

**FULL REPORT VOLUME 2** 

Level of Service Guidance

# Developed Parks and Natural

Areas

**APRIL 2022** 

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**FULL REPORT VOLUME 2** 

## **Level of Service Guidance**

# Developed Parks and Natural Areas

APRIL 2022

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### **Executive Summary**

How can PP&R plan to best meet the parks and recreation needs of all Portlanders? This Level of Service Planning for Developed Parks and Natural Areas sets the course for the growth of Portland's Developed Parks and Natural Areas system and provides PP&R with clear near-term and long-term guidance.

Parks 2020 Vision (2001) set PP&R's current Level of Service goals and priorities for acquisition and development of parks and recreation facilities, based on community outreach and analysis of current parks. This LOS Guidance builds on the Vision's goal to provide a park within ½ mile of every resident, and further examines the types of recreational assets provided by PP&R and their spatial distribution across the city. The Parks 2020 Vision shares the guiding principles that

"Portland's parks, public places, natural areas, and recreational opportunities give life and beauty to our city. These essential assets connect people to place, self, and others. All of Portland's residents have access to, feel safe and welcome in, and are equitably served by Portland's parks, open spaces, natural areas, recreation facilities and programs."

Our parks and natural areas provide health and recreation benefits to Portlanders of all ages, helping to make Portland a family-friendly and a livable city.



Figure 1
Increased distance from home means increased travel time, increased length of stay and decreased frequency of visits.

1 Parks 2020 Vision, 2001, Section: Introduction, page 3. https://www.portlandoregon.gov/parks/article/89363

Portland Parks & Recreation (PP&R) provides a large and diverse parks and recreation system, including management of 12,591 acres of park land offering 154 developed parks, 152 miles of regional trails, and 79 natural areas. These parks currently serve approximately 620,000 Portlanders. The City's parks and natural areas also serve visitors to the city.

# What is a Parks Planning Level of Service (LOS)?

Level of Service for planning our Developed Parks and Natural Areas answers the following question: If I live anywhere in Portland, what should I expect, over time, to be provided in the City's Developed Parks and Natural Areas? This LOS Guidance helps PP&R understand the features users expect from Portland's park and recreation system; establishes the spatial levels of service for a specific group of recreational assets by incorporating information gathered through community engagement, PP&R staff expertise and available inventory data; identifies gaps in service; and outlines the approximate costs to implement the Level of Service goals. A comprehensive Level of Service Plan for the entire park and recreation system is an aspiration we strive for, meanwhile this Level of Service Guidance allows the Bureau to plan, budget, and prioritize the equitable distribution of services, in a sustainable manner.

### How the Level of Service for Developed Parks and Natural Areas was established

The basic formula for completion of the LOS work is as follows:

Public Engagement + Existing System and Costs Data + Analysis = Level of Service Guidance First, we engaged the public to determine what needs and desires were for parks and natural areas. How close do Portlanders want a basketball court to be? A playground? How far are Portlanders willing to travel? We looked at 13 major park features, defined as assets in our Asset Management Program, including citywide needs for natural areas. We did not look at other assets, such as pools, which will be reviewed in the future. We engaged the public extensively through statistically valid survey methods, focus groups for communities of color and non-English speakers, informal surveys, and attendance at community events. We also used significant community input from previous engagement efforts. We heard and learned some interesting things! The community engagement work is detailed in the following full report for Developed Parks & Natural Areas (including an appendix) and can also be accessed at this link:

https://www.portland.gov/parks/projects?msclkid=dc6ce2b4aeed11ec97e455d6941581d3.

Second, we looked at our current system and existing service level, and estimated costs to provide, operate, maintain, and ultimately replace current park assets.

Third, we took the information from the first two parts of this equation and used analytical tools, data points, Geographic Information Systems (GIS) capabilities, professional Parks staff expertise, and a 3-member Parks Board working group to develop this Level of Service Guidance for Developed Parks and Natural Areas, which is summarized here in this Executive Summary.

# Projected Growth for the City of Portland

PP&R currently serves approximately over 620,000 Portlanders and visitors. In the 2035 Comprehensive Plan (2018), it's expected that the City will add at a minimum an additional 260,000 residents by 2035 representing an approximate 29.5% increase in population in the next 15 years.<sup>2</sup>

Table 1
City of Portland Current Population Data and Future 2035 Projection

	Year	Total Population
Past	2010	583,776
Present	2020	620,000
Future	2035	Projected - 880,000

# Additional Recommendations and Findings

While the chart on the facing page outlines the main recommendations, there are many other more focused recommendations on assets, setting priorities, what to do in the near term, and next steps. These are listed for easy reference, and many include a link or a note about where to go for more detail, and to better understand the recommendation.

# What will it take to provide this Level of Service?

If PP&R were to build 110 of the primary recommended assets in this LOS Guidance to meet service level goals, PP&R would need to invest over \$160 million in one-time capital funds to build them (which would take decades), and it would take over \$9.2 million in new annual operating dollars (FY 2019-2020 dollars) to maintain the developed parks and natural areas assets to meet these service levels. A full cost assessment and detailed financial data for the LOS is included in this report.

### PP&R's Sustainable Future Effort

The LOS Guidance does not include a plan for funding these assets and it does not set a timetable for achieving full LOS implementation. The Parks Bureau is currently undertaking a comprehensive effort to achieve better financial sustainability. In November 2019, Bureau staff presented to the Mayor and City Council an initial analysis of its current needs, gaps, and outlined three scenarios for moving forward (the presentation is at: www. portland.gov/parks/sustainable-future-ourpark-system). The LOS recommendations and cost information outlined in this document were used to develop the scenarios. The Sustainable Future work will lead the way on how to implement the LOS targets. It is

<sup>2</sup> Current population for the City of Portland searches on the internet list the current population of Portland as 664,103 as of November 11, 2020. As city population counts are representative of a dynamic quantity, we acknowledge that our City' population is quickly changing and growing. The population data used in this report mirrors the population quantities presented in the City of Portland 2035 Comprehensive Plan. The 620,000-population count has been modeled in GIS by the Bureau of Planning and Sustainability (BPS) for GIS mapping purposes. The data presented in this report is modeled using these BPS GIS data sets. An increasing City population further underscores the need to serve the additional demand on our system's capacity.

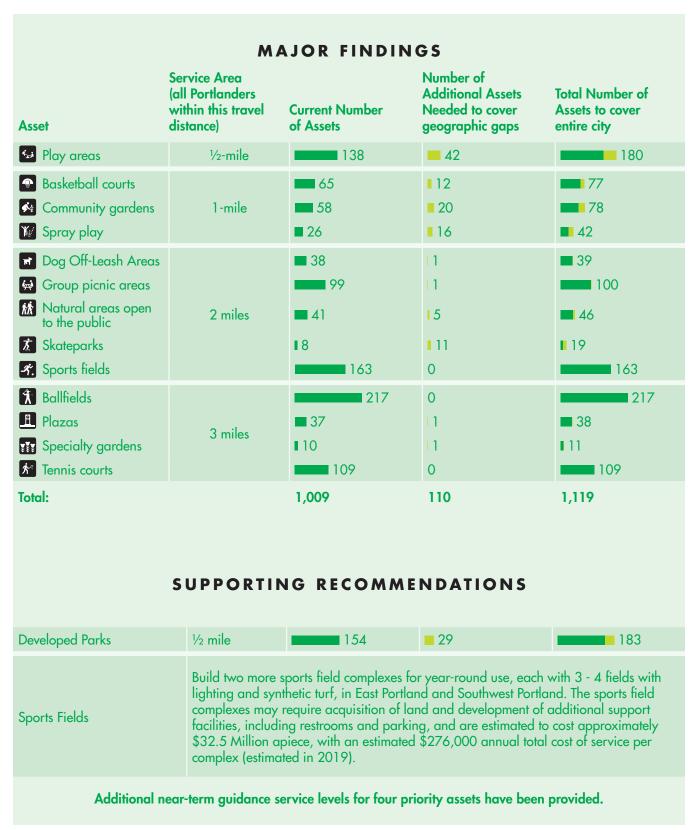


Table 2
Findings and Recommendations

envisioned that multiple funding tools will be needed over time, and the Level of Service can be implemented as these financial resources are put in place. A five-year operating levy to begin this multi-year effort was approved by voters on November 3, 2020 and will raise approximately \$48 million per year for five years.

The upcoming Sustainable Future work will need to identify funding for capital costs called for in the LOS. There is also a substantial unfunded operations and maintenance (O&M) commitment necessary to sustain newly built assets. In addition, PP&R has over \$500 million backlog of maintenance and replacement projects. The Sustainable Future effort will use the LOS guidance and established cost data to determine how to address these funding challenges.

### **Near-term Options**

The LOS outlines some near-term (up to 5 years) options given the existing resource issues. In addition to full-service community centers, three park assets (play areas, spray play, and skateparks) have been identified as high cost

Asset	Expanded Service Area		Resulting households served at expanded service level:
Play areas	1-mile	6	96%
Spray play	1-mile	5	89%
Natural area access	2-mile	1	76%
** Skateparks	3-mile	5	76%

Table 3
Near-term Options

to the Bureau. Near-term options for natural areas have also been identified. There are specific options to consider for each in the full reports, and in Exhibit A in this summary document, but the basic concept for the three cost-sensitive assets is to add them judiciously as resources, particularly O&M resources, are identified to sustain them adequately.

### How the LOS will be used

PP&R will use this LOS Guidance as a prioritization tool when planning the continued buildout of the City's park and recreation system, including using the LOS guidance annually with the Capital Growth and Capital Major Maintenance Funding Prioritization Process, and in conjunction with PP&R's strategic direction and equity goals. Future visioning, prioritization work and funding will determine the pace at which the projects identified in this LOS Guidance are implemented.

The LOS will prove particularly useful in advancing equity, as it has identified which gaps are the most urgent given demographics and the number of parks, natural areas, and recreational opportunities in nearby existing park assets. The equity considerations and recommendations are on page 80 of the Developed Parks & Natural Areas Level of Service report. In 2015 City Council adopted citywide racial equity goals. In 2017 Portland Parks & Recreation (PP&R) developed a five-year Racial Equity Plan that provides a framework and future guidance for the implementation of racial equity goals adopted by City Council. PP&R is dedicated to

creating a parks and recreation system that is centered on achieving racial equity, and highquality programs and services.

The map on this page depicts PP&R's existing Developed Parks and Natural Areas service level and reveals the difference in depth and level of access throughout the city. This map

combines developed parks and natural areas when evaluating proximity to a park and evaluates whether a household has the desired ½-mile access to a developed park or natural area. 77% of Portland households are currently located within ½ mile of a developed park or natural area open to the public, indicating that 23% of households don't have that proximity

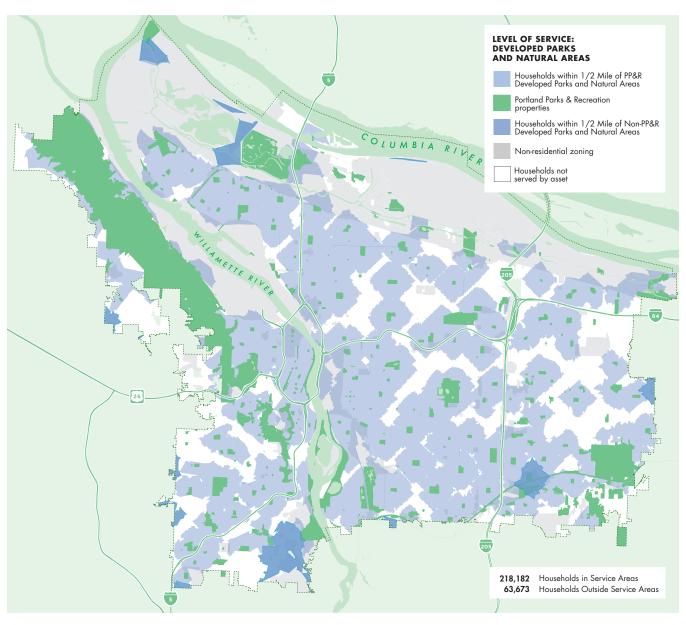


Figure 1
Developed Parks and Natural Areas

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

(walkable) access to a park or natural area in Portland.

Approximately 29 Developed Parks Service gaps exist throughout the city with the largest gaps appearing in East Portland. These gaps would be filled by constructing new parks on land currently owned by parks, providing new access to natural areas, and acquisition of additional park land.

PP&R will use this LOS Guidance when prioritizing planning efforts for parks properties, as well as when designing park properties. When funding becomes available for PP&R to pursue park or natural area

planning, it will prioritize planning efforts for its undeveloped parks properties located within the most critical service gap areas. The LOS provides a framework and important data which can be used as a starting point prior to embarking on a park plan or design process at any given site in the city.

### **Summary**

This is a summary of the extensive data, listening and engagement, and analysis completed to create PP&R's first LOS for Developed Parks and Natural Areas. There is much more to explore, discuss, and learn about in the full report. Portland Parks & Recreation would like to thank the many community



Figure 2 Peninsula Park Spray Play

members who contributed their time and expertise to plan for their parks and recreation system.

Portland Parks and Recreation has limited resources at this time to implement the recommendations in this LOS Guidance. We recommend prioritizing construction of these 13 assets in areas of the city where the service levels are lowest. The LOS near-term guidance applies an expanded service area to identify areas within the city with the lowest spatial service levels, and then evaluates variety of service, equity, and other filters specific to the asset. The recommendation is to focus on building new

park assets that fill the greatest gaps in natural areas, play area, skate park, and spray play access within parks properties, with the goal of improving equity.

PP&R will use this LOS Guidance as a prioritization tool when planning the continued buildout of Portland's park system in conjunction with PP&R's strategic plan and equity goals. Future visioning, prioritization work and funding will determine the pace at which the projects identified in this LOS Guidance are implemented.



Figure 3
Gateway Discovery Park skate park



Figure 4 Mt. Tabor Park nature day camp

# Chapter 1 Introduction and Background

### 1.1

### **PP&R Mission**

Portland's parks, public places, natural areas, and recreational opportunities give life and beauty to our city. These essential assets connect people to place, self, and others. Portlanders treasure and care for this legacy, building on the past to provide for future generations.

Portland Parks & Recreation's mission is to help Portlanders play - providing the safe places, facilities, and programs which promote physical, mental, and social activity. We get people, especially kids, outside, active, and connected to the community. As we do this, there will be an increase in the wellness of our residents and the livability of our city. We accomplish this through:

- Establishing, safeguarding, and restoring the parks, natural areas, public places, and urban forest of the city, ensuring that these are accessible to all.
- Developing and maintaining excellent facilities and places for public recreation and community building.
- Providing dynamic recreation programs and services that promote health and well-being for all.
- Partnering with the community we serve.

Portland Parks and Recreation (PP&R) provides some of the most beloved and well used spaces available. The breadth and variety of recreational experiences is significant and ranges from dance classes to futsal, and from children's play areas to senior programming. PP&R manages natural areas for their ecological value and provides the public with access to quality environmental experiences. These experiences, services and programs have common and unique requirements for space, resources and coordination that is evaluated when planning for Portland's future park and recreation system. As Portland continues to grow and change, so will demands. In the face of this growth, PP&R has an opportunity to prioritize and plan to sustainably deliver park assets for all Portlanders. The ability to identify gaps in service and articulate Level of Service goals ensures that future park development moves us closer to achieving PP&R's equity goals, ensuring that all Portlanders have access to parks and natural areas.

This Level of Service Guidance for Developed Parks and Natural Areas (LOS Guidance) is essential foundation analysis to build a comprehensive Level of Service for Portland Parks & Recreation. It establishes clear expectations of

park and recreation service for all stakeholders at a cost that is financially sustainable. It will be used together with other PP&R plans to set targets for Portland's park and recreation system, including park acquisitions, construction of physical assets, programming, and maintenance. It is scalable to specific projects depending on timeline and resources; for example, it might inform additional near-term guidance targets for shorter time-periods, and longer-term aspirational goals for full buildout. This LOS Guidance:

- 1. Uses input from the community and staff on the spatial distribution of 13 park assets for guiding PP&R's growth,
- 2. Identifies gaps in service and potential opportunities to close the gaps to provide spatially equitable distribution of these assets across the city, and
- 3. Specifies costs to construct and maintain this subset of physical assets.
- 4. Identifies additional near-term guidance

The primary purpose of Level of Service (LOS) is to define what PP&R is delivering to its customers and community (IPWEA PN 10.3). Level of Service is a metric used by park providers to measure how well a community is currently served with access to a variety of park and natural area assets. It also identifies where assets should be added to provide a uniform set of park experiences to all. LOS establishes guidelines for the public, administrators, staff, city council, and other agencies to plan Portland's park and recreation system's growth and care over time. This report focuses on two primary classifications of facilities and places

for public recreation and community building: developed parks and natural areas.

Developed parks are primarily intended to provide recreational experiences for people. For this LOS Guidance a developed park includes at least one built recreational asset that provides a park experience and a place to walk, sit, and enjoy open space. The thirteen most common recreational park assets make up the basis for this report. Developed parks can be fully built-out with many park experiences, a basic developed park with only a few amenities, or undeveloped parks, which are properties that have been acquired to provide recreational opportunities. Undeveloped properties may provide community greenspace and trees to the public, but do not have any built assets.

Natural areas preserve, protect, and restore natural resources and, where appropriate, provide compatible passive recreation. These areas provide native wildlife habitat, preserve biodiversity, and deliver ecosystem services that protect water quality and manage stormwater. They provide green infrastructure throughout the city. This LOS Guidance defines a natural area open to the public as containing a trail of any type. This report does not consider natural areas without trails as providing service for recreation.

### 1.2 **Equity**

The City of Portland is committed to institutionalizing equity citywide starting with the use of an equity lens and the use of equity

tools to achieve racial equity and advance opportunities for all. In 2015, the City of Portland adopted citywide racial equity goals including:

Equity Goal #1: We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.

Equity Goal #2: We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.

Equity Goal #3: We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

Portland Parks & Recreation is committed to supporting these goals and the aspiration that race will have no detrimental effect on people of color, refugee, or immigrant communities in accessing our parks and natural areas, or from the benefit of our services. In 2017 Portland Parks & Recreation (PP&R) developed the *Five-year Racial Equity Plan* that provides a framework and future guidance for the implementation of racial equity goals adopted by City Council. The PP&R Five-Year Racial Equity Plan is focused on providing a proactive

framework that seeks to achieve racial equity. We recognize this will take time and require the need to examine the impact that systems of oppression have on other protected class designations.

PP&R is dedicated to creating a parks and recreation system that is centered on achieving racial equity, and high-quality programs and services. The LOS report identifies current gaps in access to park and natural area assets that will be used to identify areas that need new parks and assets. This project focused on strengthening outreach and public engagement for communities of color and refugee and immigrant communities by working with community-based organizations and attending community events. The data and service level recommendations will guide PP&R to help invest in communities throughout the city experiencing gaps in service, providing a more equitable provision of park services.

### Portland Parks & Recreation Equity Statement

We recognize, understand, and encourage celebration of the differences that surround us. Diversity and equity are vital to Portland Parks & Recreation's ideals and values.

1.3

### State of the System

To a new visitor to Portland Parks, our city's park system appears impressive. However, virtually every part of the parks system is lacking in important ways; we have an immense and growing deferred maintenance backlog, and we are not adding the capacity we need to be the livable city we want to be as we grow and change. PP&R operating expenses have risen steadily in recent years due to increasing park use, utility costs, and aging park infrastructure. Unfortunately, over many decades, park system funding has not kept up with needs. Numerous parks assets are in poor condition and need major renovations and ADA upgrades. As operational costs continue to climb and maintenance costs continue to be deferred, Parks struggles to provide the same level and quality of services to all its residents.

### A Sustainable Future for PP&R

During the fiscal year budget of 2019/2020, Portland Parks was faced with a grim reality: a \$6.3 million annual shortfall in its \$94 million operating budget. This is a structural deficit arising from overhead costs growing faster than revenue from program fees might be able to offset and while serving community needs without restricting access based on household incomes. The City Council and the Bureau realized that the City was no longer able to sustain some of its Community Center services to the public. In addition to the operating budget shortfall, the Parks bureau has a \$28 million annual maintenance funding gap and many aging facilities, which contributed to, but was not the deciding factor for closing or transferring programming responsibilities to other entities at PP&R's smaller Community

Centers including Sellwood, Hillsdale and Fulton Community Centers.

### Sustainable Future Council Work Session

In November 2019, Parks staff met with City Council in a work session to discuss a Sustainable Future for our parks and recreation system. PP&R must address our growing and immense (over \$500 million) deferred maintenance backlog and change our funding model to one that is not as dependent on earning fees. The work session presented the City Council with the opportunity to work together to identify the park system we want to aim for and identify new models of funding that can support PP&R going forward. City Council reviewed three possible scenarios, and several funding options to move PP&R toward a healthy, equitable, and Sustainable Future including:

- 1. Decline in Service: A "Decline" option where we don't add new funding. This model would result in declined park maintenance and services, and less healthy natural areas. Portland would lose one in five park assets in the next 15 years. This option was immediately taken off the table by City Council.
- 2. Maintain Service: A "Maintain" scenario where we hold steady, keep our current service levels static and avoid facility closures. PP&R would support the operations and maintenance of new parks and have PP&R services keep pace with Portland's population growth.
- 3. Fulfill Services: A "Fulfill" scenario presented an ambitious and aspirational approach to

meeting our mission and delivering a parks system that is healthy, equitable, accessible, and sustainable for all Portlanders.

In either scenario, to "Maintain" our parks and recreation system or to "Fulfill" our mission, PP&R needs alternative funding that is not connected to the City's General Fund and is not dependent upon earning service fees to patrons visiting our Community Centers. Council consistently agreed that PP&R should be bold in its pursuit of equitable service and long-term sustainability. The City Commissioners unanimously supported a future for Portland Parks that fulfilled a vision of a healthy, equitable, accessible, and sustainable system for all Portlanders. A future bond measure or other funding strategy is needed to address the \$500+ million backlog of PP&R deferred maintenance and to address the future design and construction of any new parks assets.

### COVID 19

The advent of the COVID virus has had immediate and drastic impacts to the Bureau's ability to serve Portlanders. In March 2020, PP&R acted quickly to protect our community and our staff from COVID-19 by closing PP&R Community Centers and canceling in-person programming. These actions have helped diminish the spread of COVID-19 in our community, but the closures have had a profound impact on Park's ability to provide recreational services, support mental health and engage with our community members.

A crisis will often intensify systemic inequalities and disproportionally harm the most vulnerable among us. COVID-19 as a health crisis has been no different, and the virus's impact on communities of color, refugees and immigrants, and people experiencing homelessness and poverty has been excessively impacting our most vulnerable communities. Our parks quickly became vital assets and emergency hubs to be leveraged in the pandemic to serve those in need, through community programs and services including food programs, the Summer Free for All program, and moving programming outdoors into our parks when community centers weren't open.

### What is Level of Service?

Level of Service (LOS) is a metric used by park providers to measure how well a community is currently served with access to a variety of assets, and to identify areas where additional assets should be added to provide a uniform set of park experiences to all households and achieve greater equity. Level of Service efforts establish guidelines for the public, administrators, staff, city council, and other agencies to plan the park system's growth and care over time. The primary purpose of Level of Service is to define what PP&R is delivering to its community members.<sup>3</sup>

PP&R's present Level of Service is established in *Parks 2020 Vision* (from 2001). There are two guiding vision principles that are most relevant

to inform this Planning LOS Guidance for Developed Parks and Natural Areas:

- 1. Inclusive and Accessible: All of Portland's residents have access to, feel safe and welcome in, and are equitably served by Portland's parks, open spaces, natural areas, recreation facilities and programs.
- 2. Future Needs: Ample lands and facilities have been acquired and protected in public ownership to provide a wide variety of high-quality parks, open spaces, natural areas, recreation facilities and programs to meet current and future recreation, open space and natural resource protection needs.

Building on the Parks 2020 Vision goal to "Provide a wide variety of high-quality park and recreation services and opportunities for all residents",4 an objective for the Developed Parks was established to "Provide a basic, developed Neighborhood Park facility within a half mile (approximately 10-to-15-minute walk) of every Portland resident, and a Community Park within a mile (approximately 20-to-30-minute walk) of every resident."5 The LOS metric of a halfmile distance for residents to a park or natural area will be used in this planning effort to strategize our future growth. This is measured by spatial access to the park and the number of households within this service area. The second objective that applies to this Level of Service is: *Preserve*, *protect*, *and restore* Portland's natural resources to provide "nature in the

city" and "Acquire sufficient lands to protect existing resources (e. g., land along the Willamette and Columbia Rivers), to complete natural resource areas (e. g., Forest Park, Kelly Butte), and to protect locally significant natural areas (e. g., Rosemont Bluff)."6

This may include properties that have been impacted by development that retain sufficient functions or through reasonable enhancement and restoration may provide higher functions and values many years in the future.

Level of Service is used to measure whether existing developed parks and natural areas are adequate to serve Portlanders, or whether there are deficiencies that should be corrected. LOS also serves to measure whether existing capacity is adequate to handle new development, or to determine what asset and programming improvements will be required to avoid overloading existing parks facilities. As our community grows in population, LOS assures that facilities and services will keep pace with that growth.

PP&R currently has developed specific guidance for some assets and programs, identified in the list below:

- Trees: Urban Forestry Management Plan (2004)
- Community Gardens: Community Gardens Technical Paper (2008)
- Swimming Pools and Spray Play: *Aquatic Facilities Technical Paper* (2008)
- Community Centers: Community Centers Technical Paper (2008)

<sup>4</sup> Parks 2020 Vision, page 3.

<sup>5</sup> Ibid., page 29.

<sup>6</sup> Ibid., page 30.

- Sports Courts: Sports Courts Technical Paper (2008)
- Play Area Technical Paper (2008)
- Skate park System Plan (2008)
- Boat Docks: Willamette River Recreation Strategy (2012)
- Accessibility: ADA Title II Transition Plan Update – Park Facilities (2015)

The focus of this LOS Guidance for Developed Parks and Natural Areas considers access to thirteen select park assets that provide recreational experiences. This report does not include all recreational park assets such as indoor or outdoor pools, or support facilities such as restrooms, utilities, necessary infrastructure, tree canopy and horticultural assets such as trees and shrub beds.

### Other Planning Efforts at PP&R

The LOS Guidance for Developed Parks and Natural Areas is one piece of PP&R's foundational strategic planning work identified in the Strategic Plan 2017-2020, which will provide guidance and input in two key system-wide planning efforts: PP&R's new "A Sustainable Future" plan and, any visionary effort that may be undertaken to guide the Bureau's future and update its mission. These planning efforts are categorized into three themes: planning, financial, and analytical. The results from these strategic planning efforts will inform the vision for how PP&R will sustainably grow and maintain Portland's park and recreation system into the future. PP&R's strategic planning efforts are summarized in the table below.

Table 4
PP&R Foundational Strategic Planning Efforts

Туре	Action	Policy Guidance Documents
Planning	Identify strategic direction; develop and refine mission, vision, and values.	<ul> <li>Planning LOS</li> <li>Community Centers Level of Service</li> <li>Five-Year Racial Equity Plan (2017)</li> <li>Strategic Plan 2017-2020 (2017)</li> <li>Urban Forestry Management Plan (2004)</li> <li>Quality Infrastructure Plan</li> </ul>
Financial	Define goals, initiatives, and performance measures	<ul> <li>Cost Recovery Policy</li> <li>Annual capital and operating budget process</li> <li>Financial Sustainability Plan</li> <li>Parks System Development Charge (SDC) program allocation through the Capital Project Prioritization Process</li> </ul>
Analytical	Develop information to support the financial and planning efforts	<ul> <li>Community Survey (2017)</li> <li>Economic Impact Study</li> <li>Demographic Forecast (2020)</li> <li>Parks 2020 Vision (2001) Evaluation</li> </ul>

### 1.5 Approach

This LOS Guidance uses information collected through 1) community engagement efforts and 2) quantitative data to evaluate the number, type, and location of thirteen park assets. It provides guidelines for future planning and provision of these park assets. This chapter details how staff gathered and applied information to develop the Level of Service findings in this analysis. The process that this LOS Guidance project followed to determine recommendations is as follows:

- Review Level of Service methodologies by other jurisdictions and choose an approach that works for Portland Parks & Recreation.
- 2. Identify and define the assets for analysis.
- Identify the community's willingness to travel to a park asset for a specific park experience through an equitable community engagement process.
- 4. Use available data and mapping to identify gaps in service.
- 5. Establish a spatial Level of Service for developed park assets and natural areas based on community and staff input.
- 6. Calculate the average cost to construct new assets for filling the gaps.
- 7. Calculate costs for present and future operations and maintenance and asset replacement.
- 8. Identify assets where density, supply and demand become important factors for analysis, such as with group picnic areas,

- community garden plot availability, and sports field and sports courts reservations, and provide additional information for future planning of those assets.
- 9. Develop scenarios for adding assets and their associated costs.
- 10. Develop additional near-term guidance for four of the assets that require more operations and maintenance funding than the other assets at full build-out.

PP&R tailored this LOS Guidance to the specific needs of the Portland community. Staff reviewed Level of Service goals developed by other cities. Most cities limit their scope to the parks necessary to fill the system, based on the designations of neighborhood park, community park, and trails. Many do not review the Individual Asset types in the way that this LOS does. This report also evaluates only park assets provided by PP&R, whereas the methodology of organizations such as the National Recreation & Parks Association and Trust for Public Lands includes all park providers within the City (such as Metro and Oregon State Parks). This LOS Guidance focuses on park assets that PP&R typically offers throughout the city, has data for, and are most requested by community members. The definitions for the thirteen developed park and natural area assets evaluated in this LOS Guidance are described in the next table.

ASSET	DEFINITION
♣ Play areas	All traditional play areas and destination play areas owned and managed by PP&R. Play areas owned or operated by others, such as those located at schools, are not included in this study
Basketball courts	Includes all full and half-size outdoor courts owned and managed by PP&R
Community gardens	Community gardens operated and managed by the PP&R community garden program and gardens on school district property managed by PP&R are included in this study
Y/ Spray play	Recreational feature that features water that people can engage with for play, including splash pads and interactive fountains
■ Dog Off-Leash Areas	Any fenced or unfenced area or facility designated as a Dog Off-Leash Area (DOLA) and managed or owned by PP&R
Group picnic areas	PP&R-owned and managed reservable group picnic areas. Group picnic areas can be small or large groupings of picnic tables. Some group picnic areas are covered from weather by a shelter
Natural areas open to the public	Natural areas are acquired and maintained primarily for their ecological and environmental benefit. Recreation must be compatible with protection and enhancement of the natural resources. The spatial recommendation applies to natural areas that are open to public use and provide a soft surface or paved trail
\$\tilde{\chi} Skateparks	Any area or facility designated as a skate park or neighborhood skate spot, or other specific skate feature as defined in the city's 2008 Skate park System Plan, that is owned and managed by Parks
4. Sports fields	Rectangular-shaped fields designed and maintained to play team sports including soccer, football, and lacrosse that are formally tracked and permitted for play, including Portland Public Schools sports fields permitted by PP&R under a Joint Use Agreement. The inventory does not include informal, unprogrammed sports fields
\$\bar{\bar{\bar{\bar{\bar{\bar{\bar{\bar	Fields to accommodate baseball and softball use that are formally tracked and permitted for play, including school ballfields permitted by PP&R per the Joint Use Agreement with Portland Public Schools. Informal ballfields that are not permitted or programmed are not included.
A Plazas	Hardscaped public gathering spaces that foster community interaction. Plazas can range in size from 2,000 square feet to an acre or more and may be part of a developed park such as Gateway Discovery Park, or a stand-alone facility such as Pioneer Courthouse Square.
Specialty gardens	Gardens that are managed to display specialty plants and trees
Tennis courts	All outdoor tennis courts in PP&R parks.

Table 5

Park and natural area asset definitions

### **Data Used**

This LOS Guidance uses quantitative data to analyze the thirteen park assets in addition to information collected via community engagement. The data sources used to develop the current inventory and mapping for each asset examined in this LOS Guidance are outlined in detail in Appendix 1: Data Sources.

PP&R recognizes that data sources are dynamic and has applied the best available data as of the writing of this report. There are several ways to examine spatial Level of Service, and for each asset class one or more could be appropriate to identify as goals. The standard used by many park providers throughout the United States is the number of assets provided per identified number of population. The number of households served within a specified geographic distance of an asset (a "service area", described in further detail below) and the experience it provides (example: number of households within ½ mile of a play area) is also used by many park providers. The distance is measured through a Geographic Information Systems (GIS) model that considers the ability to travel to a community center, park or natural area open to the public by walking, bicycling, driving, or using public transit.

This LOS Guidance for Developed Parks and Natural Areas Open to the Public examines spatial Level of Service by analyzing number of households rather than population. Population data are available from the United States Census Bureau's 2010 decennial census; however, these data are only collected once every ten years and are more difficult to track than households. PP&R obtains this household

data from Multnomah County. Thus, PP&R staff determined that examining the number of households within an asset's specified service area would provide a more robust understanding of Portland's existing system and gaps in service.

Mapping and calculating households within service areas (Existing Level of Service)

A geographic information system (GIS) is a framework for gathering, managing, and analyzing data. Rooted in the science of geography, GIS integrates many types of data by analyzing spatial location and organizing layers of information into visualizations using maps. PP&R assigned service area distances (either ½ mile, 1 mile, 2 miles, or 3 miles) for developed park assets and natural areas open to the public by integrating the GIS model with information obtained through community engagement and staff knowledge of historic trends. Using GIS, PP&R assigned a 3-mile service area distance for full-service Community Centers creating a GIS model of the City and its current 2020 population.

A service area is the spatial catchment area of a PP&R property based on travel distance from a park's access points such as park entrances abutting public sidewalks on the city's street network. PP&R uses service areas to analyze how well its facilities are serving the public (e.g., the number of households located within assets' service areas, the spatial distribution of assets). P&R's assigned service area distance is measured not from the specific asset in question but from public access points to the property containing the asset. Using the GIS model of the service areas for the Developed Parks and

Natural Areas assets, the following quantitative information can be calculated and analyzed:

- Total number of each existing asset in PP&R's system.
- Total number of Portland households located within ("served by") the identified service area of each asset class (households may be counted more than once by overlapping service areas).
- Percentage of households served by all the assets (households served by more than one service area are only counted once)
- Average number of households served by each asset class's individual service area (includes households that may be counted more than once by overlapping service areas).
- The cumulative effect of the thirteen assets' service on households across the city is shown in The Total Number of Recreation Experiences maps ("heat maps").
- Total number of Portland households not located within the identified service area of each asset class (e.g., number of households not located within ½-mile of a play area). Households not served by an asset represent a "gap" in service.
- Number of each asset needed to fill its service gap by using the following formula:

  Total number of households *not* served by the asset class divided by the average number of households served by the asset class's service areas.

Chapter 3 presents the results of the above calculations and the Total Number of Recreation Experiences maps ("heat maps").

### City of Portland Population Projections

Portland's 2035 Comprehensive Plan (2018) is a long-range plan that helps the City prepare for and manage expected population and employment growth, as well as plan for and coordinate major public investments. The vision, goals, and policies within the plan are designed to help Portland become a prosperous, healthy, equitable, and resilient city. In the 2035 Comprehensive Plan (2018), it's expected that the City will add an additional 260,000 residents by 2035 (see table below), representing an approximate 29.5% increase in population in the next 15 years.<sup>7</sup>

Table 6
City of Portland Current Population Data and Future 2035 Projection

	Year	Total Population
Past	2010	583,776
Present	2020	620,000
Future	2035	Projected - 880,000

Although the proposed number of future residents can be projected for the City's future growth and the desired locations to house this growth can be modeled through the City Comprehensive Plan, the demographics of the future population and where they will reside cannot be projected. Additional review of demographics and identifying where disparities

<sup>7</sup> City of Portland 2035 Comprehensive Plan, March 2020, Section: Introduction, page 8 https://www.portland.gov/sites/default/files/2019-08/comp\_plan\_intro.pdf

occur in service and who we serve is a vital part of the understanding of this study and for making future recommendations for expansion for the Developed Parks and Natural Areas Level of Service.

### **Projected Growth and Density**

The City is quickly developing and densifying. The Portland City Council recently adopted the Residential Infill Project (RIP). RIP is the biggest rewrite of zoning code since 1991 and the first of its kind policy in the United States to address livability, to promote housing options close to centers and corridors, and to provide affordable housing. This increase in density will lead to more intense park usage and will require additional operations and maintenance staffing and funding to meet the service demand. PP&R will also need to locate new parks assets on existing park land or strategically acquire new land to meet this increasing demand throughout the City. As the city densifies, PP&R will need to ensure that this Planning LOS – Developed Parks and Natural Areas adequately meets future community needs. Planning LOS for Developed Parks and Natural Areas primarily looks at spatial and proximity service levels.

### **Meeting Demand**

This LOS Guidance examines distribution of park assets via a data-driven spatial mapping process. PP&R recognizes that household location within a given park asset's spatial service area does not necessarily guarantee access for use of that asset. Most assets within developed parks and natural areas open to the public are available for everyone to use on a first-come-first-served basis, including play areas, basketball courts, and DOLAs. However,

some of the assets evaluated in this report are typically reserved for use, including community gardens, group picnic areas, ballfields, and sports fields. A household located within the service area of a sports field may be served spatially according to the proximity metric set by LOS Guidance, but if the sports field is always reserved by sports teams and leagues for competitive play through a reservation system then the household does not have access to play on the sports field. There may also be unmet demand by teams and leagues that cannot get access to sports fields within a reasonable distance from their players. This creates an unmet demand for the sports field. How PP&R is currently addressing community needs and working to meet demand for these reservable assets is explained in this report's "Strategy to Address Demand" section in the individual asset summaries in chapter three.

# Addressing population changes and increasing population density

LOS Guidance primarily looks at current spatial and proximity service levels and how to fill those gaps in service. However, there are differences in household density throughout the city requiring different park service levels, and different areas of the city are growing at variable rates and will have different needs in the future. Staff makes population forecasts and takes current and future population density into account when planning for new parks and additional assets in parks. PP&R developed a Demographic Forecast, Projections for 2020-2035, in June 2020, to assess the city's current population overall and project the future population of the city, neighborhood coalitions, and assesses the forecasted population based on sex, age, and race/ethnicity.

Future household density is forecasted to increase along transportation corridors, concentrated close to downtown, and in east and southeast. The largest estimated increases in population will be in southeast (+21,500 people), northwest (+20,200 people), and East Portland (19,000+ people). The population of the city is expected to become more diverse, increasing from 29% people of color in 2020 to 34% people of color in 2035, with over 41% of the persons of color in the city residing in East Portland. East Portland is forecasted to be 55% people of color by 2035.

This increased and more diverse population will have new park needs and affect the planning, design, operations, and maintenance of the city's parks in many ways. This increase in density will lead to more intense parks usage and may cause strain on the city's current parks. Additional operations, maintenance staffing, funding, and park improvements to expand the capacity will be needed. As the city densifies, PP&R will need to ensure that this LOS Guidance is updated periodically to adequately meet community needs.



Figure 5
Gateway Discovery Park Plaza Spray Play

### 1.7

### **Project Scope, Assumptions and Exclusions**

This section details how staff gathered and applied information for development of this report.

### Scope

The project scope for this Planning LOS Guidance for Developed Parks and Natural Areas includes:

- Applying the threshold for the Level of Service approach for developed parks and natural areas identified by the Parks 2020 Vision.
- Identifying gaps in service.
- Community Engagement including community needs and preferences.
- Identifying assets where density, supply and demand become important factors for future analysis and further study.
- Identifying the rough order of magnitude costs of the proposed Level of Service (including construction, operating and maintenance costs, and capital replacement cost).
- Proposing next critical steps to identify the important outstanding planning tasks needed for long range planning of these specialized assets.

### **Exclusions**

The project scope **does not** include substantive consideration of:

- Comparing Level of Service methodologies by other jurisdictions.
- Market study of available assets or parks
   privately provided within the City or within
   proximity of City households provided by
   adjacent public agencies.
- Condition assessment of the existing 13 developed parks and natural areas assets including Americans with Disabilities Act (ADA) improvements needed at the parks.
- The type, size, or location of recreation programming and services provided at the 13 assets examined in this study.
- Recommendations for changes to maintenance frequency or standards for parks assets.
- Identification of specific sites, properties, or priorities for acquisition.
- Strategically identifying underserved areas with prioritization for service recommendations based on the City and Bureau's equity goals to support our most vulnerable areas communities.

### **Future Considerations**

Future Developed Parks and Natural Areas planning work may include:

- Developing Level of Service for other assets, including aquatics.
- Developing a funding strategy for development and maintenance of these assets.
- Adopting formal policy direction on how to incorporate programming into existing assets to provide additional services to households in more dense neighborhoods.



Figure 6
Portland World Soccer

# Chapter 2 Community Engagement

Including the community in developing Level of Service recommendations is a unique approach in Portland. Every community is unique, and there is no one-size-fits-all approach when it comes to which recreational experiences are desired by a community. PP&R sets Level of Service goals in this LOS Guidance based on individual community needs, not by comparing one community's assets and experiences against those of another community.

PP&R's community engagement approach for LOS Guidance follows, with additional detail included in Appendix 3: Level of Service Community Engagement Report Parks and Natural Areas.

The LOS Guidance project provided PP&R with a unique opportunity to gather new data and fill gaps in its knowledge regarding the park needs and experiences of communities of color, immigrants and refugees, and youth. PP&R staff worked directly with specific community groups to understand their developed parks and natural area needs. This was also an opportunity to establish and deepen relationships with these underserved communities. Staff worked closely with six populations to establish LOS Guidance findings, including representatives from the African American, African Immigrant, Asian, Hispanic, and Russian speaking communities, and youth. Traditional data sources such as surveys were also included, which predominantly represent the dominant White community. PP&R based the recommendations in this LOS

Guidance on data from almost two years of outreach specific to this project and information gathered from community engagement processes within the past three years. The data are both qualitative and quantitative, including dot surveys, tabling at cultural events in parks, listening sessions, and analysis of data from previous outreach efforts. Engaging historically underrepresented communities and new Portlanders required Relationship-Based Outreach techniques which yield more detailed and nuanced understandings of peoples' preferences and experiences.

All data collection methods sought to answer these key strategic questions:

- What park experiences and assets do you need from PP&R?
- What essential assets and experiences should PP&R be providing in its developed parks and natural areas?
- How far would you travel to take part in this experience?

 Are there recreational assets that you or your community would use that PP&R does not provide?

PP&R staff created a dot survey, with images of 30 park assets and facilities. We provided participants with three stickers to place next to the experiences they thought were most important. 1173 people participated in this activity between Summer 2017 and Summer 2018 at 36 cultural and community events.

PP&R convened 12 listening sessions with communities of color, immigrant and refugee communities, and youth to discuss and prioritize park assets. Partner organizations helped design culturally relevant conversations with representatives from communities including Asian (Vietnamese speakers), the Russian speaking community, Pan-African and Spanish language speakers. PP&R staff conducted listening sessions with youth, the Black Parent Initiative, and the PP&R Teen program. Listening session participants were asked how far they would travel to 13 parks assets to use them. They placed each of the assets on a continuum, from ¼-mile to 3-miles from their home. 152 participants were engaged in the listening sessions.

PP&R staff examined past outreach efforts and conversations with communities of color occurring within the past three years, looking for data on how those audiences answered the key strategic questions. Five sources provided information about community needs and experiences correlating to the key strategic questions.

PP&R and other agencies have completed many community surveys over the past five years that

asked Level of Service questions and produced analysis pertinent to this report. Staff reviewed the results of these surveys and took this information into account when developing Level of Service recommendations. These include:

- Community Needs Survey Results Citywide Analysis: Comprehensive Report (PP&R, 2017). Survey participants were asked whether they would use a park asset, and what their willingness to travel to that experience is.
- 2013-2017 SCORP: Statewide Comprehensive Outdoor Recreation Plan (Oregon Parks and Recreation Department, 2013)
- Resident Needs and Behaviors in Portland Parks and Natural Areas: Understanding Communities of Color (Metro and Oregon State University, 2017)

Staff also met with the Parks Accessibility Advisory Committee, Parks Advisory Board, staff, and other stakeholders throughout this process.



Community Engagement

# 2.1 Community Engagement Themes

Throughout community discussions and research, ideas emerged about people's feelings while experiencing parks. Community members

highlighted that the experience of communities of color, immigrants and refugees goes beyond the built asset. Concerns and feedback that PP&R heard about creating a welcoming environment in parks included:

- Prioritizing safety and security for park users.
- Providing more culturally relevant parks; participants want to see themselves and their cultures in their parks' design and activities.
- Provide more inviting and accessible recreational programming (music, activities for older adults, etc.).
- Provide activities that are inclusive for older adults.
- Parks should have clean parks, restrooms, and drinking fountains, and parks free of dog waste.
- Participants want respect from other users and parks staff.
- The lived experience of being a disabled person should be evaluated when designing parks.
- Parks should analyze access and mobility issues when acquiring, designing, constructing, and renovating parks. For example, access to bus stops and transportation between parks.

# 2.2 Emerging Trends and Other Park Experiences

During community conversations, PP&R heard requests for additional assets that are not included in the thirteen park assets examined in this LOS Guidance. As PP&R continues to analyze service levels, it will need to evaluate new amenities in its list of assets to ensure parks continue to be relevant to the community. Fitness equipment, futsal, and nature patches were the most requested during community outreach conversations.

PP&R installed outdoor exercise equipment along trails and park paths such as Terwilliger Parkway during the 1980s and 1990s.

Community members, especially older adults, have expressed a renewed interest in accessing various types of exercise using fitness equipment.

Futsal is a modified form of soccer played on a flat hard synthetic surface such as that found in tennis courts and basketball courts. The City has built three futsal courts with partners: those at King School Park and Montavilla Park and Hacienda Community Development Corp.'s Ortiz Community Center. Staff is currently evaluating demand for futsal, pickleball, bike polo, and other sports that can be played on a similar court as part of the Outdoor Tennis Courts and Emerging Recreation Strategy project. The goal of this project is to set a consistent strategic direction for the programming, maintenance, and use of outdoor tennis courts and provide for other emerging court sports in Portland.

We also heard that people support nature patches. PP&R's Ecologically Sustainable Landscape Initiative brings nature to neighborhood parks by adding nature patches to developed parks to provide natural experiences for people and habitat for wildlife. Nature patches create unique park spaces that support native pollinators, provide education and exploration opportunities, and foster collaboration. Nature patches reduce long-term maintenance costs by eliminating irrigation, mowing, and fertilization of these areas. (https://www.portlandoregon.gov/parks/74879)



Figure 8
Mt Scott play area

# Chapter 3 Recommendations

This chapter presents the results of PP&R's analysis using the information gathered through inventory, data collection processes and community engagement, and analysis as described in Chapter 2.

# 3.1 Current Developed Parks and Natural Areas Level of Service

PP&R's present Level of Service goal is to "provide a basic, developed Neighborhood Park facility within a half mile of every Portland resident", as established in *Parks* 2020 Vision (2001). A developed park includes at least one built amenity that provides a park experience above and beyond a place to walk, sit, and enjoy open space. Undeveloped PP&R properties or natural areas aren't included in this assessment. 80% of the system met this goal in 2001 when the *Parks* 2020 Vision was completed. The following Level of Service Developed Park Lands Map depicts current ½-mile service areas of PP&R developed parks and of developed parks of non-PP&R providers adjacent to the City (e.g., the Cities of Gresham, Happy Valley, Lake Oswego, Milwaukie, and Tualatin Hills Park & Recreation District). Although Parks has acquired and developed many new parks since 2001, the City has grown denser and developed additional housing units, making it difficult to meet this metric.

Currently 73% of Portland households are located within ½-mile of a developed park. Gaps exist throughout the city with the largest gaps appearing in East Portland and Southwest Portland. To meet the *Parks 2020 Vision* goal, Parks would need to acquire an additional 29 developed parks, at an average size of 3 acres or more.

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

The following map can be used as a tool to prioritize development of undeveloped park land and acquisition of park land in areas where there are gaps in service. The LOS park asset recommendations will help set the framework for development of those parks in the future. The new developed parks will also include spaces for new recreational

programming, support facilities including restrooms, trails, and lighting, and would feature open space and be planted with trees and landscape. The new parks could provide over 30 acres of new tree canopy, as Parks aims to fulfill the (2004 Urban Forestry Management Plan) goal of 30% tree canopy in parks.

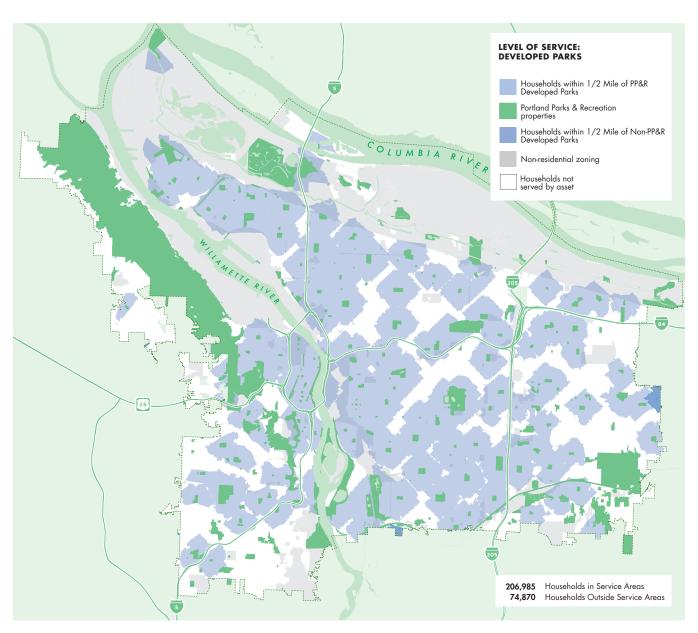


Figure 9
Map of Existing Developed Parks

The Level of Service Map of Existing Developed Parks and Natural Areas depicts ½ mile service areas of:

- PP&R developed parks,
- Developed parks of non-PP&R providers adjacent to the City,
- PP&R natural areas open to the public; and

• Natural areas open to the public of non-PP&R providers (e.g., Metro).

This map combines developed parks and natural areas when evaluating proximity to a park and evaluates whether a household has ½-mile access to a developed park or natural area. 77% of Portland households are located

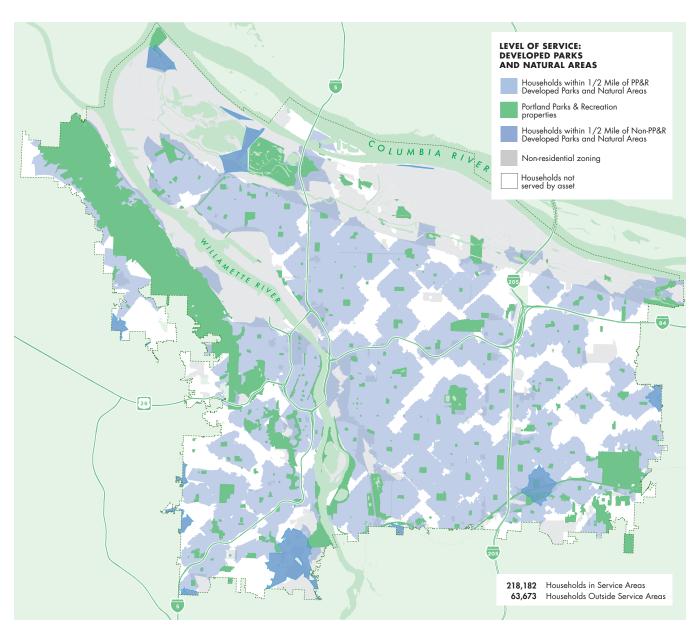


Figure 10
Map of Existing Developed Parks and Natural Areas

within ½ mile of a developed park or natural area open to the public and 23% of households don't have access to a park or natural area in Portland. Approximately 31 service gaps exist throughout the city with the largest gaps appearing in East Portland. These gaps could be filled by constructing new parks on land currently owned by parks, providing new access to natural areas, and acquisition of additional park land.

# 3.2 Total Number of Recreation Experiences Map ("Heat Map")

Beyond understanding the gaps in service for the subset of thirteen individual assets in this LOS Guidance, the cumulative effect of the thirteen assets' service on households across the city also needs to be evaluated. It is possible that households may be located within more than one asset class service area, and the combined effect of numerous service areas results in a greater total number of park experiences available to that household. For example, a household located within the recommended service area of five different asset classes (e.g., play areas, plazas, community gardens, tennis courts, and ballfields) enjoys more recreation opportunities than a household located within the service area of only one asset class (e.g., skateparks). PP&R assigned an asset score to each asset service area and compiled all service areas into Figure 11, the "Total Number of Recreation Experiences" map, where cooler colors (blue) depict fewer recreation assets and warmer colors (oranges and reds) depict more recreation assets. The Total Number of Recreation Experiences map illustrates the total

number of developed park assets and natural areas open to the public that are available to individual households.

The recreation experiences map reveals an overall trend of warmer colors in Central City and North Portland (more park assets, providing opportunity for a richer park experience), and cooler colors along the edges of the city (fewer assets and opportunities for park experiences). This map represents over a century of Portland's history, development, and growth. The city was incorporated in the mid-1800s along the Willamette River in presentday Downtown. As the city grew primarily toward the east and north from Downtown and park property was acquired within these areas. The city continued to acquire and develop park property as it grew to encompass the neighborhoods in Southwest Portland and East Portland neighborhoods during the latter half of the 1900s, while continuing to add park features to the properties that it already owned. The result of this history is a pattern of generally fewer park assets provided along the city's boundaries. In recent years PP&R has made concerted efforts to address this imbalance by increasing investments in East Portland, but these maps indicate that the greatest gaps in spatial service in the city are still in East Portland and Southwest Portland. These maps will be useful in prioritizing where to place future assets to fill the gaps in service. Other factors will also be evaluated including housing density, equity, available funding, the location of other capital projects, and analyzing how parks and assets owned by Portland Parks and Recreation's neighbors and partners also provide park service.

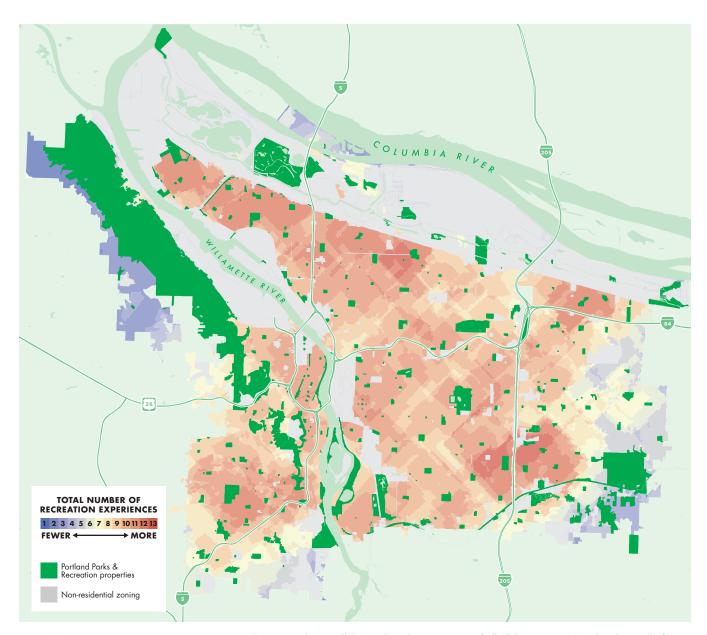


Figure 11

Total Number of Recreation

Experiences: PP&R Developed Parks
and Natural Areas Open to the Public

This map indicates all the combined service areas of all of the assets analyzed in this Level of Service Guidance for Developed Park and Natural Areas. Cooler colors (blue) depict fewer recreation assets and warmer colors (oranges and reds) depict more recreation assets. One of the goals of the LOS will be to provide more assets in areas that have fewer assets, so there is a more consistent orange indicating more access to recreation experiences in parks throughout the city.

# 3.3 Service Areas for Developed Park Assets and Natural Areas

The recommended service areas for developed park assets and natural areas open to the public vary in distance based on analysis of data from a variety of sources, including community engagement and staff input, as explained in Section 2.4 of this LOS document and in the summary appendix document.

### **Travel Times and Service Area Distances**

Proximity to a park asset or natural area open to the public generally equates to travel time from a developed park or natural area's access points on the city's street network. This roughly correlates to mode of travel such as walking, bicycling, or driving in a car. After analyzing all forms of outreach and data, PP&R staff applied the following service area distances to the assets studied in this LOS Guidance (see Figure 12).

As the distance from household to asset increases, the frequency of visits tends to decrease while the duration of the visit tends to increase.



## ½ mile

The ½ mile service area is approximately a 10-minute walk for most people and is a largely relied-upon park industry standard. It is based on pedestrian access excluding barriers such as highways, railroads, water bodies, and other non-pedestrian accessible routes. Play areas are the only ½-mile recommended asset.

### 1-3 miles

Service areas with travel distances greater than  $\frac{1}{2}$  mile include all road types because users are more likely to bicycle, drive, or use public transit to travel to an asset that they visit less frequently.

- 1 mile: Basketball courts, community gardens, and spray play are recommended to be within 1-mile of every household in the city.
- **2 miles:** Dog Off-Leash Areas, group picnic areas, natural areas open to the public, skateparks, and sports fields are recommended to be within 2 miles of every household.
- **3 miles:** A 3-mile service area is recommended for ballfields, plazas, specialty gardens and tennis courts because people are willing to travel farther from home to enjoy these special activities due to their unique character. People also typically spend more time enjoying them when they visit these assets.

Figure 12
Community- and Staff-Recommended
Service Areas

3.4

# Level of Service Analysis by Asset (all thirteen assets)



### **Definition:**

Play areas include all traditional play areas and destination play areas owned and managed by PP&R. Play areas owned or operated by others, such as those located at schools, are not included in this study.

## Level of service guidance:

½-mile / 10-minute walk

## **Strategy to Address Demand**

At ½-mile, play area service areas are the largest total spatial Level of Service gap in Portland's system is in play areas (42 play areas needed). There are gaps in service throughout the city, with larger gaps occurring in East Portland and Southwest Portland. Existing PP&R properties could likely accommodate many needed play areas, but PP&R would also need to acquire many additional properties to meet desired



Figure 13 Wilkes Park play area

citywide Level of Service for this asset. The cost to build play areas is high compared to the cost to build other assets considered in this LOS Guidance; however, their annual O&M cost is low compared to other assets. In addition to new construction, PP&R could fill play area service gaps in several ways including working with community partners such as private homeowners' associations, schools, or churches to provide additional play areas.

## **Additional Information**

The *Play Areas Technical Paper* (PP&R, 2008) provides existing PP&R Level of Service guidance. The *Play Areas Technical Paper* identifies the following three Level of Service recommendations (page 1):

- A play area within walking distance (10 minutes or ½ mile) of every resident.
- Larger play areas in larger parks that can accommodate more children with separate areas for bigger/older and smaller/younger kids and more extensive creative play settings.
- Two special destination play areas that may feature adventure play, water play, or nature play.
- Other service providers, primarily schools, also have play areas that can be available for public use and provide community benefit.
   PP&R identifies 25 schools in the *Play Areas* Technical Paper as currently providing service

in play area gaps. However, school play areas typically aren't open to the public for use during school hours. School play areas contribute to citywide resources but need to be evaluated on an individual basis. Parks could work with the City's elementary school providers to evaluate our joint service when

prioritizing capital improvements in play areas and develop these partnerships further to provide additional play areas in the city.

PP&R developed an *Inclusive Playgrounds* white paper in 2019, which has the following recommendations for future play areas:

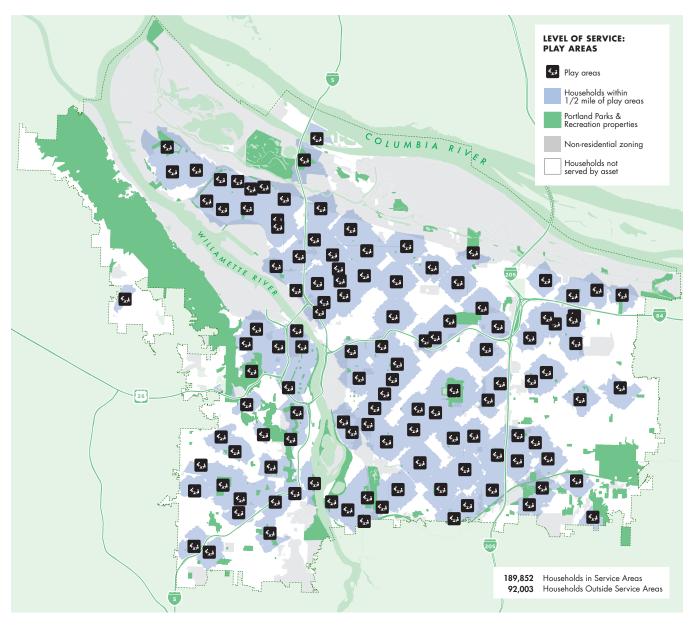


Figure 14
Map of Existing Play Areas

- Inclusive playgrounds provide a rich play experience, addressing physical, sensory, and social needs of all children—including those with disabilities. They provide challenges to children at varying levels of ability and can also be destination playgrounds—unique experiences drawing children and families from across the city. An initial Level of Service of one destination inclusive playground in each of the seven neighborhood coalition areas of the city and 5-6 smaller neighborhood scale inclusive playgrounds is recommended.
- Throughout the city play areas should provide more inclusivity, going beyond minimum Americans with Disabilities Act (ADA) standards, where feasible.

Building all the recommended 42 play areas will involve high costs to construct, operate, and maintain and must be strategically planned for and designed. Please see additional near-term recommended guidance in Chapter 5.

Number of play areas in PP&R system	138
Number of parks that have play areas	122**
Number of households within ½ mile of play area (%)	190,810 (68%)
Number of households farther than $\frac{1}{2}$ mile from play area (%)	91,045 (32%)
Number of play areas needed for all households to be within a $\frac{1}{2}$ - mile	42
Number of new play areas that could be implemented in existing PP&R properties	13
Number of additional properties needed to acquire for all households to be within $1\!\!/\!2$ mile of play area	29
Current annual operations and maintenance cost per play area	\$11,374
Annual replacement value	\$54,545
Cost to build or replace play area	\$1,800,000
Lifecycle – number of years when play area will need to be replaced	33

<sup>\*</sup> The costs shown represent **average costs** for operations and maintenance (O&M) based on present staffing level, and an **average cost** to maintain and build play areas. Cost varies across play area types and site conditions.

#### Table 7

Play Areas Level of Service\*

<sup>\*\*</sup> Some of the PP&R parks have more than 1 play area per park. The Lifecycle is determined by the City's Asset Management Policy.



Includes all full and half-size outdoor courts owned and managed by PP&R.

## Level of service guidance:

1 mile

## Strategy to Address Demand

There are gaps in basketball court service throughout the city, with prominent gaps concentrated in Northeast, East, and Southwest Portland. Existing PP&R properties could likely accommodate most needed basketball courts however, would need to

acquire few additional properties to fully serve all households. Basketball courts have an average construction cost when compared to the other assets considered in this LOS Guidance, and their annual O&M cost is among the lowest.



Figure 15 Peninsula Park basketball court

## **Additional Information**

The *Sports Courts Technical Paper* (2008) provides existing Level of Service guidance, goals, and objectives for basketball courts (p.7):

- Distribute basketball courts equitably throughout the city in terms of need and population density.
- Provide a consistent level of quality in terms of playing surface, standards, and other features that affect the use of basketball courts.
- Locate covered basketball courts at a 1 (one)-mile radius whenever possible.
- Wherever possible, install full courts as a basic service level. Half courts should be considered only where site conditions do not allow a full court.

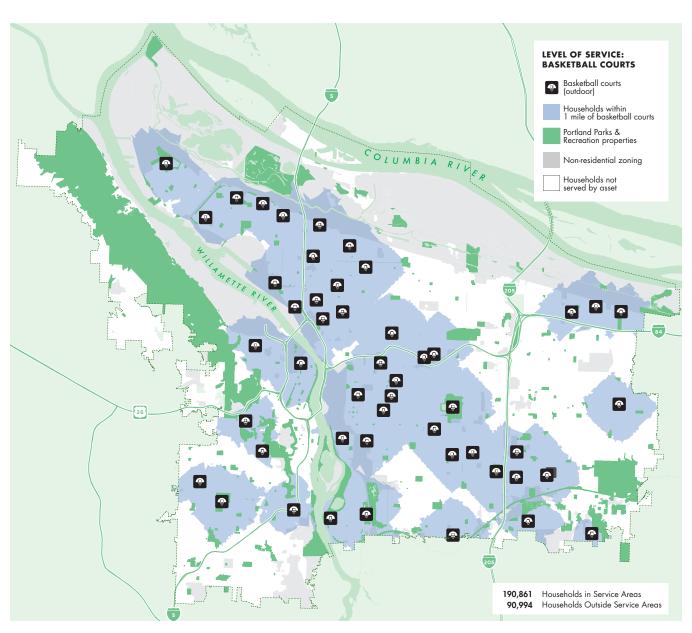


Figure 16
Map of Existing Basketball Courts

Number of basketball courts in PP&R system	65**
Number of parks that have basketball courts	49
Number of households within 1 mile of basketball court (%)	190,861 (68%)
Number of households farther than 1 mile from basketball court (%)	90,994 (32%)
Number of basketball courts needed for all households to be within 1 mile	12
Number of new basketball courts that could be implemented in existing PP&R properties	11
Number of additional properties needed to acquire for all households to be within 1 mile of basketball court	1
Current annual operations and maintenance cost per basketball court*	\$5,633
Annual replacement value	\$16,000
Cost to build or replace a basketball court	\$400,000
Lifecycle – number of years when the basketball court will need to be replaced***	25

<sup>\*</sup> The costs shown represent average costs for O&M based on present staffing level, and an average cost to maintain and build basketball courts in developed parks. Costs vary across surface types and support facilities (lighting, shelter, etc.) and site conditions.

## Table 8 Basketball Courts Level of Service



Figure 17 Wilkes Park basketball court

<sup>\*\*\*</sup> Two outdoor basketball courts have lighting.
\*\*\* The Lifecycle is determined by the City's Asset Management Policy.



Community gardens operated and managed by the PP&R community garden program including gardens on school district property managed by PP&R.

## Level of service guidance: 1 mile

## Strategy to Address Demand

There are large gaps in community garden service throughout the city, especially on the west side of the Willamette River. Community gardens represent the second largest spatial Level of Service gap in Portland (20 additional community gardens needed). Existing PP&R properties cannot accommodate most of the needed community gardens. PP&R will need to acquire numerous additional properties and build new gardens to adequately serve the city. Community gardens are the lowest in cost to construct among the 13 assets reviewed and their annual O&M costs are among the lowest of these assets. In addition to construction

of new gardens, PP&R should continue to expand partnerships with schools, churches, and other property owners to fill community garden service gaps and meet demand, particularly where there is not sufficient vacant land to establish new PP&R-managed gardens. Currently 24% of PP&R community gardens are on school district property, which also provides for involvement of students in gardening. The following is additional demand information for community gardens:

• There are not enough garden plots to meet current demand in areas close to Downtown and in East Portland. Demand is growing throughout the city, especially in areas where housing density is increasing. In East Portland, much of the growing demand is in immigrant and refugee communities where gardeners want large plots of land (400+ square feet). Smaller plot sizes (100-200 square feet) are preferred by households living closer to Downtown. In 2011, PP&R worked



Figure 18
Oliver-Parklane community garden



Figure 19 Sumner Street community garden

with Oregon Solutions to develop strategies for meeting demand for community gardens. The first gardens that PP&R developed had large plots, many of them 400 square feet. PP&R has been dividing those plots into 100 to 200 square-foot plots when they become available. This is adding capacity at the community gardens and provides a mix of sizes of plots to fit different needs. The PP&R Community Garden Program is flexible and responsive and has changed over time to respond to community needs.

- An index of demand for existing sites is provided by the waiting lists. In 2019 the total waitlist for community gardens is 1,165 gardeners. The waitlist is evaluated by staff every year beginning in February and available plots are filled through June, and typically most applicants are assigned a garden. However, in inner Southeast Portland, there are 30 or 40 plots available every year, but about 100 on the waitlist on average for these areas. It takes 3 years on average to be assigned a plot at gardens with high demand such as Buckman, Kerns, Sunnyside, and Sellwood.
- Loyalty to a particular garden appears to be relatively high; on average 80% of gardeners retain their plots every year, which leads to little turnover. Gardeners often retain their garden plot rather than transfer to a different location when they have moved out of the neighborhood.
- 33% of community garden users have low incomes and receive scholarship assistance.
   Sixteen percent speak languages other than English (26 languages spoken). Members of

- some cultural or ethnic groups prefer to garden at a location where their community, friends or family have plots and will travel further to get to a particular garden. At these gardens, waitlists largely consist of people referred by a current gardener.
- Parks has plans to provide community gardens in the following locations that will help fill the Level of Service need:
  - Parklane Park and Mill Park are both funded for construction and are planned to include community gardens, which will help fill demand in East Portland.
  - Parks has funded construction of a new community garden at Knott Park in East Portland, that will help fill a gap in service between I-84 and I-205.
  - The master plan for planned future development of the park at SE Division and SE 150th Avenue anticipates a community garden, which will further help fill the service gap in East Portland.
- Parks will consider adding community gardens to new parks when acquisition and development opportunities arise.
- Parks will continue to work with partners to build gardens on loaned, leased, or borrowed land. For example, working with school districts to place gardens on school property.
- The city should encourage rooftop gardens on new developments, particularly in dense neighborhoods and in the central city. PP&R is working with the Bureau of Planning and Sustainability to adjust development standards for multi-family housing projects to add this essential resource as a community benefit.

## **Additional Information**

Community garden participants contribute service hours to help maintain shared spaces and support other gardeners. The *Community Gardens Technical Paper* (2008) reviews the history, trends, benefits, issues, existing conditions, and operations and management of community gardens. Level of Service goals

and objectives include providing a network of community gardens that are distributed equitably throughout the city and acquiring additional garden sites where possible. Recommendations include:

 Providing all community gardens with a common set of improvements including

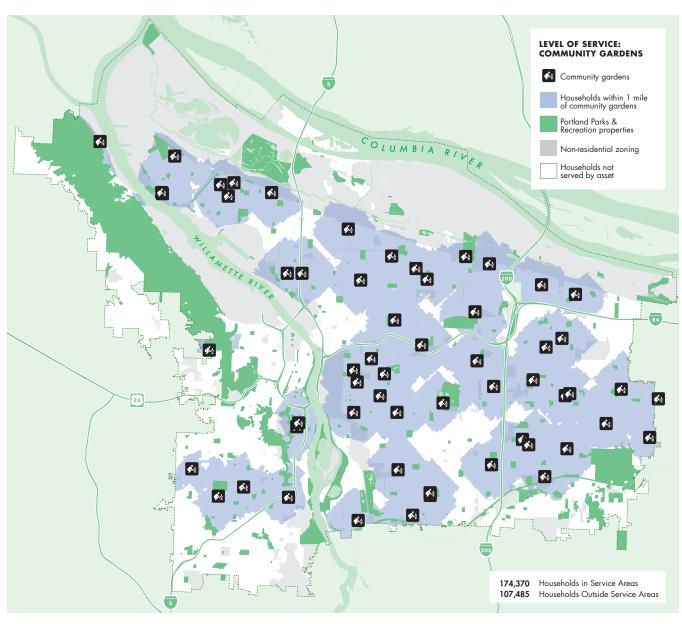
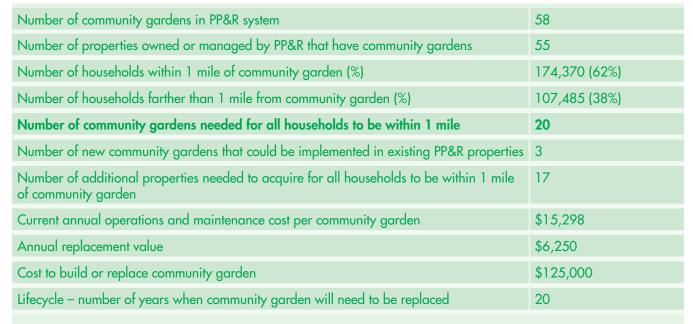


Figure 20 Map of Existing Basketball Courts

- fencing, storage sheds, accessible paths, teaching area, raised beds, and storage areas.
- Expand existing gardens where appropriate, correct problems and deficiencies at existing garden sites, and improve sites to meet Americans with Disabilities Act (ADA) standards and guidelines.



<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing level, and an **average cost** to maintain and build community gardens in developed parks. Costs vary depending on size of garden, design details, and site conditions.

Table 9

Community Gardens Level of Service\*



Recreational feature that includes water that people can engage with for play, including splash pads and interactive fountains. This level of service does not include decorative fountains.

## Level of service guidance:

1 mile

## Strategy to Address Demand

North Portland, inner Northeast Portland, and Central City households are well served by spray play, but there are large gaps in service elsewhere. Citywide, approximately half of all households are within one mile of a spray play feature. Existing PP&R properties could most likely accommodate needed new spray play features to meet desired citywide Level of Service for this asset. Spray play has one of the highest annual operations and maintenance costs among the assets considered in this LOS Guidance and must be strategically planned for and designed. Please see additional near-term recommended guidance for this asset in Chapter 5.

## **Additional Information**

There are 6 Interactive Fountains in our system. They are designed for people to play in and enjoy them. They are recirculating systems that filter and chemically treat the water. They have automated chemical controllers to keep chlorine and pH levels within State mandated parameters. The water is "turned over" at least one time per hour, meaning that all the water goes through the filter at least once per hour. These fountains are on a system that is constantly relaying chemistry levels as well as other information back to a centralized computer which then pushes this information out to cell phones of the staff that are responsible for these systems. If there is a problem staff is notified immediately so that they can fix the problem. This satisfies the State's requirement to not have to have staff on site to monitor then when they are on for the public. There are 20 Splash Pads in our system. Splash Pads are designed and intended for people to play in and enjoy them. They are not recirculating systems. The water comes straight



Figure 21 Kenton Park splash pad



Figure 22 Peninsula Park splash pad

SPRAY PLAY

out of the pipe and sprays or flows and then it goes directly down the drain. It does not pool so there is no standing water. They do not need to be monitored for chemical levels.

Spray play does not include swimming pools, decorative fountains or drinking fountains or

any spray play owned or operated by other providers. Decorative Fountains are not included in this study and are designed and intended for visual appreciation only. They are not designed for people to play in them. The water is not treated, most of them fill with water and either sit or drain while it is filling.

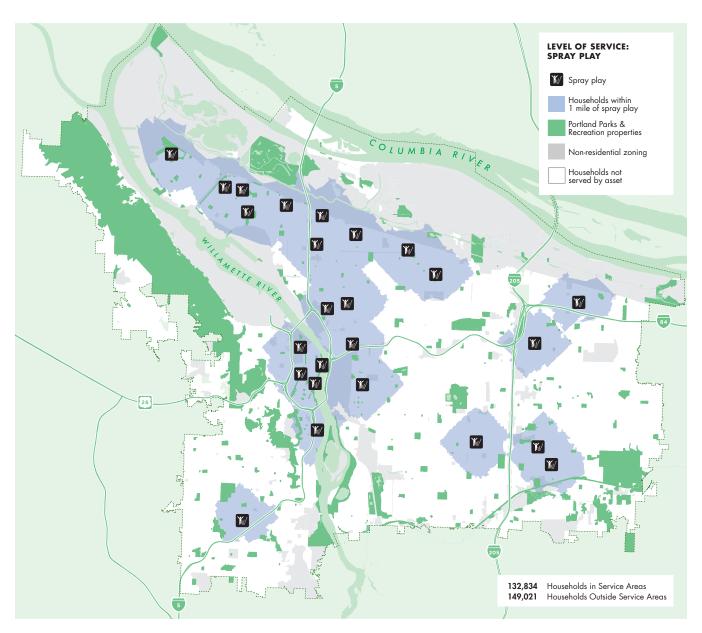


Figure 23
Map of Existing Spray Play

## LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

In contrast to pools, which are a fee-based program, spray play is free and open to public use during summer months. They are important as a method of cooling off during the summer, as summers are predicted to be hotter in the Portland region due to climate change.

The Aquatic Facilities Technical Paper (2008): https://www.portlandoregon.gov/parks/ article/475505 provides the following statements that describe the desired outcomes for PP&R's aquatic recreation (p.9):

- Distribute opportunities for aquatic experiences equitably throughout the city, and available regardless of income.
- Develop adequate facilities to meet current and future needs.

- Provide interactive spray parks to help meet summer demand for aquatic recreation in areas where it is difficult to build full-size pools.
- Provide interactive spray features to accommodate seasonal demand for aquatic play.
- Provide site spray features to fill gaps in aquatic and spray play deficient areas.

Number of spray play features in PP&R system	26
Number of parks that have spray play features	24
Number of households within 1 mile of spray play (%)	132,834 (47%)
Number of households farther than 1 mile from spray play (%)	149,021 (53%)
Number of spray play features needed for all households to be within 1 mile	16
Number of new spray play features that could be implemented in existing PP&R properties	> 14
Number of additional properties needed to acquire for all households to be within 1 mile of spray play	0
Current annual operations and maintenance cost per spray play feature	\$43,724
Annual replacement value	\$22,500
Cost to build or replace spray play feature	\$450,000
Lifecycle – number of years when spray play feature will need to be replaced	20

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing level, and an **average cost** to maintain and build spray play in developed parks. Costs vary depending on size of the spray plan, design details, and site conditions and do not including supporting facilities..

Table 10
Spray Play Level of Service\*

# Dog Off-Leash Areas

## **Definition:**

Any fenced or unfenced area or facility designated as a Dog Off-Leash Area (DOLA) and managed or owned by PP&R.

## Level of service guidance:

2 miles

## Strategy to Address Demand

DOLAs are well-distributed across the city, with nearly all households located within two miles of a DOLA. Existing PP&R properties could most likely accommodate the one new DOLA needed to serve all households.

Among the other assets considered in this LOS Guidance only community gardens are less expensive to construct than DOLAs.

### **Additional Information**

The Off-Leash Program Evaluation & Recommendations Report to Council (2004) <a href="https://www.portlandoregon.gov/parks/article/97472">https://www.portlandoregon.gov/parks/article/97472</a> provides the following goal for DOLAs:

• Provide a range of on-leash and off-leash opportunities to accommodate the varying needs of dogs and their owners, while not



Figure 24 Cathedral Park dog off-leash area

- unduly compromising the basic needs of other park users (p.7).
- Ensure that DOLAs are equally distributed through the city with consideration given to varying park attributes and adjacent uses.
- Consider providing additional DOLAs in parks along with other recreational needs during the master planning process for

individual parks and within the context and provisions of the park system plan.

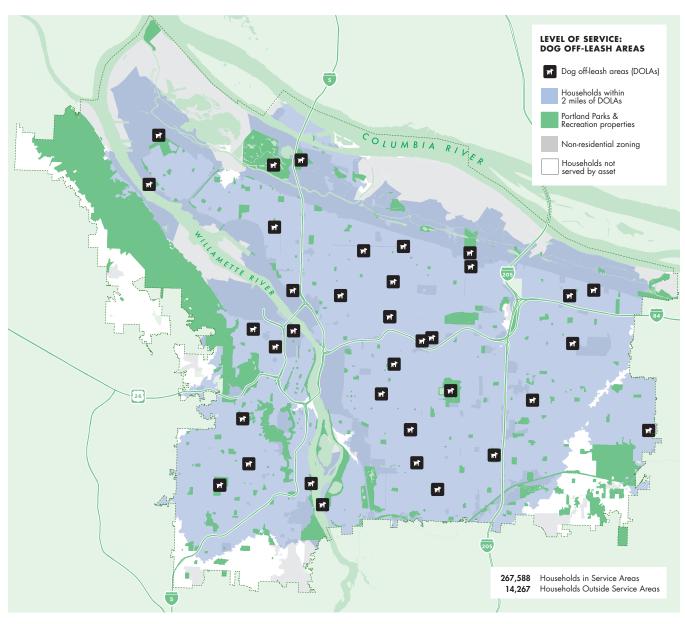


Figure 25
Map of Existing Dog Off-Leash Areas (DOLAs)

Number of DOLAs in PP&R system	38
Number of parks that have DOLAs	35
Number of households within 2 miles of DOLA (%)	267,588 (95%)
Number of households farther than 2 miles from DOLA (%)	14,267 (5%)
Number of DOLAs needed for all households to be within 2 miles	1
Number of new DOLAs that could be implemented in existing PP&R properties	> 1
Number of additional properties needed to acquire for all households to be within 2 miles of DOLA	0
Current annual operations and maintenance cost per DOLA	\$27,771
Annual replacement value	\$10,000
Cost to build or replace DOLA	\$200,000
Lifecycle – number of years when DOLA will need to be replaced	20

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. Construction costs vary across DOLA size and site conditions.

Table 11

DOLA Level of Service\*

# Group Picnic Areas

## **Definition:**

PP&R-owned and managed reservable group picnic areas. Group picnic areas can be small or large groupings of picnic tables. Some group picnic areas are covered from weather by a shelter.

## Level of service guidance:

2 miles

## Strategy to Address Demand

PP&R has many group picnic areas. Most of the city's households are located within two miles of a group picnic area, with a significant service gap in East Portland. Existing parks could most likely accommodate the one new group picnic area needed to fill the service gap. Group picnic areas have an average construction cost and average annual operations and maintenance cost

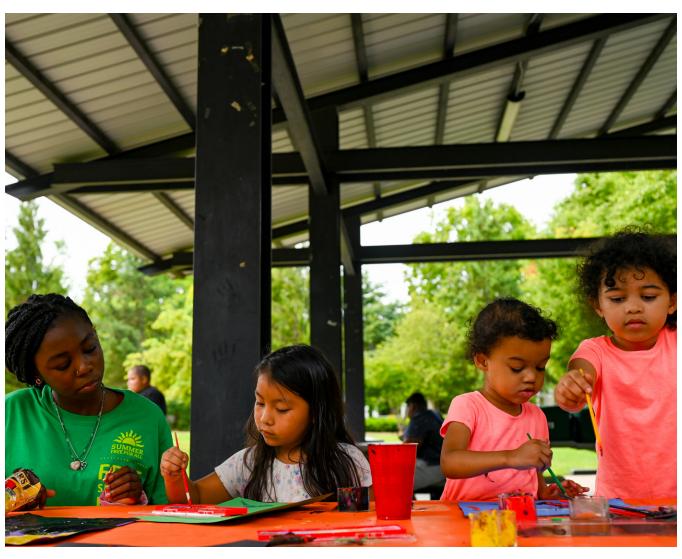


Figure 26
McCoy Park group picnic area

when compared to the other assets considered in this LOS Guidance.

Building a shelter over existing picnic tables would increase capacity by making those picnic tables more attractive as reservable spaces.

Covered picnic areas provide shelter from rain or sunshine and allow the space to be accessible year-round. PP&R's Customer Service Center (CSC), which tracks group picnic area reservations, finds that the most reserved (i.e., in-demand) group picnic areas are those with

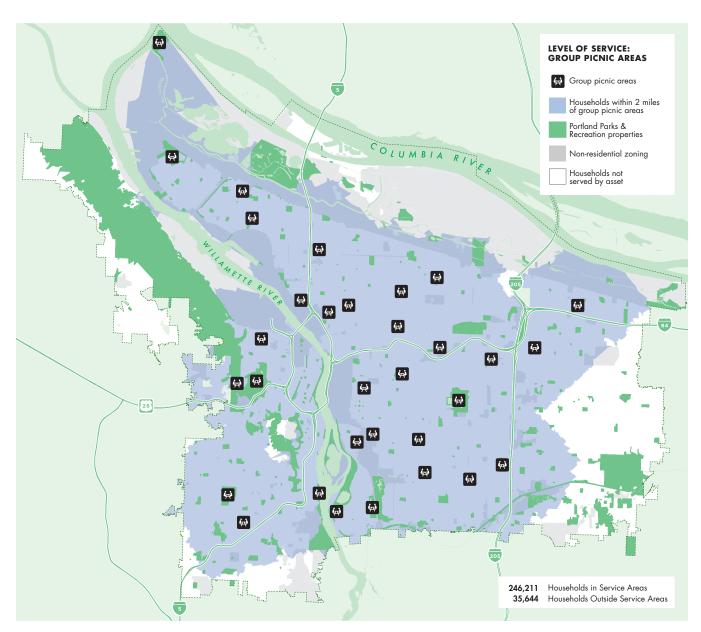


Figure 27
Map of Existing Group Picnic Areas

## LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

shelters. Some group picnic areas are in very high demand (e.g., those at Washington Park, Laurelhurst Park, and Peninsula Park) and additional group picnic areas at those parks could help meet some of the demand.

PP&R is not experiencing unmet demand when considering all group picnic areas citywide, but it does anticipate increasing demand in the future as Portland's population grows. PP&R intends to build new group picnic areas in new parks when community input indicates need.



Figure 28

McCoy Park group picnic area

Number of group picnic areas in PP&R system	99
Number of parks that have group picnic areas	31
Number of households within 2 miles of group picnic area (%)	246,211 (87%)
Number of households farther than 2 miles from group picnic area (%)	35,644 (13%)
Number of group picnic areas needed for all households to be within 2 miles	1
Number of new group picnic areas that could be implemented in existing PP&R properties	> 1
Number of additional properties needed to acquire for all households to be within 2 miles of group picnic area	0
Current annual operations and maintenance cost per group picnic area	\$14,461
Annual replacement value	\$5,000
Cost to build or replace a group picnic area	\$250,000
Lifecycle – number of years when group picnic area will need to be replaced	50

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. Construction costs vary across group picnic area design and site conditions.

Table 12
Group Picnic Areas Level of Service\*



Natural areas are acquired and maintained primarily for their ecological and environmental benefit. Recreation must be compatible with protection and enhancement of the natural resources. The spatial recommendation applies to natural areas that are open to public use and provide a soft surface or paved trail.

## Level of service guidance: 2 miles

## **Strategy to Address Demand**

There are over 8,000 acres of natural area in Portland, with 41 properties that provide trails for public access. They are mainly located on the periphery of the city, surrounding the rivers, sloughs, and buttes. 65% of households are located within two miles of a natural area open to the public. A large area in the center of the city does not have access to a natural area. The Level of Service for natural areas was informed by the public involvement process, then staff determined through a review of the assets that



Figure 29 Forest Park

the community indicated they are willing to drive or take transit to and set the service area at 2 miles. Access to five additional natural areas needs to be provided to meet the spatial Level of Service for this asset. PP&R could provide access to at least four natural areas that presently do not have trails. When developing natural areas, a minimum length of one mile of trail is desired. Other assets that may be found in a natural area open to the public include a trailhead, wayfinding signs, interpretive signs, and/or viewing areas. It will be difficult to provide access to households in some parts of the city, such as the Central Eastside, where natural area land is not available for acquisition.

Natural Areas have been identified as an asset that would involve high costs to operate and maintain if the Level of Service goals are reached because the assets that are anticipated to support the natural areas (restrooms, parking, trails, and wayfinding signage) and because protection, restoration, and enhancement of typically large natural areas for ecological health requires substantial staff resources. Additionally, the effects of homelessness have been felt in the City's natural areas. Therefore, Natural Areas must be strategically planned for and designed. Please see additional near-term recommended guidance in Chapter 5.

## Additional Information

Natural areas provide ecosystem services such as wildlife habitat, clean water, and flood control. For people, being in nature is beneficial for mental and physical health. Improving the present facilities and providing more information to users can make natural areas more welcoming and accessible. There are three documents that provide guidance and policies for PP&R natural areas:

In addition to acquisition of additional natural areas, PP&R's *Natural Area Acquisition Strategy* (2006) <a href="https://www.portlandoregon.gov/">https://www.portlandoregon.gov/</a>

shared/cfm/image.cfm?id=130583 prioritizes creating wildlife corridors to connect natural areas within and outside the city boundary. This strategy outlines a general approach and highlights actions to implement the guiding principle from Parks 2020 Vision, "The city and region have an interconnected system of trails, parks, natural areas, streams, and rivers that

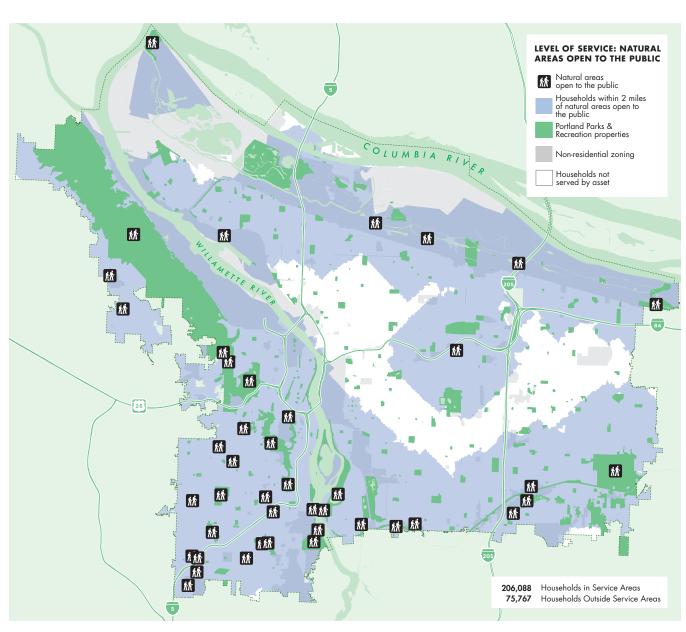


Figure 30

Map of Existing Natural Areas Open to the Public

are well protected and ecologically healthy." As population increases in the city, demand for access to natural areas and for nature experiences will also increase. It is important to protect natural areas from development and provide compatible access for people.

Natural Areas Restoration Plan (Update 2015) <a href="https://www.portlandoregon.gov/parks/">https://www.portlandoregon.gov/parks/</a> article/323540

This plan establishes restoration goals and strategies for protection, enhancement and restoration of natural areas based on their ecological health and function. The highest priority is to maintain ecologically healthy sites through programs like Protect the Best. The next priority is to enhance the health of

ecologically fair sites. Sites with low natural resource function and value and in poor ecological health are maintained to keep them safe for community access and receive little or no capital improvements unless they are part of a larger watershed project. The plan is used to set restoration priorities (staff effort and funding) for natural areas.

Trail Design Guidelines for Portland's Park System (2009)

https://www.portlandoregon.gov/parks/38306?a=250105

The Parks 2020 Vision identifies trails as PP&R's most heavily used resource. A key objective of the Parks 2020 Vision is to complete additional trails to allow access and connectors to parks and natural areas. Within

Acres of natural areas open to the public in PP&R system	8,000
Number of PP&R natural areas open to the public	41
Number of households within 2 miles of natural area open to the public (%)	206,088 (73%)
Number of households farther than 2 miles from natural area open to the public (%)	75,767 (27%)
Number of natural areas open to the public for all households to be within 2 miles	5
Number of new natural areas that could be opened to the public in existing PP&R properties	4
Number of new natural areas to acquire and open to the public needed for all households to be within 2 miles of natural area open to the public	1
Current annual operations and maintenance cost per acre	\$3,519
Annual replacement value	\$40,000
Access cost – trailhead with parking for 6-8 cars, kiosk, 1 to 2 miles of trail, wayfinding signs and an interpretive sign.	\$1,200,000
Lifecycle – number of years when natural area open to the public will need to be replaced	30 years

\* The costs shown represent **average costs** for O&M based on present staffing level, and an **average cost** to maintain and build

Table 13
Natural Areas Open to the Public Level of Service\*

access assets in natural areas. Cost varies across habitat types and site conditions.

natural areas, most trails are soft surface (soil) used for passive recreation such as walking, hiking, and running, and in designated areas, mountain biking and equestrian use. PP&R is starting to construct paved trails in natural areas to provide better Americans with Disabilities Act (ADA) and universal access. Parks staff are also establishing nature patches in developed parks throughout the city, to bring access to nature closer to more households, as recommended in the *Ecologically Sustainable* 

*Landscapes Initiative* (2015) <a href="https://www.portlandoregon.gov/parks/74879">https://www.portlandoregon.gov/parks/74879</a>.

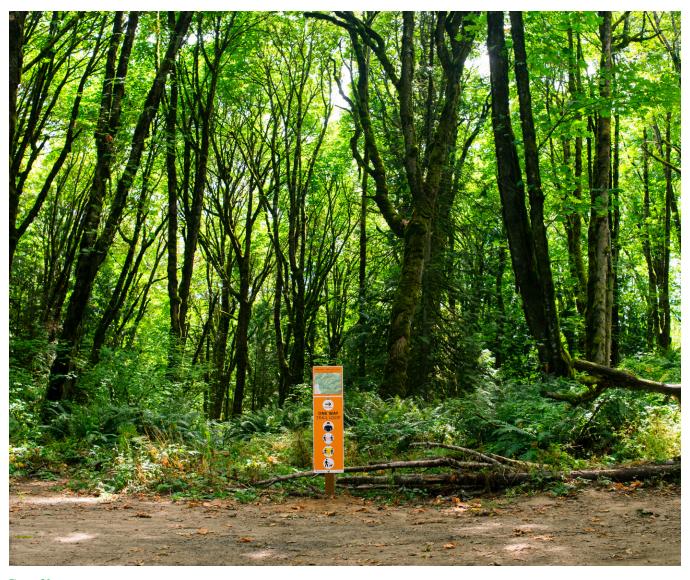


Figure 31
Forest Park



Any area or facility designated as a skate park or neighborhood skate spot, or other specific skate feature as defined in the city's 2008 Skate park System Plan, that is owned and managed by Parks.

## Level of service guidance: 2 miles

**Strategy to Address Demand** 

There are few skateparks in Portland owned and managed by Portland Parks and Recreation. Skateparks represent the lowest percentage of households served among the assets considered in this LOS Guidance. This LOS requires numerous new skateparks, and existing PP&R properties could most likely accommodate nearly all the new skateparks needed for all households to be located within two miles of a skate park. When PP&R is contemplating new skateparks they should also identify non-Parks owned skateparks, such as Burnside Skate park, located in the central city.

Skateparks have been identified as an asset that would involve high costs to operate and maintain if the Level of Service is fully



Figure 32 Holly Farm Skate Park

implemented and must be strategically planned for and designed. Please see additional nearterm recommended guidance in chapter five.

## **Additional Information**

Skateparks are facilities designed and constructed specifically for use by

skateboarders, freestyle BMX bike riders and in-line skaters, and are also used by razor scooter users, to practice their skills and socialize. Skateparks serve a wide range of age groups from youth to adults, however users are often older youth who often lack recreation options and are more able to travel to use the

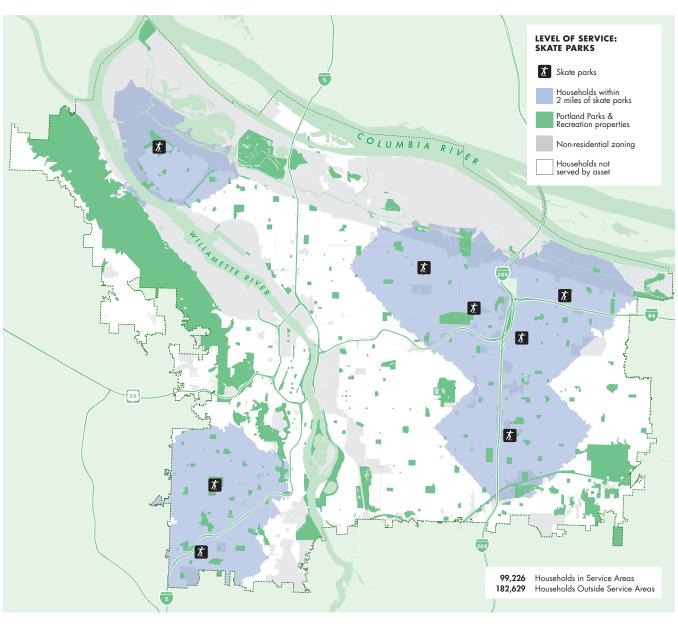


Figure 33

Map of Existing Skateparks

asset. The *Skate park System Plan* (2008) <a href="https://www.portlandoregon.gov/parks/article/202401">https://www.portlandoregon.gov/parks/article/202401</a> provides three primary goals:

- Provide skate park opportunities in all geographic regions/districts within the city
- Promote development of skateparks in underserved neighborhoods and provide a tiered system with a range of facilities with varied amenities and features.
- Create a three-tiered system of 19 skateparks throughout the city, including one regional skate park (40,000+ square feet), several district skateparks (10,000+ sq. ft), and many small skate spots. To fulfill these recommendations the city still needs 1

- regional skate park, 1 district skate park, and 9 more skate spots.
- PP&R recognizes that bicyclists can use skateparks; however, this document does not address bike parks. The Portland Bureau of Planning & Sustainability Off-road Cycling Master Plan will provide a comprehensive plan for the development and management of off-road cycling trails and facilities across the city. Bike parks could be considered in future Parks Level of Service planning efforts.

Number of skateparks in PP&R system	8
Number of PP&R properties that contain skateparks	8
Number of households within 2 miles of skate park (%)	99,226 (35%)
Number of households farther than 2 miles from skate park (%)	182,629 (65%)
Number of skateparks needed for all households to be within 2 miles	11
Number of new skateparks that could be implemented in existing PP&R properties	10
Number of additional properties needed to acquire for all households to be within 2 miles of skate park	1
Current annual operations and maintenance cost per skate park	\$37,780
Annual replacement value	\$8,750
Cost to build or replace skate park	\$350,000
Lifecycle – number of years when skate park will need to be replaced	40 years

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. Construction costs vary across skate park design and site conditions.

Table 14
Skateparks Level of Service\*



Rectangular-shaped fields designed and maintained to play team sports including soccer, football, and lacrosse that are formally tracked and permitted for play, including Portland Public Schools sports fields permitted by PP&R under a Joint Use Agreement. The inventory does not include informal, unprogrammed sports fields.

## Level of service guidance: 2 miles

## **Strategy to Address Demand**

PP&R has many sports fields that are well-distributed across the city and nearly all households are located within two miles of a sports field. Desired citywide spatial Level of Service for this asset is considered complete, with no new sports fields required for all households to be served by the asset.

LOS Guidance's spatial analysis suggests that PP&R does not require any additional sports fields. However, PP&R recognizes that it is experiencing unmet demand for both formal (i.e., permitted) and informal (i.e., nonpermitted, "pick-up") play. PP&R, Portland Public Schools, youth teams, and adult teams reserve most sports fields for team games and tournaments through PP&R's Customer Service Center (CSC). The CSC finds that the sports fields experiencing the highest demand are those with synthetic turf, and during high demand times these fields are not available to the public. When sports fields tend to be available for reservation by the community the cost to reserve them can act as a barrier to using the asset. The CSC indicates that possibly resurfacing existing natural grass sports fields with synthetic, all-weather turf could help meet some of the demand citywide but cautions that the permit cost at a turf sports field is greater than the permit cost of a natural grass sports field, thus raising a potential equity issue.

PP&R anticipates increasing demand in the future as Portland's population grows, and it will be necessary to add assets that are in demand, such as sports fields, even if the spatial Level of Service is met. In the meantime, strategies exist that can address demand without adding assets. Adding improvements to existing sports fields can increase capacity (e.g., players can use a synthetic turf sports field on rainy days; lights can increase available play time during the winter months; sites with multiple sports fields can accommodate higher levels of competitive play and can host tournaments).

## **Additional Sports Fields Recommendations**

PP&R recommends building two more sports-fields focused complexes with multiple fields, like East Delta Park, in East Portland and Southwest Portland, based on demand for competitive, organized sports fields. Each of these would have 3-4 fields with lighting and synthetic turf, for year-round use. The sports complexes may require acquisition of land and development of additional support facilities, including restrooms and parking, and are estimated to cost approximately \$32.5 Million apiece, with an estimated \$276,000 annual total cost of service per complex (including Operations & Maintenance, if

funding continues at the same level, and Annual Replacement Value funds, 2019 estimates). These projects would only be prioritized if the land and capital funding were made available through sustainable funding sources, after the Sustainable Future project is complete.

## **Additional Information**

PP&R currently manages seven synthetic turf fields that are included in this analysis along with traditional grass fields. Synthetic fields have higher construction costs, different maintenance needs, higher fees for users (and

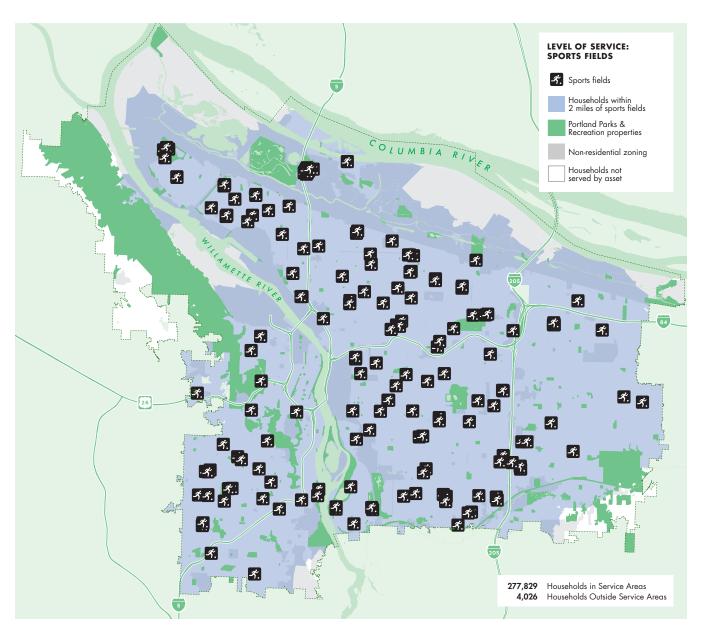


Figure 34
Map of Existing Sports Fields

## LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

higher revenue), and a shorter lifecycle than grass fields. However, they also have more capacity for use throughout the year for a higher level of competitive play. Where there are differences between the types of fields, it is shown in the table below.

Other service providers also have sports fields that are available for public use and provide community benefit, such as schools where play is not programmed by PP&R per the PPS Joint Use Agreement. However, school sports fields typically aren't open for public use during school hours. School sports fields can and do contribute to citywide resources but need to be evaluated on an individual basis. An

additional sports field resource is the Sports Turf Managers Association (STMA). STMA is a professional organization focusing on sports field management and safety through education, awareness programs, and industry development. https://www.stma.org/

Number of sports fields in PP&R system	163**
Number of PP&R properties (not schools) that contain sports fields	70
Number of households within 2 miles of sports field (%)	277,829 (99%)
Number of households farther than 2 miles from sports field (%)	4,026 (1%)
Number of sports fields needed for all households to be within 2 miles	0
Number of new sports fields that could be implemented in existing PP&R properties	N/A
Number of additional properties needed to acquire for all households to be within 2 miles of sports field	0
Current annual operations and maintenance cost per sports field	\$25,400
Annual replacement value	\$33,333
Cost to build or replace sports field	\$1,000,000
Lifecycle – number of years when sports field will need to be replaced	30

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. Construction costs vary across sports field size and surface type, and site conditions, typically from as little as \$250,000 for a grass replacement field to \$1,000,000 or more for a synthetic field. Lifecycles range from 10 years for a synthetic field surface to 30 years for a grass field. The cost to build or replace a ballfield is based on recent synthetic turf fields.

Table 15

Sports Fields Level of Service\*

<sup>\*\*</sup> Six sports fields have lighting.



Fields to accommodate baseball and softball use that are formally tracked and permitted for play, including school ballfields permitted by PP&R per the Joint Use Agreement with Portland Public Schools. Informal ballfields that are not permitted or programmed are not included.

Level of service guidance: 3 miles

# **Strategy to Address Demand** PP&R has many ballfields that are well-

distributed across the city, with nearly all households located within the three-mile service area. Desired citywide spatial Level of Service for this asset is considered complete, with no new ballfields required for all households to be served by the asset.

Adding improvements to an existing ballfield can increase its capacity (e.g., players can use a synthetic turf field on rainy days; lights can increase available play time during the winter months) and adding additional fields to parks



Figure 35
Sckavone Stadium at Westmoreland Park

that already have fields can accommodate higher levels of competitive play and can host tournaments. Presently, PP&R is meeting the recommended demand for ballfields and will track future demand as Portland's population grows.

## **Additional Information**

Non-PP&R service providers, such as schools where play is not permitted by PP&R per the Joint Use Agreement, also have ballfields that can be available for public use and provide community benefit. However, school ballfields

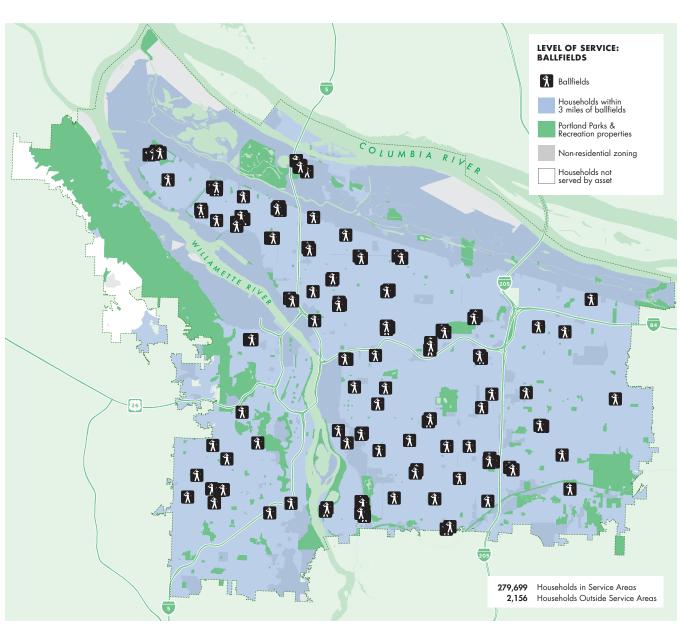


Figure 36
Map of Existing Ballfields

typically aren't open to the public for use during school hours. School ballfields can and do contribute to citywide resources but need to be evaluated on an individual basis. A helpful resource is the Sports Turf Managers Association, a professional organization focusing on sports field management and safety through education, awareness programs, and industry development https://www.stma.org/.



Figure 37 Verdell Burdine Rutherford ballfield

Number of ballfields in PP&R system, including permitted fields on Portland Public School properties	217**
Number of PP&R properties that contain ballfields	70
Number of households within 3 miles of ballfield (%)	279,699 (99%)
Number of households farther than 3 miles from ballfield (%)	2,156 (1%)
Number of ballfields needed for all households to be within 3 miles	0
Number of new ballfields that could be implemented in existing PP&R properties	N/A
Number of additional properties needed to acquire for all households to be within 3 miles of ballfield	0
Current annual operations and maintenance cost per ballfield	\$25,400
Annual replacement value	\$33,333
Cost to build or replace ballfield	\$1,000,000
Lifecycle – number of years when ballfield will need to be replaced	30

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. Construction costs vary across ballfield size and surface type, and site conditions. Construction costs vary across ballfields size and surface type, and site conditions, typically from as little as \$250,000 for a grass field to \$1,000,000 or more for a synthetic field. Lifecycles range from 10 years for a synthetic field surface to 30 years for a grass field. The cost to build or replace a ballfield is based on recent synthetic turf fields.

\*\* 21 ballfields have lighting.

Table 16
Ballfields Level of Service\*



#### **Definition:**

Hardscaped public gathering spaces that foster community interaction and civic pride. Plazas can range in size from 2,000 square feet to an acre or more and may be part of a developed park such as Gateway Discovery Park, or a stand-alone facility such as Pioneer Courthouse Square.

### Level of service guidance:

3 miles

### Strategy to Address Demand

Most of Portland's households are located within three miles of a plaza, but there is a noticeable gap in East Portland. One new plaza will need to be built for all households to be located within three miles of a plaza, and existing PP&R properties could most likely accommodate the new plaza needed. Plazas have an average construction cost and annual O&M cost when compared to the other assets considered in this LOS Guidance and they have long lifecycles.



Figure 38

Gateway Discovery Park plaza

#### **Additional Information**

The City of Portland's 2035 Comprehensive Plan (2018) recommends that plazas be included as an amenity in neighborhoods as gathering locations. The Parks 2020 Vision suggests adding plazas to parks and building them at various places in the city. Additional ways to

meet demand include partnerships to develop and maintain plazas, or privately-owned plazas available for public use. For example, a nonprofit organization at Pioneer Courthouse Square works in partnership with the City of Portland, which has successfully fulfilled the Park's prominent public role with the leadership

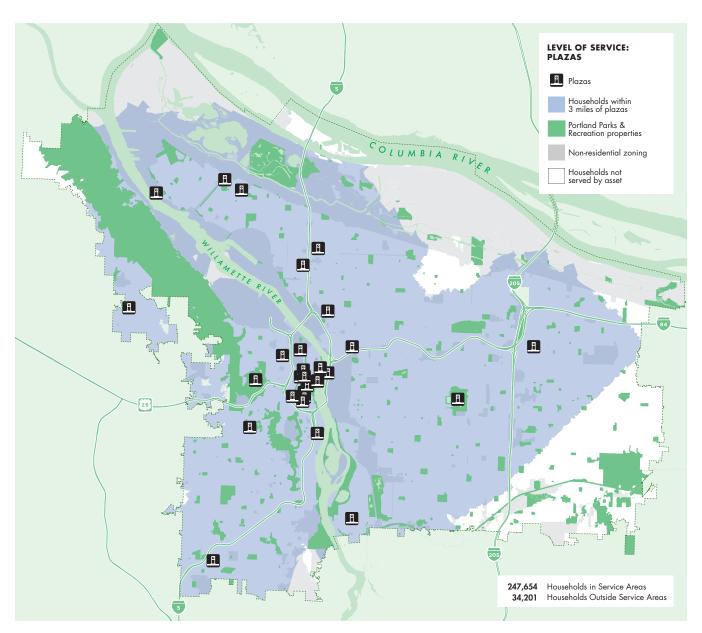


Figure 39

Map of Existing Plazas

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

of community volunteers and private sector contributions. Through this unique publicprivate management model, the Square has been recognized as one of the most successfully managed public spaces in the United States.



Figure 40
Gateway Discovery Park plaza



Figure 41 Patton Square Park plaza

37
28
247,654 (88%)
34,201 (12%)
1
several
0
\$35,254
\$10,000
\$500,000
50

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing levels. There is a broad range of sizes and uses for plazas in Portland. The cost to build is a financial planning estimate based on the average size of a plaza (12,000 square feet) located within a park in Portland. Because each plaza has a unique design and site conditions, construction costs will vary widely.

Table 17
Plazas Level of Service\*

### Specialty Gardens

#### **Definition:**

Gardens that are managed to display specialty plants and trees.

### Level of service guidance: 3 miles

### Strategy to Address Demand

More than half of the city's households are located within three miles of a specialty garden, but many households in Northeast and Southwest Portland are not. Specialty gardens have the highest construction cost and annual

O&M cost when compared to the other assets considered in this LOS Guidance, but they also have among the longest lifecycles. One new specialty garden is required for all households to be located within the three-mile service area, and existing PP&R properties could likely accommodate it.

### **Additional Information**

Specialty gardens range in complexity from the Portland Memory Garden at Ed Benedict Park, designed to meet the special needs of those with



Figure 42 Peninsula Park Rose Garden

memory disorders; to the formal Peninsula Park Rose Garden that was designed by Emanuel T. Mische in 1912 as a French-style parterre and is the only sunken rose garden in Oregon; to Hoyt Arboretum whose nationally recognized collections promote conservation, education, research, and recreation. Many of the gardens were developed in partnership with community

organizations and/or were gifts or memorials provided to the City. PP&R has not constructed a specialty garden in many years. To estimate the cost of new construction of a specialty garden, PP&R based the estimate on the size and complexity of the Peninsula Park Rose Garden and assumed that additional gardens will be constructed in existing parks or on

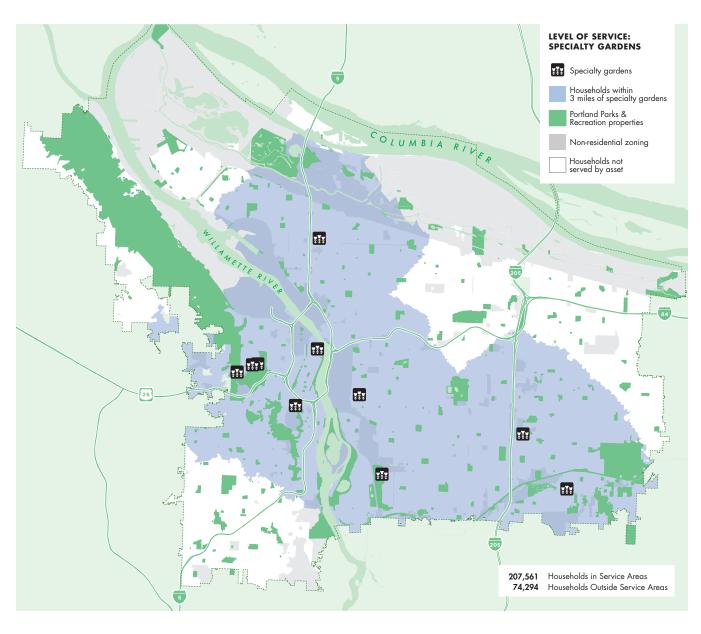


Figure 43

Map of Existing Specialty Gardens

property presently owned by the city. Dedicated volunteer groups help maintain the vegetation in specialty gardens. They help with planting, mulching, pruning and general aesthetics for each garden. Specialty gardens are a regional draw and tourist destinations. They are in high demand for weddings and other special occasions and bring in revenue for those events.

Number of specialty gardens in PP&R system	10
Number of PP&R properties that contain specialty gardens	10
Number of households within 3 miles of specialty garden (%)	207,561 (74%)
Number of households farther than 3 miles from specialty garden (%)	74,294 (26%)
Number of specialty gardens needed for all households to be within 3 miles	1
Number of new specialty gardens that could be implemented in existing PP&R properties	2
Number of additional properties needed to acquire for all households to be within 3 miles of specialty garden	0
Current annual operations and maintenance cost per specialty garden (based on Peninsula Park Rose Garden)	\$500,000
Annual replacement value	\$100,000
Cost to build or replace specialty garden	\$5,000,000
Lifecycle – number of years when specialty garden will need to be replaced	50

<sup>\*</sup> The costs shown represent **average costs** for O&M based on present staffing level, and an average cost to maintain and build Peninsula Park Rose Garden. Construction costs vary across landscapes and site conditions. Although PP&R used 4.6-acre Peninsula Park Rose Garden as the model for LOS Guidance, the size of future specialty gardens could vary. Plazas in Portland. The cost to build is a financial planning estimate based on the average size of a plaza (12,000 square feet) located within a park in Portland. Because each plaza has a unique design and site conditions, construction costs will vary widely.

Table 18
Specialty Gardens Level of Service\*



#### **Definition:**

All outdoor tennis courts existing in PP&R parks.

### Level of service guidance:

3 miles

### Strategy to Address Demand

PP&R has many tennis courts that are well-distributed across the city, and nearly all households are located within three miles of a tennis court, except for a gap in East Portland. Desired citywide spatial Level of Service for this asset is considered 95% complete, with no new tennis courts required for all households to be served



Figure 44
Columbia Park Tennis and Pickleball Court

by the asset, however, implementation of the Parklane Park Master Plan in East Portland, with construction of two tennis courts would more fully serve the city.

Portland Tennis Center and Portland Public Schools reserve many tennis courts for teams and tournaments through PP&R's Customer Service Center (CSC). The CSC finds that the tennis courts experiencing the highest demand are those in better condition, and during spring and summer afternoons and early evenings these courts are typically not available to anyone for walk-on play. Improving existing poor-condition outdoor tennis courts could help meet citywide demand. Of the 109 tennis

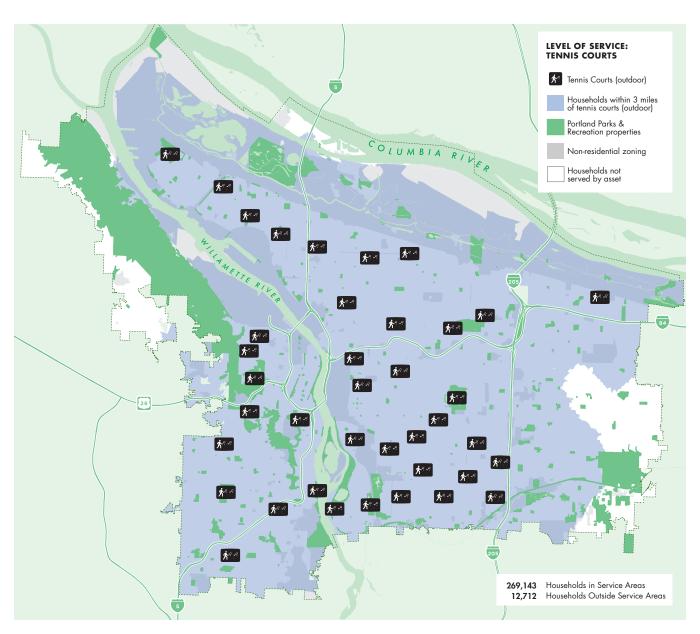


Figure 45
Map of Existing Tennis Courts

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

courts currently provided by PP&R, about 20% are in good or excellent condition. Those in poor condition are essentially unplayable and are not providing a sufficient Level of Service.

PP&R should prioritize courts for renovation that provide a Community Tennis Hub (featuring two to six courts that have lighting, benches, and water fountains). This is considered necessary for programs, tournaments, and other activities. This would also provide for O&M staff efficiencies in providing a higher level of maintenance focus at those hubs. Additional renovations of double courts could provide neighborhood-scale pick-up play that fill in the Community Tennis Hub's Level of Service gaps. PP&R should consider redeveloping courts for other uses where there is insufficient demand,

alternative sites are available, and where courts do not meet guidelines for tennis programming. These tennis courts could be used for other recreation, such as bike polo, futsal, or pickleball.

#### **Additional Information**

PP&R provides 69% of all publicly available tennis courts in the city. The *Sports Courts Technical Paper* (2008) <a href="https://www.portlandoregon.gov/Parks/article/475510">https://www.portlandoregon.gov/Parks/article/475510</a> provides the following recommendations for Systemwide Actions:

- Establish a system of well-maintained tennis facilities throughout the city that are anchored by the Portland Tennis Center (PTC) (p.29, 42-43).
- Establish new tennis facilities in areas where

Number of tennis courts in PP&R system	109**
Number of PP&R properties that contain tennis courts	39
Number of households within 3 miles of tennis court (%)	269,143 (95%)
Number of households farther than 3 miles from tennis court (%)	12,712 (5%)
Number of tennis courts needed for all households to be within 3 miles	0
Number of new tennis courts that could be implemented in existing PP&R properties	N/A
Number of additional properties needed to acquire for all households to be within 3 miles of tennis court	0
Current annual operations and maintenance cost per tennis court	\$5,633
Annual replacement value	\$16,000
Cost to build or replace one (1) average tennis court (includes synthetic surface, subsurface, lighting, net, bench, etc.)	\$400,000
Lifecycle – number of years when tennis court will need to be replaced	25

\*The costs shown represent **average costs** for O&M based on present staffing level, and an **average cost** to maintain and build an average tennis court (asphalt or cement). Construction costs vary across court design and site conditions.

\*\*65 tennis courts have lighting.

Table 19

Tennis Courts Level of Service\*

- there is demonstrated demand, capacity to provide services, and a minimum of two courts can be provided.
- Decommission courts where there is insufficient demand, where alternative sites are available, and where courts do not meet design guidelines.
- Designate specific parks as Community
  Tennis Centers [hubs]. These parks would
  feature enhanced levels of programs, events,
  and maintenance. Include additional amenities
  such as covered benches, more benches,
  water fountains, lights, and a higher level of
  maintenance.
- Renovate courts that are in poor condition, especially locations with two courts.

Staff is currently developing an Outdoor Tennis Courts and Emerging Recreation Strategy. This work will update the Tennis Courts Technical Paper and provide findings for additional investment in courts, decommissioning of courts, and recommend alternative uses for underutilized courts and courts that are in poor condition. The Emerging Demand and Recreational Analysis for Tennis Courts and other court sports also evaluates other new recreational demand for court sports, including pickleball, futsal, and bike polo. More information can be found here: <a href="https://www.portland.gov/parks/construction/outdoor-tennis-courts-and-emerging-recreation-strategy">https://www.portland.gov/parks/construction/outdoor-tennis-courts-and-emerging-recreation-strategy</a>



Figure 46
Gateway Discovery Park Play Area

# Chapter 4 Implementing the Level of Service Recommendations

#### 4.1

### How this guidance will be used for park decision making

This LOS Guidance recommends that PP&R work toward filling the identified asset gaps by building 110 new park assets divided into 13 asset categories. When construction funding is available, PP&R will use this LOS Guidance in conjunction with PP&R's strategic plan and Five-Year Racial Equity Plan (2017) and other tools to identify bureau asset and park construction priorities. The 13 assets in this LOS Guidance will be evaluated along with community centers and pools, trails, sport complexes, and emerging recreation trends. PP&R also evaluates increased density and tries to meet demand for reservable assets such as sports fields, group picnic areas, and community gardens, when planning for additional assets.

### When New Developed Parks and Natural Areas assets are built

PP&R will use this LOS Guidance and its examination of spatial distribution of certain park assets as a useful tool when planning the continued buildout of Portland's park and recreation system. The ½-mile recommendation for play areas reflects the importance of providing this asset close to home, while the willingness to travel three

miles to a specialty garden, ballfield, plaza, or tennis court recognizes that these assets can serve a larger number of households. As new parks are planned, designed, and constructed, assets will be constructed to fill the gaps. In addition, new types of park assets that provide new park experiences may emerge and change in priority in the future as PP&R plans, designs, and constructs new parks.

### Planning for future park master plans

PP&R will use this LOS Guidance when prioritizing planning for park properties. When funding becomes available for PP&R to pursue park or natural area planning, it will prioritize planning efforts for its undeveloped parks properties located within service gaps.

### Capital Improvement Planning and Budgeting

PP&R prioritizes funding for Capital Growth projects and Capital Renovation projects on an annual basis. PP&R considers several factors when funding park improvements to ensure that park development and renovation keep pace with population increases and providing equitable access; these are described in further detail below.

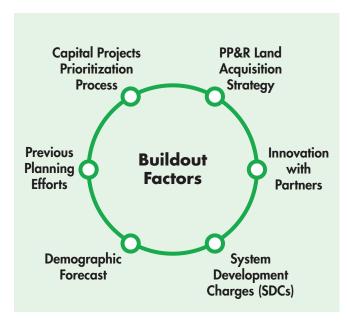


Figure 47
Buildout Factors

Buildout Factors =

- 1. Capital Projects Prioritization Process
- 2. PP&R Land Acquisition Strategy
- 3. Innovation with Partners
- 4. System Development Charges (SDCs)
- 5. Demographic Forecast
- 6. Previous Planning Efforts

These Level of Service findings will also be integrated with the ADA Transition Plan Program and Major Maintenance annual project prioritization work.

### **Capital Projects Prioritization Process**

The annual Capital Growth Projects Prioritization Process uses a scoring structure that reviews current service levels and forecasted increases in households served with proposed improvements:

• The Service Variety rating analyzes, "How well is the area around the proposed improvement

being served?" and "What is the Level of Service recommendation?" The rating is based on Level of Service from the Total Number of Recreation Experiences Maps (the number of recreation assets currently provided, see figure 11).

- The Household Rating answers the question: "How many households are currently being served by this park?" and "How many more households would be served?" by the proposed improvements. The rating is based on a GIS boundary around the park.
- The Demographic Equity Rating based on an Equity Assessment (Vulnerability Index) that answers the question: "Who is being served by the park service area?" It uses U.S. census data to assess:
  - Diversity = What percentage of people of color live within the service radius?
  - Youth = What percentage of children and youth (0-18 yrs.) live within the service radius?
  - Poverty = What percentage of households are below the poverty line?

The Service Variety, Households Serviced, and Equity Ratings are multiplied, resulting in a project score. Projects with the highest score are prioritized for funding.



Figure 48

Project Score Formula

#### PP&R Land Acquisition Strategy

PP&R refers to its *Land Acquisition Strategy* that addresses growth in Portland and prioritizes acquisition of land where park service is low. In areas where land costs are high, and it is difficult to acquire additional land for active recreation, PP&R has formal relationships with partners such as Portland Public Schools to provide joint park services in these areas.

#### **Innovation with Partners**

Through other citywide planning work, PP&R will continue to work with other bureaus and partners to identify whether there are innovative ways to provide park experiences, given the limited available land and increasing density of the city.

#### **System Development Charges**

The annual CIP process reviews forecasted funding available through the adopted System Development Charges (SDC) Program that provides funds to develop new parks or add capacity to parks (new assets and activities) in areas of the city in that are growing and densifying.

#### **Demographic Forecast**

The PP&R Five-Year Racial Equity Plan (2017) specifically acknowledges the need to identify priority investments in properties that reduce the service gaps to people of color, immigrants, and refugees. The Plan outlines the Bureau's objective to provide equitable access and investments to developed parks, natural areas, programs, and services for all Portlanders and reduce disparities in people of color's access to healthy environments and recreation options.

#### **Previous Planning Efforts**

Previous planning efforts such as park master plans, natural area management plans and park designs, (which evaluate current and future growth as part of the analysis of who the park will serve) and the City of Portland's 2035 Comprehensive Plan (2018) (which identifies policies and goals that address park design and considers urban density) are reviewed and considered when identifying capital improvements.

## Building out the System - Filling the Gaps and implementing the Level of Service

The goal in identifying the cost of service for this LOS Guidance is to understand the total cost of providing full citywide Level of Service by filling the gaps for the thirteen park assets. PP&R would need to build 110 new park assets to fill existing gaps in service, including 42 play areas, 12 basketball courts, 20 community gardens, 16 spray plays, 1 dog off-leash area, 1 group picnic area, 5 natural areas open to the public, 11 skateparks, 1 new plaza and 1 specialty garden as explained in Chapter 3. This section identifies the total estimated cost of providing that Level of Service, through the cost to build the assets and the annual cost of providing park service. The full cost of service methodology for this Level of Service is included in Appendix 4: Level of Service Cost of Service Summary.

### 4.3 Cost to Build

The cost to build refers to the total estimated budget needed to provide a new park capital design asset, including project initiation costs, consultant costs, permitting costs, bidding and construction costs, contingency costs, community engagement costs, and staff time to manage the project. PP&R staff calculated a rough order of magnitude average cost to provide each of the developed park assets and natural areas open to the public by reviewing and updating asset costs based on PP&R's previous five-year comparable averages for Capital Growth and Capital Renovation/

Replacement projects. The total project asset cost reflects current design levels and standards for the average asset. However, the cost to build is only for the asset as a stand-alone item, and does not include additional project costs (e.g., support facilities such as restrooms, paths leading to the park asset, water lines to the street, right-of-way improvements). Where costs for current construction of a specific asset were not available, staff escalated costs from previous PP&R work identifying average construction cost values, or staff developed a cost based on similar types of parks and projects. The cost to build is only a planning-level estimate and does not account for differences in park asset size, location, or

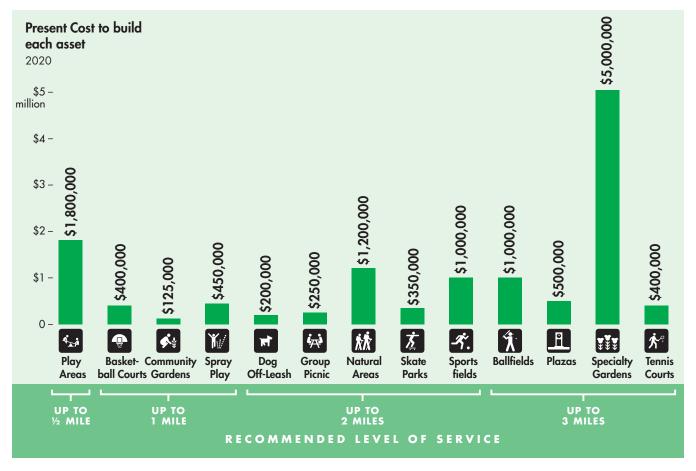


Figure 49
Present Cost to Build Each Asset

specific site or design related elements. The following chart shows the cost to build each of the recommended park assets. A cost to build methodology summary for each developed park asset is found in Appendix 4.

The following chart shows the estimated \$106 Million total cost to build all the 110 assets recommended in this LOS Guidance, filling all the service gaps among developed park assets and natural areas open to the public.

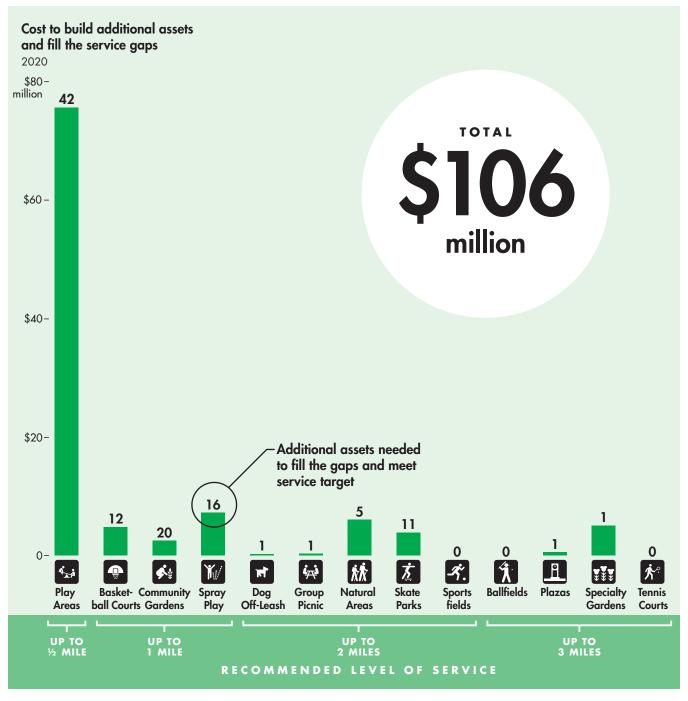


Figure 50

Cost to Build all the Additional Assets and Fill the Service Gaps

#### **Capital Growth Funding**

To build new parks and add new park assets PP&R relies on System Development Charges (SDCs) from development, bonds approved by voters, grants, private donations, fundraising, and federal and state funding. The amount of money available for construction of new assets varies year to year and between funding cycles. Over the past 10 years SDCs have been plentiful as development has increased in Portland, which has helped PP&R build new parks and acquire lands, thus decreasing gaps in park service. However, SDCs are limited to construction of park assets that provides new services ("growth"), and are not available for renovation, repair, or maintenance, thus PP&R has consistently had more capital funding available for Capital Growth projects than Capital Renovation/Repair or Maintenance Projects. Additionally, PP&R's reliance on SDCs for new growth may become problematic when development slows.

PP&R has also acquired lands and developed parks using bond and levy funds. Metro Regional Government has passed three regional parks bond measures: in 1995, 2006, and 2019. The City of Portland's share of these funds has helped increase park access in Portland through acquisitions of land for natural areas, neighborhood parks and trails, and restoration projects. PP&R will receive \$31.8M in Local Share funds from Metro's 2019 bond that will help fill some Level of Service gaps as identified in this report. Additional funds may also be available through Metro grants or partnership for land acquisition and trails, and community and nature projects.

### 4.4 Current Annual Cost of Service

Proper maintenance of park assets must be accounted for when evaluating the cost of providing new park experiences and service. This section evaluates the total current annual cost of service of operating and maintaining new park assets, explains the current budget process, and identifies current issues with sustainably managing park assets.

#### Operations and Maintenance (O&M)

Daily operational maintenance includes cleaning, checking, monitoring, repairing, mulching, and other activities designed to keep parks clean, safe, and functional, while notifying PP&R's centrally dispatched operations team of maintenance issues needing their attention. The centrally dispatched level of maintenance includes forestry, horticulture, trail maintenance, ballfields, turf and irrigation. The Professional Repair and Maintenance Services team provides such as amenities repairs, certified playground safety inspections, welding, mechanical, electrical, and plumbing services, and heavy equipment, and fountain and aquatic maintenance, and other work. These services assure the quality of PP&R's built and natural infrastructure, and that each asset meets its intended function as long as possible.

For this LOS Guidance the current PP&R O&M estimating model is used to calculate average annual O&M per asset. This estimating model uses current actual staff time and materials expenditures for all workgroups that maintain and operate the parks and

divides those costs among the assets that are being maintained, resulting in an average annual expenditure by asset. The following chart indicates an estimate of what it would cost to maintain each of the LOS Guidance assets at current funding levels for operations and maintenance. The current annual costs range from approximately \$3,500 per natural area open to the public to over \$500,000 per specialty garden.

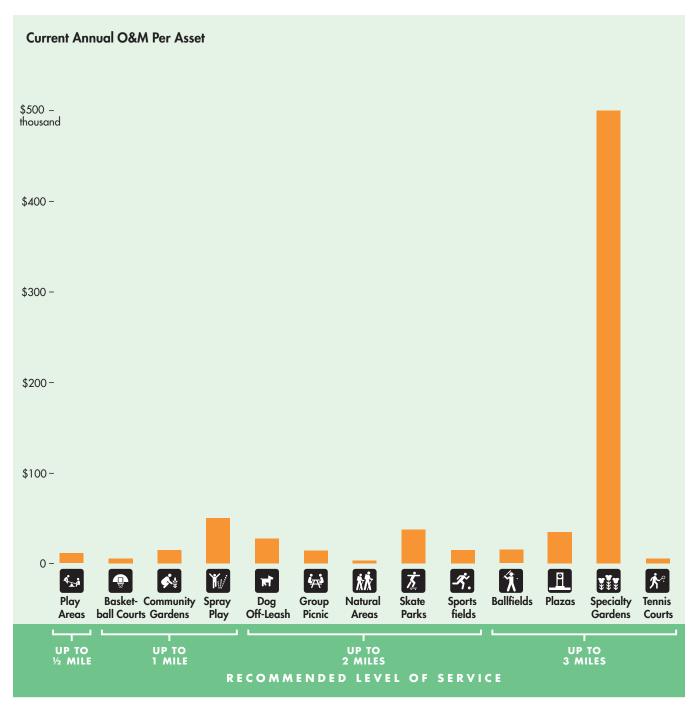


Figure 51

Current annual operations and maintenance per asset

### Current operations and maintenance funding issues

The current budget estimating model does not reflect true O&M requirements for the assets analyzed in this LOS Guidance. Parks' O&M is funded through the City's General Fund, and although PP&R's General Fund support has increased over the last ten years, costs have increased more dramatically in recent years, parks programs have expanded, and PP&R's scope of services has changed, leaving fewer resources for O&M of its parks. Additionally, over the last ten years (2007-2018) the acreage of developed parks acres has increased by 9% (278 acres) and the population of the city has grown by 13%, resulting in more park land and more users and a need for a higher frequency of park maintenance. The increased population in the city and transient issues has resulted in more garbage and vandalism in Portland's parks, meaning staff have less time for direct and preventative maintenance of assets and facilities. At the same time, shifts in staffing throughout the Bureau have resulted in an 11% decrease in developed parks maintenance staff. The result is less staff time to maintain park assets, resulting in a deferred maintenance backlog.

PP&R has acquired 768 natural areas acres in the last ten years, during that time natural area staffing has increased, but not at a level that can adequately maintain over 8,000 acres of natural areas. Staff focus their work primarily within natural areas that have high-functioning habitat, and healthy and fair ecological health and natural resource function and value, based on the *Natural Areas Restoration Plan*, (2010, updated 2015). Natural areas with low-functioning habitat receive maintenance a few times a year. Natural areas have also seen

increases in transient use, resulting in staff resources being reallocated from restoration and planting work. Historically, natural area maintenance has been underfunded. For instance, one ecologist is dedicated to O&M in 5,200-acre Forest Park. PP&R has also seen an increase in interest from community groups to work in its natural areas. PP&R's Land Stewardship Division City Nature program currently doesn't have the resources and time to support more stewardship in natural areas. Finally, there are four soft surface trail crew staff for construction and maintenance of all PP&R's soft surface trails. The limited staff cannot keep up with the user demand for quality trails. This underfunding will have increasing impacts with anticipated population growth. Trails will widen, unravel, and erode leading to considerable loss of ecological functions and values.

#### **O&M** budgeting process

PP&R calculates the O&M cost needed to maintain the asset when design is complete, and construction of a new asset is about to begin. PP&R requests O&M funding for new assets and parks through its annual operating and capital budget process. The amount allocated to PP&R is decided by Portland City Council. In the past ten years, PP&R has not always received the requested O&M amounts, resulting in further strain on maintenance of the existing park assets. Additional analysis needs to be conducted by PP&R to determine the appropriate level of staff needed to maintain the existing park assets analyzed in this LOS Guidance in their present condition, and to plan for maintenance of additional assets recommended in this report.

### Major maintenance and asset replacement funding and backlog

Major maintenance is when the required work exceeds \$10,000 per occurrence or is highly specialized beyond in-house staffing scope. In these instances, external contracted assistance in the form of a capital project complements inhouse operational maintenance. PP&R currently has a deferred major maintenance backlog of over \$500 million. PP&R is addressing this backlog through annual general fund money and bonds. However, the rate at which the funding mechanisms are secured is not enough to keep up with necessary asset repairs or replacements, and PP&R is only able to perform the most critical emergency repairs and the most basic improvements. The 2014 Parks Replacement Bond funded \$68 million in general obligation bonds to make repairs and improvements and prevent park and asset closures throughout the City, but that work is just the beginning of what is needed. The major maintenance backlog will need to be addressed to maintain and replace ailing facilities, sustain PP&R's current Level of Service, and improve its Level of Service as recommended in this report.

### 4.5 Level of Service Annual Cost of Service

To address the current issues in funding operations and maintenance, staff developed a Level of Service cost of service methodology that estimates sustainable asset funding (included in Appendix 4). The Level of Service Sustainable Annual Cost of Service estimate includes the following three components:

- Annual operations and maintenance per asset.
- Major maintenance; and

• Annual replacement value per asset.

These are explained in the following sections.

### Annual Operations and Maintenance per Asset

As explained in the section above, PP&R's maintenance funding is currently inadequate to maintain the parks and recreation system at a sustainable level. To account for the necessary staff to maintain these assets, an estimated number of additional staff have been added to the model for this planning study to derive an estimate that reflects adequate O&M costs.

An estimated additional 40% of maintenance staff are necessary to maintain park assets in fair to good condition. PP&R determined this by an doing a benchmark comparison of staffing at other similarly sized cities, and by reviewing the current average maintenance levels at individual parks in Portland. Additional operations and maintenance staff will stabilize the decline of the assets and close the most vital gaps in maintenance. The estimated additional funding includes resources to adapt and evolve the parks and recreation system of assets over time while attaining and preserving high function and high quality in the face of a growing population. It will allow PP&R to approach asset management more holistically and with a long-term lifecycle lens.

#### Annual Major Maintenance Per Asset

The Annual Major Maintenance Per Asset is the required work that is highly specialized and beyond the scope of internal staff. This work is typically over \$10,000 in value and is completed through external contracted assistance. City Policy FIN-2.03 - Financial Planning, requires

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

that the City's bureaus with capital assets and equipment shall use best practices in Asset Management to:

- Maintain an inventory of capital asset and equipment in their purview with the best information available on asset condition and expected lifespan.
- Forecast Asset Management needs and associated costs across the expected lifecycle of each bureau's capital assets and equipment.
- Use this data to inform the development of each bureau's financial plan and fiveyear Capital Improvement Plan, with the required level of capital asset and equipment maintenance and replacement reserves; and
- Articulate funding gaps and their impacts.

This LOS Guidance major maintenance calculation uses 2% of the cost to build the asset because this is the amount being used to estimate costs for the FY 20/21 budget cycle.

#### Annual Replacement Value

This report evaluates the cost to build a new asset and identifies estimated funds that should be set aside to complete major maintenance and replace that asset according to an estimated lifecycle. This need for major maintenance and replacement funds is evaluated in the annual PP&R budget process; however, PP&R is currently not budgeting funds for replacement of current or new assets. This LOS Guidance calculates the average replacement value per year by asset by dividing the current cost to build each asset by an average standard asset lifecycle.

The proposed lifecycle for the developed park and natural areas assets was developed through a process where Planning and Asset Management staff compared the City's Capital Asset Administrative Rule FIN 6.11.03 *Useful Life Example* to applicable reasonable estimates from industry standards, including the *IPWEA* 



Figure 52 Gateway Discovery Park

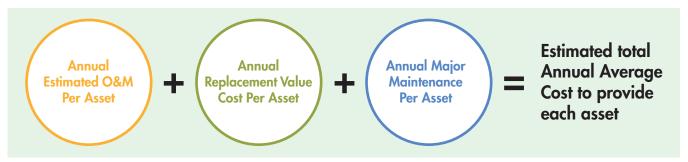


Figure 53
Present annual operations and maintenance per asset

(Institute of Public Works Engineering Australasia) Common Industry Asset Lives (2016) and the Asset Management programs of other parks providers, along with input from maintenance and capital program staff. The lifecycle estimates used are conservative numbers and represent the average maximum lifecycles for the life of the asset. The lifecycles used in this analysis are for financial planning purposes only. The lifecycles of individual assets vary widely depending on the design of the asset, operations and maintenance performed over the life of the asset, the average use of the asset, and the location of the asset and its surrounding environment. More information regarding the lifecycles used for this analysis is found in Appendix 4.

### Final Cost of Service calculation and cost of service summary

Adding the three levels of maintenance (Annual Estimated O&M Per Asset, Annual Replacement Value Cost Per Asset, and the Annual Major Maintenance Per Asset) yields an estimated total Annual Average Cost to provide each asset. This figure is multiplied by the number of assets in a group to provide the cost to provide an entire asset system (cost to provide current play area Level of Service for example), or to fill the gaps within the system. For this LOS Guidance, this information is used to

estimate the total cost of owning and operating each of the additional assets recommended to fill the gaps of the system. The total annual cost of service for the thirteen assets analyzed in this LOS Guidance is shown in figure 54.

The total annual cost of service of providing all 110 of the assets recommended in this LOS Guidance is shown in figure 55. For example, the annual cost to provide 42 additional playgrounds would be approximately \$4.5M.

If PP&R builds all 110 of the park assets recommended in this LOS Guidance to meet service level goals, PP&R will need to invest over \$106 million in capital funds to build them, and it will take nearly \$9.2 million in new annual operating dollars (at current costs) to maintain a system that meets these service levels. On average that means that for every \$1 PP&R spends to grow the system there is over 11% annual O&M impact.

Resources have not kept pace with what is needed to adequately maintain Portland's parks. The City has added additional park land, developed new parks, and added new park programs and services. We have also experienced increases in personnel costs while not setting aside funding for park asset repair

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

and replacement, resulting in a maintenance gap that continues to grow.

To maintain the current Level of Service for developed parks and natural areas, and build the capital assets recommended in this report, PP&R needs to ensure that adequate funding for O&M, major maintenance, and capital replacement funding is allocated.

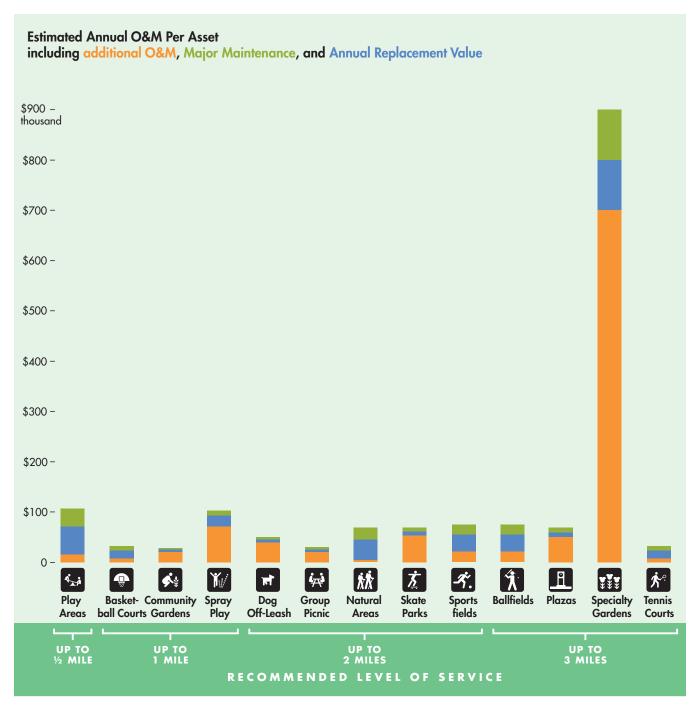


Figure 54
Estimated Annual Cost of Service per Asset

Otherwise, if funding continues at the same level, PP&R will have further reductions in services and asset maintenance. This may result in removing assets from parks, and reductions in service levels to the public in developed parks

and natural areas. PP&R is currently evaluating future funding options through the Sustainable Future initiative.

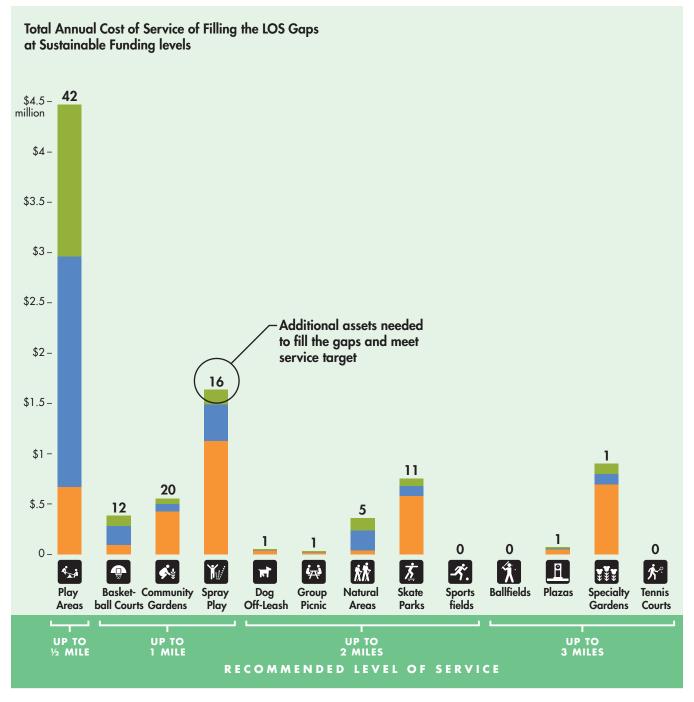


Figure 55
Total Annual Cost of Service of Filling the LOS Gaps at Sustainable Funding Levels



Figure 56
Portland World Soccer

## Chapter 5 Additional near-term guidance

This LOS Guidance provides goals for 13 parks and recreation assets that would result in a park and recreation system where everyone in the community has access to recreational opportunities at an reasonable spatial distance from their homes. These goals were identified through community engagement and the involvement of staff throughout the Bureau, to ensure that they reflect the needs of a diverse community. Implementation of this LOS Guidance will require over \$106 million (2019) in capital funds, not including supporting facilities such as restrooms, access paths, and utilities. These new assets will also require an additional estimated \$9.2 million in annual cost of service to adequately maintain them. Parks does not have these funds budgeted and acknowledges that there are limited resources to provide additional recreational opportunities in Portland at this time. Therefore, this is the City's proposal given current resources. The following analysis is an additional near-term guidance approach for implementation of four of the LOS assets; play areas, skateparks, spray play, and natural areas. These four assets were chosen for additional analysis for the following reasons:

1. The asset groups with the highest annual estimated cost of operations and maintenance if all the recommended 110 parks assets are

built would be play areas, spray play, specialty gardens, skate parks, community gardens, basketball, and natural areas (Figure 55). Filling the gaps in service for each of these sets of assets would impact the O&M budget at over \$400,000 if all the assets were built. Specialty gardens are not evaluated in the near-term guidance because there is only one garden recommended to meet a citywide Level of Service and implementation of that asset will be opportunistic. Community gardens were not evaluated because of the City's ability to be more opportunistic with development of the gardens, the program is a fee-based program and requires participation in maintenance of users.

- 2. Play areas, spray play, and skate parks currently have the lowest service levels of all the developed parks assets except community gardens, and the most assets required to meet recommended service levels.
- 3. Natural Areas Level of Service is amongst the hardest to fulfill due to the need to fill this service within the City's highly developed urban areas in the center of the city and staff felt it was necessary to prioritize a project that would address this need.

This chapter recommends an additional nearterm guidance prioritized approach for this set of four assets that will be used while Parks

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

continues to investigate opportunities for funding a sustainable future. It recommends focusing on construction of the following 17 new park assets:

Asset	Expand Service Area	Numb	Resulting household served at per expanded sets service lev	
🔛 Play ar	reas 1-mil	e 6	96%	
<b>Spray</b>	play 1-mil	e 5	89%	
Natura area a		e 1	76%	
Skatep	arks 3-mil	e 5	76%	

Table 20 Additional near-term guidance service levels for four priority assets

To develop the priority recommendations for capital improvements, staff applied the following filters to each of these parks assets:

- Mapped an expanded service radius, beyond the service area recommended by the LOS Guidance, to identify those areas of the city currently least served and most in need of new recreational opportunities.
- 2. Mapped recreational assets that are already funded, in design, or under construction as a priority.
- 3. Identified current properties within those areas that would be a good fit for that asset.
- 4. Reviewed findings from master plans, technical papers, and other Parks strategic plans.

- 5. Applied the Capital Growth Projects
  Prioritization Criteria scoring, using the total
  of the multiplied Equity, Households Served,
  and Service Variety scores to choose park
  properties.
- 6. Evaluated whether there are other providers of the recreational asset within the service area already serving the community (such as schools, Metro, the State of Oregon, or neighboring agencies).

Additional filters were applied based on the specific recreational asset. The following summaries and accompanying maps indicate the current recommended LOS, the additional near-term guidance expanded service area, recommendations for filling the service level gaps, and the resulting Level of Service when the assets are completed.

### Additional near-term guidance Adjusted LOS Options



### Play Area Level of service guidance Recommendation:

½-mile

Play areas are the most loved community asset that is necessary to be located close to homes so that young families can walk to them. This LOS would require 42 new play areas dispersed throughout the city. There are currently 138 play areas located in 122 parks, and 4 new play areas are funded for design and construction. The largest gaps in play area service are in East Portland and Southwest Portland.

### Additional near-term guidance 5-year target (or at such time new funding is identified):

When funding new play areas, prioritize ones in areas that are beyond 1-mile from any existing play area first.

To develop the priority for additional capital improvement, staff applied a 1-mile spatial service area to identify those areas where the

city's spatial Level of Service need is greatest. Staff evaluated the land owned by Parks outside the areas served by current play areas for their fit to provide a play area. The table below recommends 6 new play areas identified as a priority for development.

Construction of these play areas would result in 96% of households being served at a 1-mile spatial service distance, with 4,806 new households served.

### Additional factors considered in making this recommendation:

- 1. Reviewed the 2008 Play Areas Technical Paper findings.
- 2. Evaluated whether a master plan identifies a future play area.
- 3. Evaluated whether there is a play area at a nearby or adjacent school.
- 4. Removed areas where a homeowners'

Park	Location	Current Gap Filled	Status
Verdell Burdine Rutherford Park	East	½-mile gap	Play Area complete June, '20
Errol Heights	Southeast	1-mile gap	CIP Funded. Spring '23 completion
Gateway Green	East	½-mile gap	Completed December, 2020
Mill Park	East	½-mile gap	In Design, FY '24 completion
SE Division Street & SE 150th Ave. property	East	1-mile gap	Undeveloped Park
Glenfair (Thompson, or Wilkes Headwaters)	East	1-mile gap	Undeveloped Park

Table 21

New Play Areas

- association play area fills the need for the neighborhood.
- 5. This continues the city policy of filling the gaps in play in East Portland, where the spatial gaps in play are the greatest. Children are 24% of the population of East Portland, the highest percentage of the city's
- 7 neighborhood coalitions (citywide average is 18%).
- 6. Evaluated whether other providers outside of the City provide play areas within the service area. For example, Glenfair Park is 1.2 miles from Pat Pfeifer Park in Gresham, which has a play area.

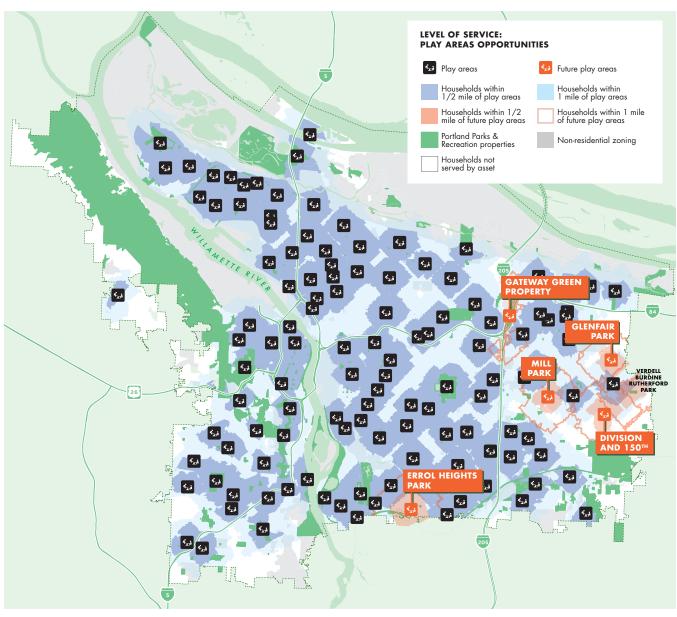


Figure 57
Play Area Additional Near-Term Guidance Target
Adjusted LOS Recommendations

This map indicates the current Play Areas LOS at ½-mile, the expanded service area of 1-mile and the resulting Level of Service when the 6 recommended priority Play Areas are completed.

#### Cost to implement this option:

An estimated minimum of \$3.6 Million in additional capital funding for the two unfunded play areas and an additional \$203,840 in annual operations and maintenance funding (2019 dollars).

### Additional options:

- Play areas that could be developed, as funding allows, to begin filling in the ½-mile LOS include Sacajawea (Northeast), Lynchwood (East), and Cathedral Park (North Portland).
- When PP&R is planning for a future play area, staff should evaluate the opportunity to build an entire park and review the efficiencies of building additional assets where service levels for those assets are not met. For example, development of the Mill Park property as identified in the park master plan would fill three gaps in service at one location. This may also be more efficient for operations and management than developing many new assets in different locations. Parks will also need to re-evaluate master plans before development to see if there would be a service overlap that exceeds the LOS Guidance.
- Work on acquisition of land appropriate for play areas in southwest, northeast, and southeast. Parks does not have adequate appropriate land available to build play areas in these areas of the city.
- Staff should also consider whether service is met by other providers along the city's boundary, such as neighboring jurisdictions before building new play areas.
- Parks should evaluate possible partnerships with school districts or other providers to improve play service in areas where acquisition of land is not available.

### Opportunities and constraints for this asset:

Play areas are currently the second most expensive asset to build of the 13 assets evaluated in the LOS Guidance, at \$1.8M a piece (figure 49). Cost efficiencies in design, purchasing and construction may need to be evaluated. The play areas could be smaller than some of the others that PP&R has built in recent years. There are also efficiencies in design that can further decrease the cost to maintain play areas.

### Additional near-term guidance Adjusted LOS Options



### Spray Play Level of service guidance Recommendation:

1-mile

The Level of Service Guidance for Developed Parks and Natural Areas (LOS Guidance) work confirmed to us that spray play areas are among the most desired community assets in parks and people are willing to travel a short distance to them. There are currently significant service gaps in East Portland, Southeast, and Southwest Portland. Currently, there are 24 parks with spray play areas, and three new spray play are funded for design and construction. Implementation of the LOS Guidance would require construction of 16 new splash pads dispersed throughout the city.

## Additional Near-Term Guidance 5-year target (or at such time new funding is identified):

When funding new spray play areas, prioritize sites that are beyond 2-miles from existing spray play areas.

To develop the priority for additional capital improvement, staff applied an Expanded 2-mile spatial service radius, to identify those areas where the city's spatial LOS need is greatest. Staff evaluated the park properties currently owned by parks outside the service areas to identify the ones that can currently accommodate a new spray play. The five parks in the table below are recommended as a priority for development of spray play.

Park	Location	Current Gap Filled	Status
Errol Heights	Southeast	2-mile gap	Under Construction. Planned completion Spring '23.
Kenilworth	Southeast	2-mile gap	FY '19-'20 CIP Funded. Spray Play will replace a wading pool that was closed due to health regulations.
Mill Park	East	2-mile gap	In Design. Completion Anticipated Summer, 2024.
Parklane Park	East	2-mile gap	Currently in design. Funded. Planned completion Summer, 2025.
Wellington Park	Northeast	1-mile gap	Developed Park. Will replace a wading pool closed due to health regulations.

Table 22 New Spray Play Completion of these new spray play areas would result in 89% of households with a 2-mile LOS and serve 27,120 new households.

### Additional factors considered in making this recommendation:

1. Revisited the 2008 Aquatic Facilities Technical Paper findings.

- 2. Identified indoor and outdoor pools available within the unserved areas.
- 3. Continuation of the city policy of filling the gaps in play in East Portland, where most children live in the city.

#### Cost to implement this option:

An estimated minimum of \$450,000 in

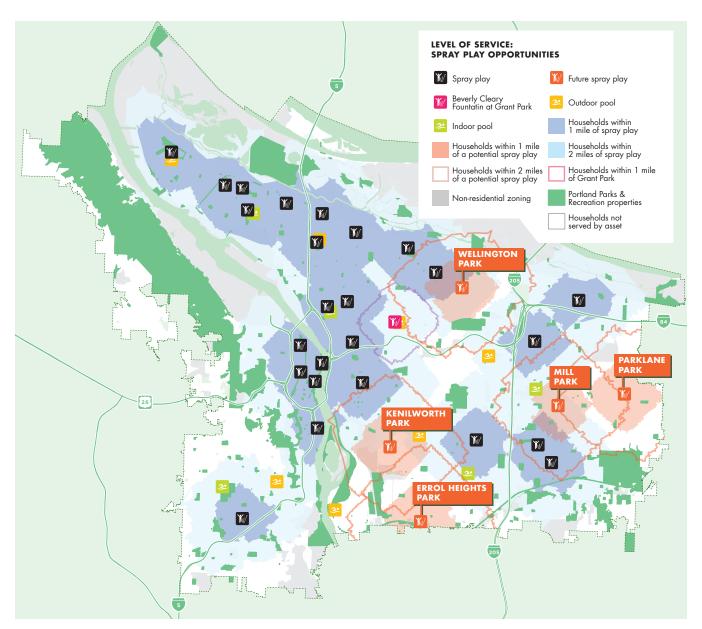


Figure 58

Spray Play Additional Near-Term Guidance Target Adjusted LOS Recommendations

This map indicates the current Spray Play Level of Service at 1-mile and 2-miles (in blue) and the five recommended priority Spray Plays (in red). The map also shows locations of indoor and outdoor pools.

additional capital improvement funding to build the one recommended spray play that is not yet funded, and an additional \$83,000 in annual operations and maintenance funding (in 2019 dollars).

### Additional options, opportunities, and constraints for this asset:

- Build additional spray play in identified deficient areas where there isn't a current spray play or indoor or outdoor pool service, see figure 58.
- Spray Play is currently the sixth most expensive asset to build of the 13 assets evaluated in the LOS Guidance. Cost efficiencies in design, purchasing and construction may need to be evaluated. Additionally, the size of the spray play area could be smaller than some of the others that PP&R has built in recent years.
- The current operations and maintenance funding for spray play is high. There are efficiencies in design that can further decrease the cost to maintain them.
- Identify design features that will result in cost-savings for parks operations such as timing controls, or building spray play with a smaller footprint or less play features than the typical spray play.
- When planning for a future spray play, staff should evaluate the opportunity to build an entire park and review the efficiencies of building additional assets where service levels for those assets are not met. For example, development of Mill Park, as identified in the park master plan, will fill three current gaps in service at one location. This may also be more efficient for operations and management than developing many new assets in different locations.

- Parks will also need to re-evaluate master plans when developing new parks to see if there would be a service overlap with other nearby parks that exceeds the LOS Guidance.
- Replacement funding and major maintenance is currently not funded for future spray play areas. Building additional spray play areas at this increased funding level would make spray play areas one of the most expensive assets. Without appropriate funding, the lifecycle of the spray play areas will decrease, and it will be more difficult to maintain them.

### Additional near-term guidance Adjusted LOS Options



### Natural Area Level of service guidance Recommendation:

2 miles

The Level of Service for natural areas open to the public was informed by the public involvement process. Additionally, Portland Parks & Recreation (PP&R) staff reviewed the assets that the community indicated they were willing to drive or take transit to and set the service area to be on par with the distance the public is willing to travel to group picnic areas, sports fields, and dog off-leash areas; and to accommodate a reasonable amount of time to travel via public transit. Currently PP&R has 41 natural areas open to the public; most of these are located along the periphery of the city. The level of service guidance would require 5 new natural areas open to the public primarily in the center of the city. No new natural areas open to the public are funded at this time.

## Additional near-term guidance 5-year target (or at such time new funding is identified):

When providing access to new natural areas, prioritize sites that are beyond 3 miles from existing natural areas with access.

To develop the priority for additional capital improvement, staff applied an Expanded Service Radius: a 3-mile spatial service area to identify those areas where the city's spatial Level of Service need is greatest. The resultant map reveals two very small remaining gaps: in East Portland and Northeast Portland. Staff have identified the property in the table below as a priority for development of natural areas open to the public in the next 5 years. Construction of this natural area open to the public would partially fill a 3-mile Level of Service for

Park	Location	Current Gap Filled	Status
Kelly Butte Natural Area	East	2-mile gap	Undeveloped Natural Area

Table 23

New Natural Areas

natural areas open to the public where PP&R currently owns land; the site already has a trail which requires some improvements to welcome the public. More importantly, its completion would fill a portion of the 2-mile service gap.

Implementation of this new natural area open to the public would result in serving 15,193

new households at the 2-mile Level of Service, resulting in 76% of households served.

Construction of this natural area open to the public would not provide full 3-mile Level of Service because small gaps would remain in East Portland and Northeast Portland. To help fill the gaps PP&R staff recommend

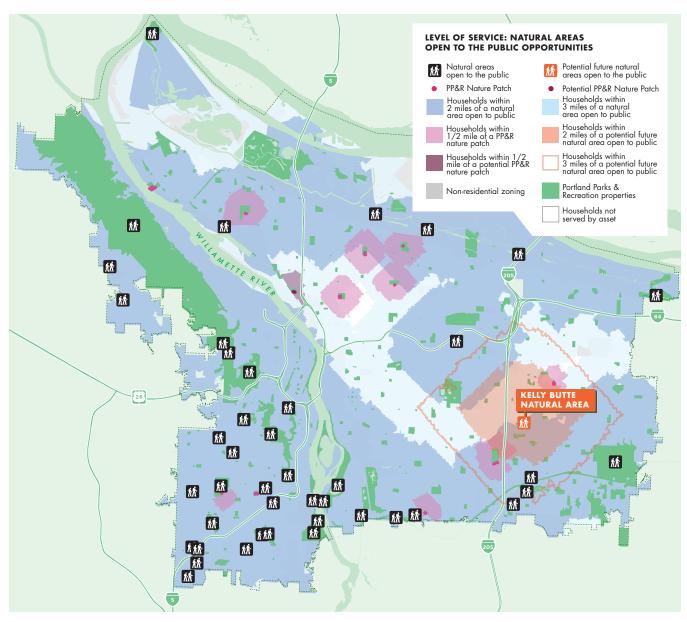


Figure 59 Natural Areas Additional Near-Term Guidance Target Adjusted LOS Recommendations

This map indicates the current Natural Areas LOS at 2-miles, the expanded service area of 3-mile and the resulting Level of Service when the recommended priority Natural Area is completed.

considering nature patches built through PP&R's Ecologically Sustainable Landscape Initiative program as providing a naturalistic experience, while recognizing that they do not equate to a full natural area experience. Nature patches are accessible to households in their neighborhoods providing an important benefit in urban areas where the natural area open to the public service gap exists. PP&R's Natural Area Acquisition Strategy (2006) recommends natural area acquisition along the rivers, creeks, and sloughs of Portland suggesting that new property acquisition outside of these natural area corridors will not be high priority. Furthermore, the *Strategy* indicates that "past development patterns dictate that natural areas are not distributed equally throughout the city and all residents do not have equal proximity to natural area parkland. All city residents do benefit from the system of natural areas and separate programs can create small patches of natural landscape in developed parks and schools throughout the city."

The nature patches are not a destination that members of the public would likely travel several miles to see, but nature patches would be accessible to the households in their neighborhoods, thus PP&R staff recommend an additional near-term guidance service radius of ½ mile for PP&R nature patches. The ½-mile service area around the planned and funded PP&R nature patches at Irving Park and Midland Park would partially fill the remaining 3-mile natural areas service gap with some naturalistic experiences. Other existing nature patches partially fill the 2-mile service gap with naturalistic experiences.

PP&R hybrid parks are properties that contain both developed park and natural area components, in varying degrees. These hybrid areas provide exposure to less-formal open spaces and serve important natural resource function. PP&R has many hybrid parks, and some of them are included among the natural areas open to the public identified in this LOS Guidance. Although a few hybrid parks are in or near the 2-mile natural area open to the public service gap, PP&R does not recommend considering them as providing naturalistic experiences because they are primarily developed parks with minor natural area features.

Although nature patches and hybrid parks complement PP&R natural areas, they do not deliver the unique, immersive experiences that we value in the City's natural areas. Thus, PP&R recommends keeping the LOS Guidance goal of providing access to a natural area open to the public within two miles of every household. PP&R will continue to acquire property for natural areas open to the public that would serve households in the 2-mile service gap.

Additional key factors considered in making this recommendation:

- 1. The PP&R *Natural Areas Restoration Plan* (2015)
- 2. The PP&R Natural Area Acquisition Strategy (2006)
- 3. Natural resource function and value
- 4. PP&R nature patch data

#### Cost to implement this option:

An estimated minimum of \$1.2 million in

### LEVEL OF SERVICE GUIDANCE DEVELOPED PARKS AND NATURAL AREAS

capital improvement funding and an additional \$68,000 in annual operations and maintenance funding (in 2019 dollars) per natural area open to the public; and \$150,000 in additional capital improvement funding for each nature patch.

### Additional options:

- Funding and completion of a natural area open to the public at Wilkes Headwaters Natural Area in East Portland would serve households in a 2-mile service gap where PP&R currently owns land.
- Funding and completion of the planned nature patch at Overlook Park would partially fill the 2-mile service gap with additional naturalistic experience.

### Opportunities and constraints for this asset:

- Natural areas open to the public are currently the third most expensive asset to build of the 13 assets evaluated in LOS Guidance, at \$1.2M a piece. The high cost is related to construction of appurtenant visitor service facilities such as trailheads.
- The cost to build natural areas could be reduced by building fewer visitor service facilities.
- The current operations and maintenance funding for natural areas open to the public is low.

### Additional near-term guidance Adjusted LOS Options



### Skate park Level of service guidance Recommendation:

2 miles

Skate park users are typically older youth who are more able to travel to use them, making the 2-mile service area appropriate. It is important to begin filling this service gap because the lowest percentage of households are served by this asset of any of the assets examined in the LOS Guidance (35%), leaving 65% of the city's households unserved. This service level requires 11 new skateparks to be built throughout the city. The largest spatial gaps are in Southeast Portland, North/Northeast Portland along the I-5 corridor, and in the Central City. Currently there are 8 parks with skateparks, and an additional 2 new skateparks that are funded for design and construction.

Additional near-term guidance 5-year target (or at such time new funding is identified): When funding new skateparks, prioritize sites that are beyond 3 miles from existing skate parks.

To develop a near-term priority for additional capital improvement an expanded 3-mile service radius was mapped to identify areas where the city's spatial Level of Service need is greatest, and the Burnside skate park is added to the map as providing public skate park service within the city. The skate park was built by skaters in 1990 and is located under the Burnside Bridge. It is not owned or managed by Portland Parks and Recreation; however, it is publicly owned and available to the public and is regionally serving. The skate park is primarily maintained by its users, under a 501©(3) organization. The PP&R parks outside of the current service areas were reviewed for suitability for a skate park. Staff identified the four parks in the table below as a priority for skateparks in the next 5 years:

Implementation of these new skateparks and the consideration of the Burnside Skate park would serve 100,988 new households and fulfill a 71% service level at a 2-mile Level of Service, leaving only a few small gaps in service.

Park	Location	Current Gap Filled	Status
Parklane Park	East	2-mile gap	CIP Funded, in design. Summer 2025 scheduled completion.
Berrydale Park	Southeast	2-mile gap	Construction to begin in 2024.
Westmoreland Park	Southeast	2-mile gap	District Skate park, identified in park master plan and skate park system plan.
University Park	North/NE	2-mile gap	District Skate park, in skate park system plan. Alternatives: Kenton or Woodlawn

Table 24 New Skate Parks

### Additional key factors considered in making this recommendation:

- 1. Reviewed the 2008 Skate park System Plan
- 2. Evaluated whether the park has a master plan that identifies a skate park
- 3. Divided the city into sections (N/NE, SE, East, and NW/SW)
- 4. Evaluated transit Access to recommended parks. University Park is 320 feet from bus route 4. Westmoreland Park is ½-mile from bus 70, bus 19, and the Orange MAX Line, Parklane park is ½-mile from bus 20, and Berrydale is ½-mile from the MAX Green line, making them all accessible by public transit.

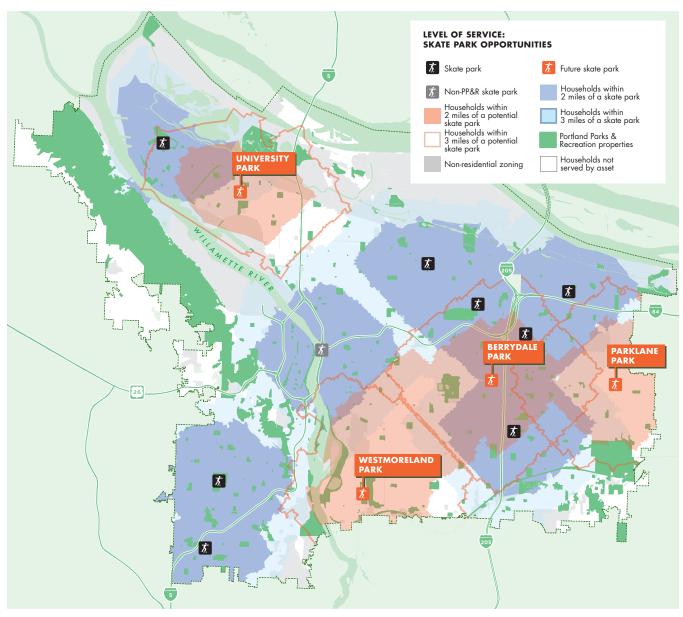


Figure 60

Skate Parks Additional Near-Term Guidance Target Adjusted LOS Recommendations

This map indicates the current Skate Park LOS at 2 miles, the expanded service area of 3-miles and the resulting Level of Service when the four recommended priority Skate parks are completed.

#### Cost to implement this option:

An estimated minimum of \$700,000 in additional capital improvement funding to build two new unfunded skateparks and an additional \$108,000 in annual operations and maintenance funding (estimated, in 2019 dollars).

#### **Additional options:**

Additional skateparks that could be developed, as funding allows, to continue filling in the 2-mile LOS, or as alternatives if the recommended skateparks are not feasible (see table below):

When Parks is planning for a future skate park, staff should evaluate the opportunity to build an entire park and review the efficiencies of building additional assets where service levels for those assets are not met. For example, development of the SE Division Street & SE 150th Ave. property would fill six current gaps in service. This may also be more efficient for operations and management than developing many new assets in different locations. Parks will also need to re-evaluate master plans before development to see if there would be a service overlap that exceeds the LOS Guidance.

Opportunities and Constraints for this asset:

1. Skateparks have a large range of costs depending on the size and type. The 2008

- Skate Park System Plan recommends that some skateparks be developed as regional or district-serving. Other skateparks may be built to a neighborhood-serving LOS and are smaller and more cost efficient.
- 2. They require specialty design and construction and should be well-planned for anticipated users.
- 3. Skateparks that are designed as a plaza have lower costs, more use by a greater variety of users, and are easier to maintain and ensure safety. Developing more plaza-style skateparks than bowl-style skateparks would appeal to a wider range of users, however, this would need to get confirmed through community engagement when each skate park is designed.
- 4. Skateparks currently have the 3rd-highest current annual operations and maintenance costs. Staff will want to make placement decisions for skateparks in areas of the parks that will have good visibility, for safety of users and ease of maintenance, and ensure that there are other nearby programs, assets, and facilities that are busy, which will decrease the likelihood of vandalism to occur. PP&R will need to ensure that appropriate maintenance funding is allocated.

Park	Location	Current Gap Filled	Status	Notes
Powell Park	Southeast	2-mile gap	Developed Park	This would fill the 3-mile service in SE.
SE Division & SE 150th Avenue Park	East	2-mile gap	Undeveloped Park	Only priority if Parklane skate park isn't built.

Table 24 Additional Skate Parks Options



Figure 61

Camp Counselor Training

# Next Steps and future considerations

#### 6.1

### Items for future consideration and planning

This analysis focuses on identifying and filling the gaps in service for 13 park assets and recommends building 110 new parks assets to fill the park service gaps. This LOS Guidance upholds and supports Parks' primary goal of providing parks and natural areas at a ½-mile from every household in the city and provides a more methodical look at the recreational opportunities provided in the City's parks. In addition to providing new assets in the City's parks, to provide more equitable parks throughout the city, Parks should build more complete developed parks when the opportunity exists. There are economies of scale to building parks with multiple new assets and trying to fulfill multiple levels of service in a park, instead of building many different assets in multiple locations. Implementation of park master plans in areas of the city with service gaps, such as Mill Park and SE 150th & Division Park, would provide a variety of recreational experiences for families and be a first step toward providing more equitable park service citywide.

Other future considerations and planning Level of Service work may include evaluating:

- Further prioritization of recommended park assets based on land acquisition opportunities and available funding.
- Park and Community Center assets offered by all park providers within the City of Portland (such as Metro, State of Oregon, etc.).
- Modifications to the Level of Service metric recommended in future long-term planning efforts based on funding realities or changing timelines forecasted to be able to deliver targeted services.
- Equity and changing demographics.
- Review of existing asset condition assessments and maintenance needs of present assets and impacts on current and recommended levels of service.
- Decommissioning or re-distribution of assets based on Level of Service and condition.
- Evaluation of community willingness to pay for the spatial recommendations. This would include asking people what they are willing to pay for additional park assets that provide a higher Level of Service.
- Updates to other PP&R developed guidance for assets and programs, including the *Urban* Forestry Management Plan (2004) for tree LOS

and *Aquatic Facilities Technical Paper* (2008) for indoor and outdoor pool LOS.

### 6.2 PP&R's Sustainable Future Effort

To fill the gaps identified in this LOS Guidance, staff developed scenarios based on projected funding availability. The three scenarios used estimated 15-year projected SDC funding and potential growth revenues from other sources to examine ways to fill the park asset gaps identified in this LOS Guidance, construct new parks, and add assets. Staff found that projected SDC funding could provide for the recommended assets to be constructed, however, to sustain this asset expansion and its current portfolio, Portland Parks and Recreation would need to develop and fund a sustainable operations and maintenance program to ensure longevity of assets. PP&R is committed to establishing a more financially sustainable direction for the long term. As part of that commitment, bureau leadership led a City Council Work Session on November 26, 2019 to get feedback about how best to align community expectations with funding levels. At the work session PP&R modeled three scenarios, using the Level of Service guidance, that demonstrated a declining parks and recreation system, maintaining the park and recreation system, and fulfilling community needs and expectations over the next 15 years and the funding needed to deliver each. Council agreed that PP&R should be bold in its pursuit of equitable service and long-term sustainability. Staff engaged with community stakeholders in early 2020, and on July 22, 2020 Portland City Council voted to refer a Parks

Local Option Levy to the November 2020 ballot, it was approved by voters. It is a property tax of \$.80 per \$1,000 of Assessed Value that will raise approximately \$48 million per year for five years, starting in fall of 2021, for a total of \$240 million. This funding will provide crucial operating funding for the parks and recreation system and programs that provide recreation services and help conserve parks, nature, and clean water. More information about the sustainable future scenarios work can be found here: <a href="https://www.portland.gov/parks/">https://www.portland.gov/parks/</a> sustainable-future, and information about the levy can be found here: <a href="https://www.portland.">https://www.portland.</a> gov/parks/parks-levy. This LOS Guidance may be updated based upon the results of this levy and future visioning work done by the Bureau, and to reflect changes in the city.

#### **Near-term Recommendations**

This Developed Parks and Natural Areas LOS Guidance outlines some near-term recommendations (approximately 5 years, through 2026) considering the existing resource issues. These are intended to guide the Bureau until the Sustainable Future work is more fully developed. There are several developed parks and natural areas assets that are a substantially high cost to the Bureau to develop and to operate. Further development of the Sustainable Future effort will consider the identification of future funding resources, particularly O&M resources, to sustain them adequately.





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