquisition	ac	\$10,000.00	1.47			\$ 14,692.38
Asphalt Trail	SF	\$2.50	64,000.00			\$ 160,000.00
					Subtotal	\$ 174,692.38
					Trails Total	\$ 1,165,247.93
20-year SDC Estimate						
2025 Population Estimate	12438					
Current Population	5290	7,148	Additional			
Average of 2.3 residents per household						
Results in approximately		3,108	New Homes			
Total Loop Trail Costs		\$1,165,247.93				
		\$374.94	Maximum SDC per home*			
* SDCs could be applied to trails over 20 years, leveraged with other funding sources such as Oregon State Grants.						

Chapter 4: Paying for Park Improvements

The various social and topographical sections of a city should be suitably supplied with the various units of a system according to their needs and natural opportunities. It not infrequently happens that the sections of a city in which the population is most dense and most in need of squares, play grounds and local parks, are almost wholly devoid of these advantages because no well-balanced system has been devised and carried out while land was sufficiently cheap and comparatively unoccupied so that now the expense is prohibitory.

Olmsted Brothers

Current Budget and SDC balance

Madras Public Works currently needs a minimum annual budget of \$24,000 for park operations and \$10,000 for park development and equipment replacement. The operations budget is allocated from the City’s General Fund for Public Works.

The budget requirements will only rise in future, especially with new acquisitions. By all accounts, City Public Works uses available dollars efficiently. Unfortunately, because of the under-funding much necessary maintenance gets put off until replacement is the only option. Under-funding creates an inefficiency that is beyond City control but has a negative impact on the taxpayer and user.

Some future revenue could be raised by reserving and renting new shelters, in the summer for weddings, family reunions, company picnics and other group gatherings. The following is a summary of other potential parks financing sources. A detailed financing package is outside the scope of this master plan, but should be considered as a separate study.

System Development Charges (SDCs)

Systems Development Charges (SDCs) are fees that are generally collected when expansion, new development or an intensification of use occurs on property served by City of Madras infrastructure. The fees are used to fund the portion of the cost of infrastructure construction (wastewater, stormwater, transportation and park facilities) needed to support growth in the community and to recoup a portion of the community’s investment in the infrastructure already in place. Table 4-1 shows the history of SDCs in Madras and past expenditures. The current (2004) balance in the city’s Parks System Development Charge (SDC) account is over \$97,000. The city charges \$400 to each new home in Madras, and this is lower than most

Fiscal Year	Received	Expended	Balance	Notes
1991-92	\$2,300.00	\$1,560.00	\$740.00	North Y
1992-93	\$2,500.00	\$3,240.00	\$0.00	North Y
1993-94	\$7,600.00	\$3,572.97	\$4,027.03	Trees
1994-95	\$27,200.00	\$2,927.48	\$28,299.55	9th Street
1995-96	\$34,100.00	\$0.00	\$62,399.55	Bean Park
1996-97	\$14,600.00	\$4,921.16	\$72,078.39	Sahalee Park
1997-98	\$17,144.20	\$18,577.14	\$70,645.45	Sahalee Park
1998-99	\$21,520.00	\$62,584.80	\$29,580.65	Sahalee Park
1999-2000	\$19,680.00	\$4,040.00	\$45,220.65	Juniper Hills Co Park
2000-01	\$13,304.84	\$0.00	\$58,525.49	
2001-02	\$19,168.84	\$0.00	\$77,694.33	
2002-03	\$21,106.61	\$9,800.00	\$89,000.94	Skate Park Design
2003-04	\$8,672.08		\$97,673.02	
Totals	\$208,896.57	\$111,223.55	\$97,673.02	

Table 4-1: History of Parks System Development Charges in Madras

Comparative Parks Systems Development Charges			
City	Parks SDC per home	Parks SDC per 8-unit MF building	Population (2000)
Madras	\$400.00	\$400 (duplex)	5,290
West Linn	\$8,828.00	\$46,540.00	22,261
Wilsonville	\$2,206.00	\$13,416.00	13,991
Oregon City	\$2,431.00	\$15,384.00	25,754
Tigard	\$1,747.00	\$7,240.00	41,223
Beaverton	\$2,399.00	\$14,760.00	76,129
Philomath	\$571.00	\$4,240.00	3,838
Bend	\$3,064.00	\$21,104.00	52,029
Portland	\$1,611.00	?	529,121
Lake Oswego	\$2,310.00	\$12,624.00	35,278
Ashland	\$1,041.00	\$6,519.00	19,522
Medford	\$1,086.00	\$5,352.00	63,514
Corvallis	\$1,882.00	\$11,294.00	49,322
Average	\$2,688.73	\$10,175.73	Average does not include West Linn's MF charge

Table 4-2: Parks System Development Charges in other Oregon communities.

Other Parks Systems Development Charges		
City	Parks SDC for Retail or Offices	Notes
Madras	none	
Wilsonville	\$2,610.00	Retail
Wilsonville	\$5,800.00	Office
Oregon City	\$6,000.00	Includes admin fee
Tigard	\$124 per employee	
Beaverton	\$2,520.00	Retail
Beaverton	\$4,530.00	Office
Woodburn	\$2,400.00	Office
Hillsboro	\$14,650.00	Office
Average	\$5,501.43	

Table 4-3: Parks System Development Charges in other Oregon communities for non-residential uses.

CITIES WITH COMPARABLE POPULATION	
City	Pop'n (2000)
Eagle Point	4797
Scappoose	4976
Sandy	5385
Brookings	5447
Talent	5589
Molalla	5647
Hood River	5831
Seaside	5900
Independence	6035
Milton Freewater	6470
Sutherlin	6669
Stayton	6816
Florence	7263
Prineville	7356
Silverton	7414
Lincoln City	7437
Sweet Home	8016
Cottage Grove	8445

Table 4-4: Oregon cities with populations similar to Madras, for comparison of Parks System Development Charges.

cities. Bend charges \$3,064, Redmond charges \$742 and Sisters charges \$613. Because the examples on page 42 are mainly larger communities than Madras, it is recommended that the City investigate SDC charges in cities with comparable populations. See table at left.

SDCs are charged for new or expanding residential, commercial or industrial development as well as new connections to the wastewater and stormwater systems. New park facilities can use SDC funds, but maintenance or renovation of existing parks cannot.

Currently, towns are allowed by state law, through ORS 223.297, to recover costs from new development in five categories of SDCs. These categories are: water system facilities, stormwater drainage, sanitary sewerage, transportation facilities and parks and recreation facilities. State law does not allow towns to collect SDCs for: schools, libraries, police facilities, fire protection facilities and general government facilities.

Most large cities in Oregon charge between \$1,000 and \$10,000 in SDCs. The Governor’s Task Force on Growth found each new home tends to impose assorted infrastructure costs of between \$30-\$50,000 and that 10 to 50% of those costs are not covered through SDCs or developer-financed construction of onsite and off-site infrastructure. Cities and counties are not legally prohibited from charging full SDCs; residents of the city of Sisters voted to require the city to charge the maximum SDCs allowable by law. In practice, however, cities and counties usually charge less than full SDCs for many reasons, including protecting themselves against lawsuits and keeping home prices low. (“Growth and Its Impacts in Oregon: A Report from Governor Kitzhaber’s Task Force on Growth in Oregon.” January, 1999.)

Proposed new SDC Charges

Although there may be opportunities for grants and low interest loans, joint participation in park facilities by Jefferson County and private interests, and the use of general fund tax dollars, it is recommended that the Systems Development Charges for parks be set at at least **\$1,760** per Equivalent Dwelling Unit for all new residential construction. This should be re-evaluated yearly, especially since the State of Oregon instituted Cost of Living Adjustments (COLA) for SDCs in 2002. The tables of recommended actions that follow outline potential SDC levels for the years 2005-2010, 2010-2015, and 2015-2025. These numbers are very flexible and should be tested in a thorough public process. There is undoubtedly public support for more and better parks in Madras, but to propose paying for these parks with SDCs will require political momentum and public support.

If the larger Willow Creek Trail circling the city becomes a priority, then a further SDC charge of \$1000 could be considered, but this would make Madras Parks SDCs much too high. Consequently, alternative funding for the Loop Trail should be pursued, perhaps at a federal level (TEA-21 has expired, but its successor program may be a good source of potential funds.)

5-year SDC Estimate for Madras Parks (2005-2010)				
2010 Population Estimate	7415			
Current Population	5290	2125	Additional Pop'n	(* This number may be higher, if housing demand rises in Madras.)
Average of 2.3 residents per household:				
Results in approximately		924	New Homes	
Total Parks Costs (minus operations*)		\$1,731,938.6		
2010 Equivalent		\$1,970,766		
Existing SDC account balance		\$100,000.0	Current SDCs are \$400/home	
Recommended SDC Level for 2005		\$1,766.3	SDC per home	(* If all improvements listed are pursued)
		\$2,025	2010 - Adjusted for Inflation	

5-10 year SDC Estimate for Madras Parks (2010-2015)				
2015 Population Estimate	8898			
2010 Population	7415	1483	Additional Pop'n	(* This number may be higher, if housing demand rises in Madras.)
Average of 2.3 residents per household:				
Results in approximately		645	New Homes	
Total Parks Costs (minus operations*)		\$1,450,506.0	\$1,391,128.89	<i>In 2015 Dollars</i>
Minus grants and potential District funds or bonding (\$375,000)			\$1,016,128.89	Assume \$75,000/year
		\$2,249.6	Total SDC per home	(* If all improvements listed are pursued)
		\$2,157.5	Total SDC per home (2015 Dollars)	\$1,575.92

* SDCs cannot be used to fund general operations and maintenance

*These SDC figures are estimates. The City should set SDC levels only after a thorough public debate. This spreadsheet is only a guide to future public policy.

10-20 year SDC Estimate for Madras Parks (2015-2025)			
2025 Population Estimate	12438		
2015 Population	8898	3540	Additional Pop'n
Average of 2.3 residents per household:			
Results in approximately		1,539	New Homes
Total Parks Costs (minus operations*)		\$1,955,272	
2025 Equivalent		\$4,972,491	
		\$1,931	Maximum SDC per home (2025 Dollars)

* SDCs cannot be used to fund general operations and maintenance

*These SDC figures are estimates. The City should set SDC levels only after a thorough public debate. This spreadsheet is only a guide to future public policy.

Parks District and Staffing

There is currently not a City of Madras Parks District or any full-time staff dedicated to parks. This has been proposed in past public ballots, but was tied to development of a new aquatic center, and failed. If one is proposed, in the words of a former Madras Public Works employee, it *“needs to be done carefully and honestly, taking 2-3 years, put it on a ballot”*. *On the front end the actual and reasonable costs need to be presented and the first budget figures must be real. People are “tired of proposals that obviously won’t work.”*

Forming a District (as legislated under ORS 266 <http://www.leg.state.or.us/ors/266.html>) could help leverage this master plan to apply for grants and loans from State programs for maintenance and parks acquisition. As the City grows, more Parks space will be needed, and a District may become a necessity for maintenance and administrative purposes. A District, which would require public approval, would enable the City to begin collecting taxes for parks and recreation. Taxation rates vary, but Tualatin Hills Parks and Recreation, a well-funded Portland-area district, has a current permanent rate of \$1.30 per \$1000 of assessed valuation. The revenues from a District would help the city achieve some of the projects detailed in the Master Plan for years 2010-2025, which are not feasible for funding solely with SDCs.

The management of Madras parks is handled by Public Works, which often has other priorities to consider in its budgeting. Therefore one major recommendation of this plan is that the city consider allocating staff time for a part-time planning staff to push forward the actions identified in this master plan as part of their job description.

Park Levy

While the Park District is an attractive option, equally workable is a Park Levy. Currently, the City allocates 5% of its property tax to Parks (95% to Police). A very modest operating levy could dramatically improve this situation. While the ballot chances of either a District or Levy are currently slim, the levy is a viable second option and is much easier to place on the ballot.

Bonds

The shortcomings in parks and recreation funding from SDCs and general fund contributions could also be made up through General Obligation Bonds, which would require voter approval. One major disadvantage is the debt service required for the interest on these bonds. Purchase of bonds is paid from an assessment on real property in a city, typically for a 20-30 year time frame. Revenue bonds or full-faith/credit obligations may be possible from the operation of future park facilities in Madras, but this may only be feasible if the facility generates a significant amount of revenue. However, with a dependable revenue stream and sufficient reserves to cover low income years, these alternatives can be attractive.

Local Improvement District

Property owners in portions of Madras could choose to create a Local Improvement District (LID) to fund the acquisition or maintenance of a park. One example might be the merchants of downtown, voting (60% of properties within the LID must approve) to levy taxes on themselves to pay for Sahalee Park improvements, if they felt like these improvements were attracting more potential customers.

Direct State Responsibility

Some of the recommended actions could be funded through budgets for larger, state-funded projects. The “North Y” parks and trail connection idea is tied closely to the ODOT-funded intersection realignment project. New sidewalks and planting strips, enhancing pedestrian connectivity across the city, are included in this project, but are also a standard feature of all ODOT-funded road improvements, such as the Culver Highway reconstruction.

State and Federal Grants and Loans

Another appropriate source of money to help fund parks acquisition and improvements are grants from the **Oregon Parks Land and Water Conservation Fund**. This program uses federal dollars from the Department of Interior for acquisition, development and major rehabilitation of park and recreation areas and facilities. Project areas and facilities must remain open for public outdoor recreation use in perpetuity.

Eligible applicants are city and county parks departments, parks and recreation districts, ports, state agencies (OPRD, ODFW, ODF, DSL), and tribal governments. Applications are usually due in November of each year. The minimum federal share is \$12,500 and \$25,000 total project costs and this fund requires matching funds to be contributed from local jurisdictions.

The State of Oregon also disburses funds from the Oregon Lottery under the Local Government Grant Program (<http://www.prd.state.or.us/grants-localgov.php>). As the state website notes; “projects eligible for funding assistance include land acquisition, development and rehabilitation projects that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and/or recreation elements of local comprehensive plans and local park plans.”

The City of Madras was recently unsuccessful in their application to the Oregon Parks and Recreation Department for a **Recreational Trail Program (RTP)** grant to resurface the Willow Creek Trail. This grant requires a 20% local match, and the city should re-apply next year. The money comes originally from a successful federal program called TEA-21.

The Federal Department of Housing and Urban Development also provides **Community Development Block Grants (CDBG)** for lower-income communities and these can be used for park development. This could be a source of funding for facilities to serve Madras’ growing Hispanic population. (<http://www.hud.gov/offices/cpd/communitydevelopment/programs/index.cfm>)

The **US Forest Service** runs a grant program for urban forestry. This could be tapped to provide assistance for tree planting in Madras parks and along the Willow Creek Trail. (<http://www.fs.fed.us/ucf/>)

The National Tree Trust is another excellent source of funds for tree-planting in Madras, with an annual grant program which requires matching funds and volunteer labor. (www.nationaltreetrust.org)

This master plan is an excellent supporting document to present to state and federal authorities when applying for funds. Please see this website for more information: http://www.prd.state.or.us/grants_lwcf.php

Land Acquisition

The City of Madras can add to the stock of park and recreation lands through a combination of methods. These could include Land Trusts, property exchanges, conservation easements and donations from estates/wills. New subdivisions in Madras are required by law to set aside a parcel of land for parks in the subdivision (or dedicate funds for park development). The City of Madras Subdivision Ordinance states:

A subdivider shall set aside and dedicate to the public for park and recreation purposes, not less than eight percent (8%) of the gross area of said development if the land to be dedicated is suitable and adaptable for such purposes and is generally located in an area planned for parks.

This ordinance should be improved to require developers to build this park space to a useable standard with turf and irrigation. Many of the ‘exacted’ park sites in Madras are currently merely open lots with no improvements. The city should also consider adding trail right-of-way dedication as a condition of approval for new subdivisions that lie within the path of major trail routes around the city.

The city may also find that there is publicly-owned land (such as the “other” 9 holes at Desert Peaks Golf Course) which could be sold off to private interests, with the sale proceeds invested in future park development activity.

Non-Profit Organizations

The Bean Foundation, led by Mr. Sumner Rodriguez and Chairman George Neilson, has been a strong force in the betterment of Madras. The foundation administers the properties throughout the City that Al Bean donated to the community. The Bean Foundation has supported a number of parks-related projects, including the dedication of land for Sahalee Park's expansion (or use of the land for a new civic center), development of a new Middle School and associated playfields, acquisition and development of Bean Park, acquisition and development of Juniper Hills County Park and efforts to build a new aquatic center. The City's relationship with this Foundation is vital to the community's livability and should be maintained and enhanced. Few communities have the good fortune to have such a Foundation dedicated solely to local projects.

Service Organizations

The City of Madras already works well with service organizations to raise funds and volunteer labor in many city. The following is a list of service groups and their past and potential contributions:

The local **Elks Lodge** (BPOE) and Ladies of the Elks have assisted in bicycle safety programs in the past, and could perhaps assist in completing a trail circling the city and linking Madras parks.

Madras Lions - The group meets every Wednesday at The Stag. The board meeting is the second Wednesday of the month. The group works with the Kiwanis Club in sponsoring the Saturday Basketball program for third through sixth-grades and could perhaps help with construction and maintenance of new basketball courts.

Kiwanis Club of Madras -The group meets on Tuesdays at the Stag Restaurant. This community service organization focuses on youth development, and sponsors basketball and soccer programs. For several years the Madras Kiwanis has organized a basketball league. Kiwanis could perhaps assist in acquiring and maintaining new soccer fields in the City. As the image at left shows, Kiwanis recently helped build a new playground at Juniper Hills County Park.



Kiwanis Donates Play Park

Kiwanis President Kirk Holcomb displays the new play park at Juniper Hills Park, located northwest of the soccer fields. Holcomb said that the late Paul Barnes left a bequest of \$20,000 to Kiwanis for construction of a playground. The Kiwanis Club purchased the equipment last fall and finished installing it this month, with assistance from Kevin Canaday, Junior ROTC and Jesse Macias and crew. Bright Wood donated the chips, and Bullet Rentals, the auger for drilling post holes. Kiwanians spent about 70 manhours on the project, Holcomb said.

Madras Saddle Club - The group promotes riding skills in the county, and has a riding skills playday at the Jefferson County Fairgrounds once a month. The group also does community service projects. This group could perhaps be enlisted to assist in developing dedicated horse trails around the city.

Madras Sunrunners - The group sponsors the Fourth of July Sparkler Run, and the George Wilson Memorial Run in November. The races are 10 kilometer, with a fun run of 2 kilometers. This group could perhaps hold fund-raising races to help develop facilities like running tracks, or to complete the city Loop Trail.

Rotary - The group provides scholarships for students, and donates to the County Baseball Association, and other organizations in the community. The Rotary recently proposed to assist young student firefighters in rebuilding the Sahalee Park play area with a \$25,000 grant. Opportunities such as these are perfect ways for the City to complement parks funding.

Local **churches** are another potentially valuable partner in the maintenance and improvement of parks, through service projects. Some local churches have playgrounds on their facilities. Others, such as the Lutheran Church, are adjacent to Willow Creek, and could be partners in improving the Willow Creek Greenway. Some Hispanic churches support soccer leagues, and could be potential sources of money or labor to help construct more soccer fields.

Private Individuals and Businesses

The Madras business community should be enlisted as a partner in the improvement of parks in the city. Businesses have already assisted in civic improvement activities in the past. Brightwood Corporation--the City's largest employer, has donated lumber and labor to past park projects. Columbia River Bank supported High School tennis courts and soccer fields. Other businesses are assisting in the development of Madras Skate Park. These and other businesses may be willing to help with construction of new park facilities, as one could argue that a more liveable city with more parks entices new residents and visitors, which is good for business!



Privately-improved park in Redmond, Oregon.

The picture at left is an example of how the City of Redmond enlisted T-Mobile to assist in park maintenance activities. Madras should consider a similar “Adopt-A-Park” program.

A public-private partnership could in future help in the construction of parks adjacent to new businesses, which serve the employees during the day, but which are also open to the public after hours.

Prison Labor

There are two new correctional facilities planned for County land to the east of Madras. One of these facilities will be a minimum security prison. Such prisoners could perhaps be recruited to help maintain parks or build new park facilities. There are successful programs across the US of prisoners building park benches or signs in workshops, or conducting trail maintenance, and this could be an affordable way for the City to pursue projects. There could be ethical issues concerning this, so public input and debate is desirable.