



MEMORANDUM

Draft Parks Level of Service (LOS) Analysis City of Newport Parks Master Plan

DATE October 2, 2018
TO Rachel Cotton, City of Newport
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CC

INTRODUCTION

This memorandum describes the methodology and results of the Newport Park System Master Plan Draft Level of Service (LOS) Analysis. The purpose of this analysis is to describe the overall current and future parks needs for the City of Newport and to identify gaps in parks coverage, in terms of park types, park facilities, and park locations. More specific gaps, opportunities and constraints will be identified in other documents and maps prepared in subsequent stages of the project.

METHODOLOGY AND DATA SOURCES

Parks Classification

The draft Parks Inventory categorizes parks facilities into the following classifications:

Parks

- Mini Park
- Pocket Park
- Neighborhood Park
- School park
- Destination Park
- Private Park

Trails

- Trails
- Beach Access Points

Special Use

- Skate Parks
- Dog Parks
- Piers
- Special Use Areas

Undeveloped Parkland and Open Space

- Undeveloped
- Open Space
- Nature Park

These park categories are defined and described in more detail in the Newport Parks Inventory Report.

For the purposes of this analysis, these classifications represent the varying “service areas” of park facilities. Smaller parks such as mini-parks and neighborhood parks are intended to provide for those who live within a close vicinity, while larger destination parks serve visitors from near and far. These service areas are discussed in detail later in this memorandum.

Population Forecast and Demographic Information

Portland State University’s Population Research Center (PRC) provides 50-year coordinated population forecasts for cities throughout the state of Oregon. Population projections for Newport are summarized below.

2010 Decennial Census data and 2012-2016 American Community Survey 5-year estimates were used to conduct additional demographic analysis for this report to help determine relative accessibility of parks for various groups within the City of Newport. The following demographic information was examined in this analysis:

- Location of individuals and/or households with members under the age of 18
- Location of individuals and/or households with members over the age of 65
- Location of individuals of Hispanic/Latinx Descent
- Location of renters versus homeowners

DEMOGRAPHICS

Changing Demographics

In 1993, at the time Newport’s last Park System Master Plan was created, sixteen percent of Newport’s population was 65 years or older. Today about one fourth of the city’s population is 65+. The number of Newport residents who identify as Hispanic or Latinx has almost doubled since the year 2000, currently comprising around sixteen percent of the City’s population. Over one quarter of Newport’s youth (age 19 and under) are Hispanic or Latinx, and one half of Newport’s households are renters. Taking these changing demographics and future population projections into consideration will be an important element in planning for the future of the City’s Park System.

Population Forecast

Table 1 below shows the population forecast for Lincoln County and its cities. The City of Newport has an estimated population of 10,825 within its Urban Growth Boundary (UGB) in 2017, and is expected to grow to 12,728 by 2035, an average rate of 0.9% per year.

Table 1. Population Forecast for Lincoln County UGB Areas

	Historical			Forecast				
	2000	2010	AAGR (2000-2010)	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)
<i>Lincoln County</i>	44,479	46,034	0.3%	47,944	52,962	60,628	0.6%	0.4%
Depoe Bay UGB	1,174	1,394	1.7%	1,459	1,826	2,342	1.3%	0.8%
Lincoln City UGB	8,717	8,969	0.3%	9,329	10,352	11,854	0.6%	0.4%
Newport UGB	10,118	10,554	0.4%	10,825	12,728	15,757	0.9%	0.7%
Siletz UGB	1,133	1,314	1.5%	1,342	1,530	1,795	0.7%	0.5%
Toledo UGB	3,645	3,730	0.2%	3,777	4,089	4,456	0.4%	0.3%
Waldport UGB	2,220	2,244	0.1%	2,282	2,693	3,359	0.9%	0.7%
Yachats UGB	617	690	1.1%	773	998	1,325	1.4%	0.9%
Outside UGBs	16,855	17,139	0.2%	18,156	18,747	19,739	0.2%	0.2%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

Census Demographics in Newport

Census tracts in Newport are shown in Figure 1. Geographically, these census tracts cover a much larger area than the City of Newport itself, but the overwhelming majority of individuals within these census tracts live within the Newport Urban Growth Boundary. Table 2 describes characteristics of these census tracts.

Figure 1. Newport Census Tracts

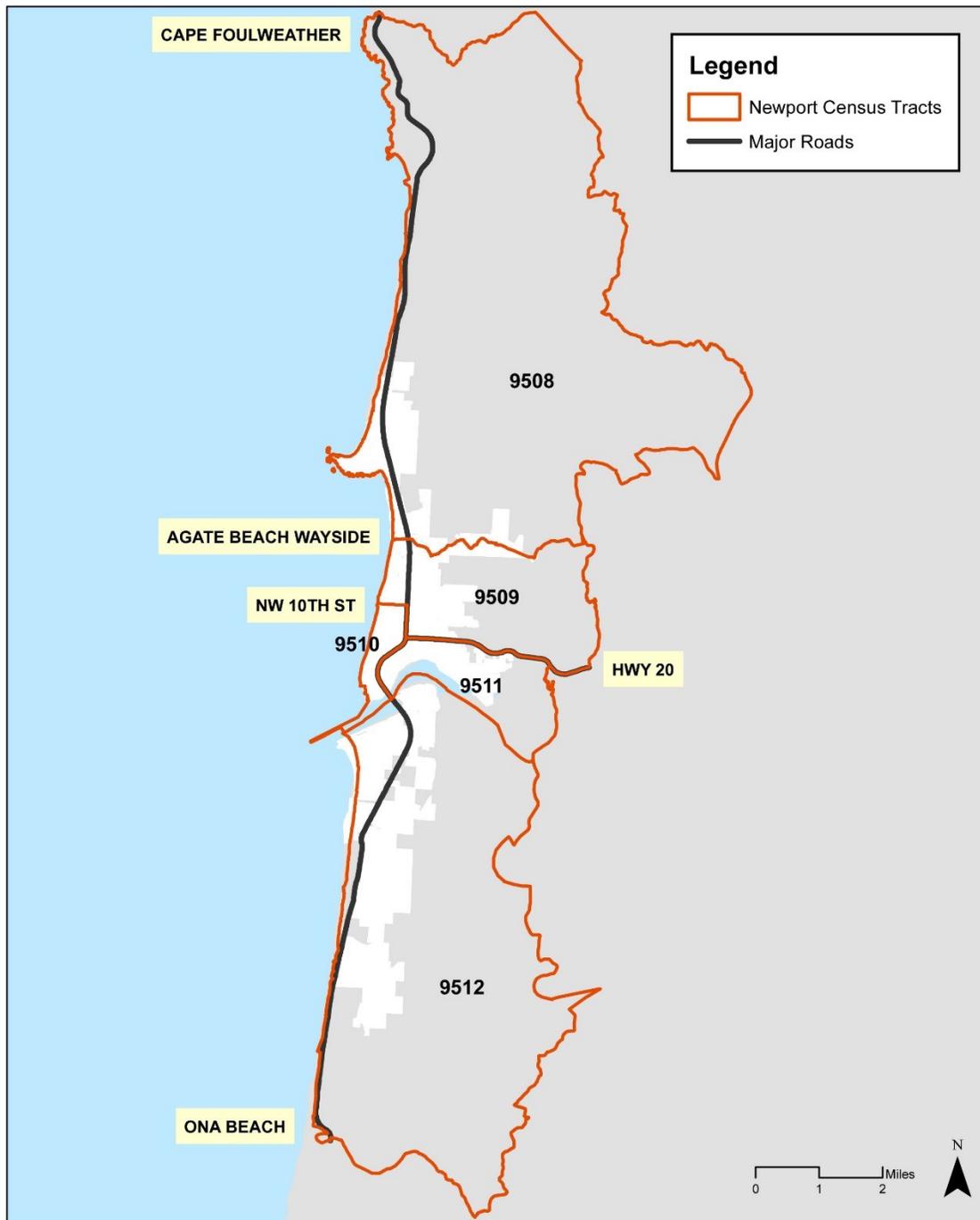


Table 2. Demographic Summary for Newport Area Census Tracts

	Newport	Census Tract 9508	Census Tract 9509	Census Tract 9510	Census Tract 9511	Census Tract 9512	Oregon
Median Age	43	44	36	41	52	58	39
% HH with Children Under 18	24%	18%	32%	23%	11%	14%	29%
% Population 65 Years and Over	23%	31%	15%	14%	29%	31%	16%
% Owner Occupied Housing	49%	64%	46%	31%	63%	72%	61%
% Hispanic or Latino	16%	6%	27%	18%	8%	3%	12%

Households with children under 18

Table 2 shows the percentage of households containing children under the age of 18 by census tracts in the Newport area. The greatest concentration of households with children under 18 are in Nye Beach and Central Newport, within Census Tracts 9509 and 9510. In general, it is particularly important for these households to be within walking distance of parks with basic amenities such as playground structures, open areas for informal play, and picnic areas.

Population 65 Years and Over

Table 2 shows the percentage of households containing a member over the age of 65 by census tracts in the Newport area. The greatest concentration of these households is in Tract 9508 (between Cape Foulweather and the Agate Beach Wayside), Tract 9511 (City Center/Bayfront area, South of Highway 20 and east of Highway 101), and Tract 9512 (between South Beach and Ona Beach). It is clear that households with older members and those with younger members tend to be concentrated in different areas of the city. Because these census tracts encompass areas outside the UGB, these figures also represent clusters of retirees and other rural landowners in unincorporated areas surrounding Newport.

Older adults in particular value opportunities to walk close to where they live on paved accessible trails or pathways. They also value comfortable, accessible places to sit within park facilities and to rest along trails. Beach activities rate as one of the four most popular recreational activities for older adults in Oregon, according to the most recent Statewide Comprehensive Outdoor Recreation Plan (SCORP) survey. Many older residents in Newport use facilities and services provided by the Newport 60+ Center and Recreation Center. Older adults on average have a greater incidence of physical mobility limitations than other community members, and some are no longer able to drive at night, or at all. All of these factors can have an impact on community elders' ability to access different types of parks, trails and other recreation facilities.

Home Tenure (Rent vs. Own)

Table 2 shows the percentage of homes that are owner-occupied by census tract. There is a stark difference between areas on the northern and southern reaches of Newport and surrounding the Bayfront, which are overwhelmingly owner-occupied, with the census tracts that are in Nye beach and

around the schools, which are majority renter-occupied. Additional outreach is needed to determine specialized recreational needs of renters in Newport, if any. They may value facilities such as playgrounds, open areas for informal play, and community gardens, which are not always provided through rental housing.

Hispanic and Latinx Population

Tracts 9509 and 9510 contain much higher concentrations of Hispanic or Latinx individuals than the other areas of the city. Only 3 percent of residents of Tract 9512, which encompasses everything south of the Yaquina Bay Bridge, are Hispanic or Latinx. The most recent SCORP survey indicated that Latinx residents share recreational priorities that are similar to those of most other Oregonians. The most popular recreational activities for Latinx respondents include walking on sidewalks, pathways and trails; relaxing, hanging out, escaping the heat, etc.; beach activities; and picnicking. Similarly, our work in other parks planning processes has not shown a significant difference in the types of park and recreation facilities needed or highly valued by these residents as a group, with the exception of a higher priority for soccer fields and areas for large family or group gatherings (i.e. picnic shelters with cooking facilities).

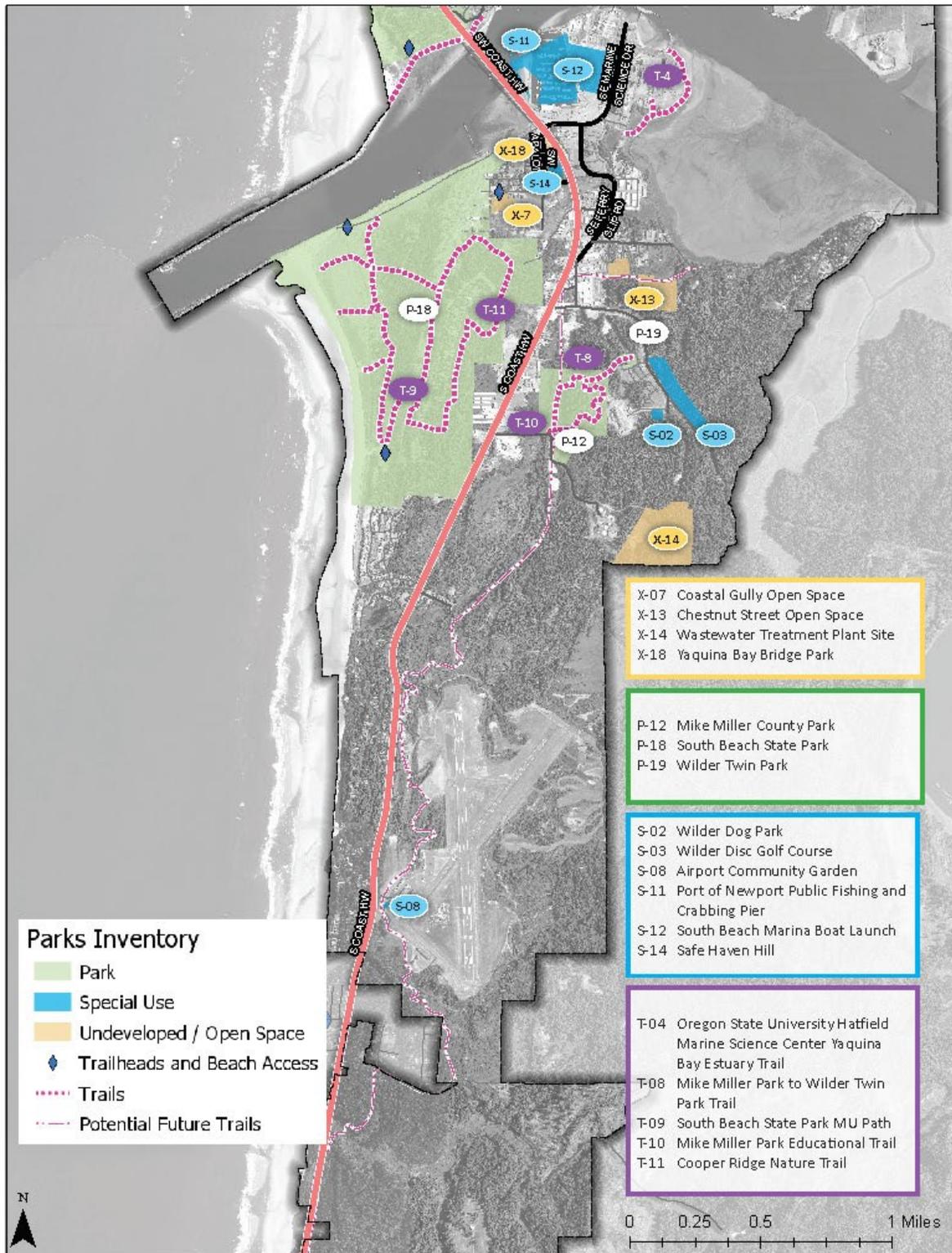
Interpretation

Taken together, these maps show distinct differences in the population of “outer” Newport, including North Newport, Agate Beach, and South Beach. Residents in these areas tend to be older, without children in the household, more likely to own their home, and whiter. Those living in “central” Newport are more likely to be renters, Hispanic or Latinx, and have children in their household. These differences may play a role in the number and type of park facilities and park improvements community members may prioritize in different locations.

PARKS INVENTORY

The locations of park facilities are noted on the overall inventory maps included as Figure 2 and Figure 3. The full inventory of parks within Newport is provided as a separate document.

Figure 3. Inventory – Southern Area



PARKS LEVEL OF SERVICE

Park Acreage, Population and Proximity to Parks

A common indicator of level of service for a parks system is to examine the amount of park land per 1,000 residents. Table 3 identifies the estimated acreage of parks included within this inventory as compared to the current and forecasted population.

Newport meets or exceeds SCORP suggested standards for all park types and has increased its ratio of public parkland in all listed categories since the creation of the City's last Park System Master Plan in 1993. The one exception to this is destination parks, where existing facilities continue to serve an increasing population, resulting in a slight decrease in destination parks per 1,000 residents since 1993. The local ratio still greatly exceeds the SCORP suggested standard, in large part due to the number and size of state parks in the area which have been categorized as destination parks in this report. The increase in the ratio of neighborhood parks since the 1993 plan can be attributed to the expansion of Sam Moore Parkway and the construction of Wilder Twin Park and the Agate Beach Neighborhood and Dog Park.

Newport school playgrounds and playing fields are available for community use outside of school hours, per a shared use agreement between the City and the Lincoln County School District. School grounds have been counted as neighborhood parks within this analysis, which contributes significantly to the city's per capita ratio of neighborhood parks. Since community use is restricted to non-school hours, this creates some limitations for families with very young children and children who do not attend Newport area schools. Overall, the partnership between the Lincoln County School District and the City of Newport greatly benefits area residents by increasing community access to playgrounds and playing fields through shared use of facilities at area schools. Maintaining this partnership will be essential to maintaining or increasing park levels of service for Newport residents in the future.

Table 3. Parks Acreage

Park Type	Total Acreage	Ratio at time of 1993 Plan	Park Acres per 1,000 Population (2017 pop. of 10,825)	Park Acres per 1,000 Population (2035 pop. of 12,728)	SCORP 2013-2017 Suggested Standard
Neighborhood Park (Including schools)	57	0.3*	5.3	4.5	1 to 2
Neighborhood Park (not including schools)	20	0.3	1.9	1.6	1 to 2
Mini or Pocket Park	9	0.5	0.8	0.7	0.25 to 0.50
Destination Park	623	59.8	57.6	41.1	20 to 30
Private Park	43	5.0	4.0	3.4	none
Special Use Parks	23.5	N/A	2.2	1.8	none
Undeveloped Open Space	748	31.9	69	58.8	2 to 6~

*Not including schools; ~SCORP standard for nature parks

This simple level of service analysis does not provide the full picture of facilities within Newport, in part due to the city’s unique beach and bay-related amenities, which are difficult to quantify in terms of acreage. It is also difficult to use this type of assessment for comparison purposes because state and national parks planning organizations no longer recommend basing parks service on state or national acreage guidelines. This analysis may, however, provide a useful metric to track over the long term, as the city’s population continues to grow.

Access to park resources, rather than mere acreage, is expected to be a more appropriate lens through which to examine parks in Newport. We have defined the following general “service areas” for park classifications within the inventory. Not all park types have a service area defined. In some cases, such as near the Agate Beach Neighborhood and Dog Park, these service areas do not cross Highway 101 because there are no safe pedestrian or bicycle connections.

Table 4. Park Service Areas

Classification	Service Area	Notes
Destination Park	More than an hour to several days driving time	Destination parks are intended to serve the regional community, as well as tourists.
Neighborhood Parks (including schools)	.5 Miles	These parks are intended to serve residents within walking distance and include facilities owned by both the City and School District.
Mini Parks & Pocket Parks	.25 Miles	These parks often do not include parking and are intended to provide open space amenities to nearby residents. Some provide little to no recreational value.
Beach Access Points	.5 miles (walking) and 3 miles (driving)	Access to the beach is an important amenity for Newport, providing opportunities for walking and various types of recreation
Private Parks	Whole Community	Private parks, such as the Agate Beach Golf Course, can have a wide draw and service area.

Beach Access

As Figure 4 indicates, all residents of Newport live within a reasonable driving distance of 3 miles or less from a beach access point. Overall, Newport area residents and visitors enjoy an abundance of access to beach and ocean related recreational amenities. In terms of walkable beach access, located within a half mile of homes and lodging on the city’s west side, there is a noticeable gap between NW 12th and NW 20th Streets. A beach access at NW Spring Street and 13th Street encroached onto private property and was removed by the land owner in 2017. The City is working with the owner and other persons in the neighborhood on plans to restore the beach access such that it is contained on public property. Erosion, hydrological shifts and storm surges pose challenges for maintaining safe and accessible beach access from year to year, making beach access in Newport challenging or entirely inaccessible for people with limited mobility. The ADA-accessible interpretive boardwalk at South Beach State Park is the only beach access in the city that is universally accessible at the time of this report.

Figure 4. Beach Access Points with ½ Mile Buffer and 3 Mile Buffer

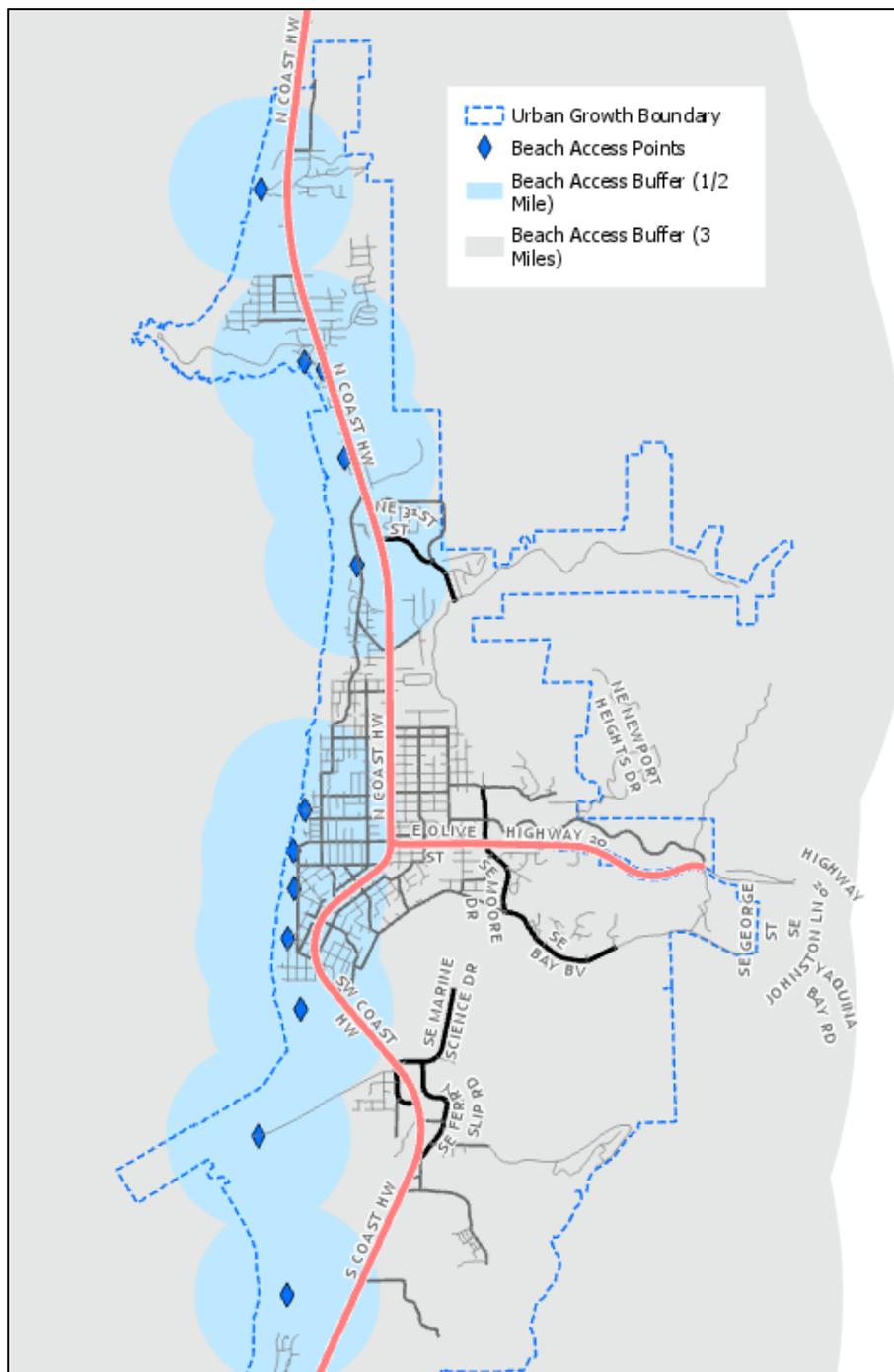
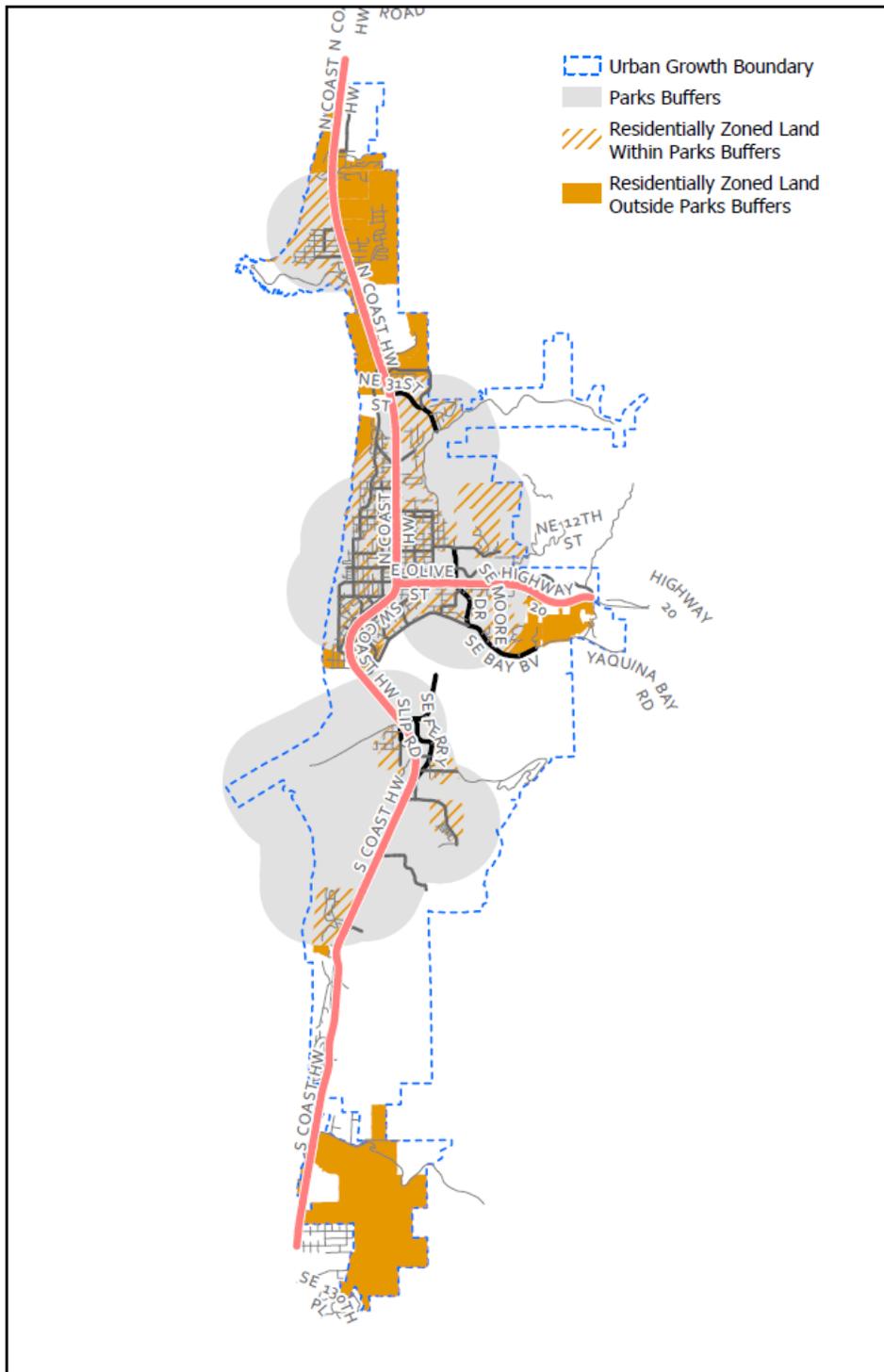


Figure 7 shows these service area buffers for all parks overlaid on the City’s residential zoning designations. Areas outside these buffers in solid orange represent residential land that may not have easy access to park facilities or beach access points.

Figure 7. All Parks Service Area Buffers and Residential Land



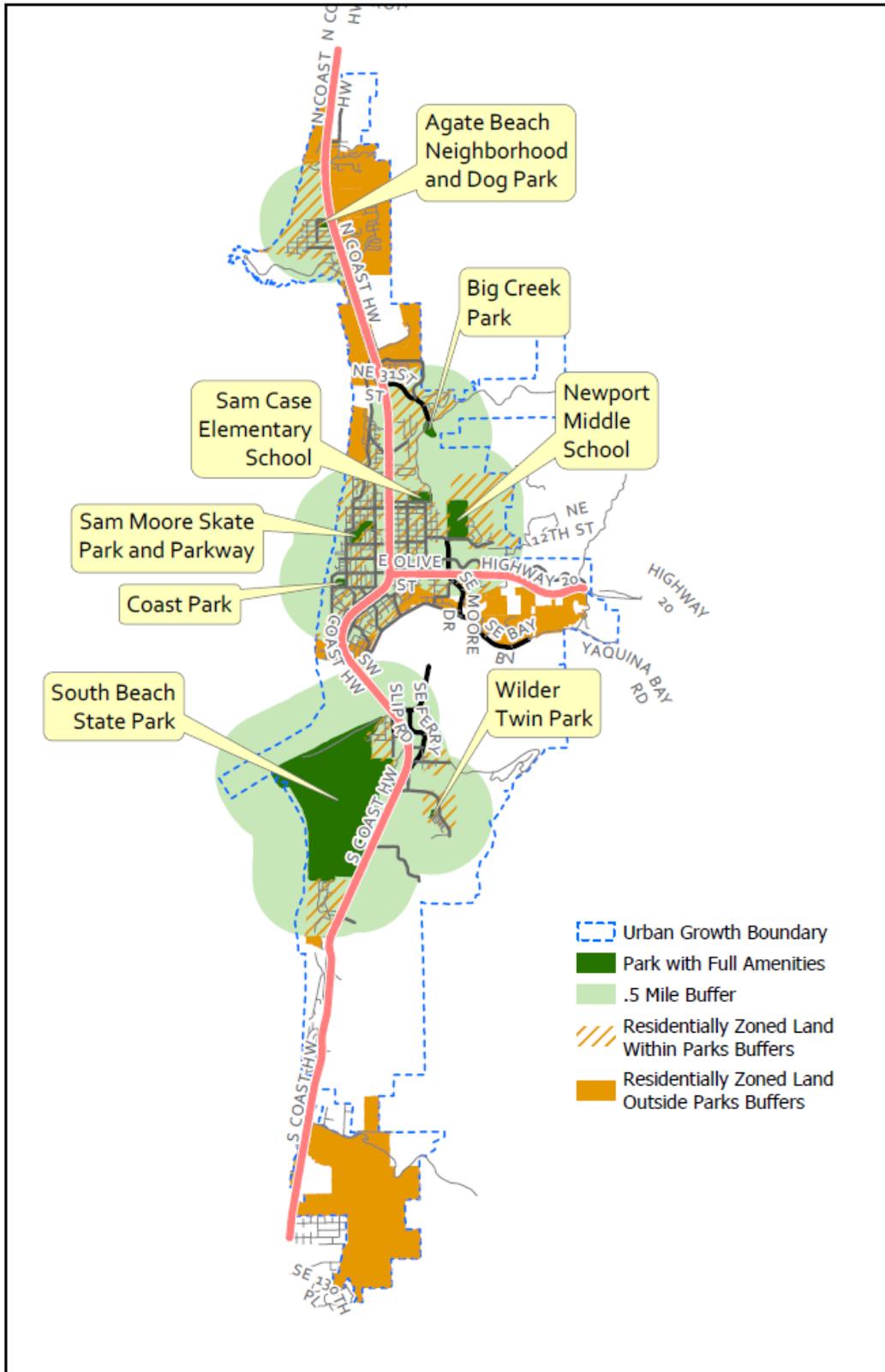
In addition to park classification, the parks inventory completed for this task identified important park amenities. These parks have been defined as having at least two of the following three amenities: Playground equipment, an open field, and a picnic area. These parks are shown on Figure 8 and listed below:

- P-45 Agate Beach Neighborhood and Dog Park
- P-20 Big Creek Park
- P-04 Coast Park
- P-21 Frank V. Wade Memorial Park
- P-46 Sam Moore Skate Park and Parkway
- P-10 Wilder Twin Park
- P-29 Sam Case Elementary
- P-25 Newport Middle School
- P-40 South Beach State Park

Notes about these areas follow:

- **Northern Newport**
 - o Residences north of Schooner Creek / NW 68th are outside of the service area of the Agate Beach Neighborhood and Dog Park, though many homes west of Highway 101 are adjacent to the beach itself. Cul-De-Sacs, unimproved roads, and winding subdivisions in this area mean the Agate Beach Park is even further removed from and less accessible to many of the surrounding neighbors. Highway 101 is the only route for reaching parks to the South, and there are no sidewalks, marked or signalized crossings, or bicycle lanes in this area. This situation is likely to be exacerbated by projected future residential growth in this area.
 - o Some residentially-zoned land lies outside the service area buffers of park facilities on the northeastern edge of the UGB. However, this land is not currently developed and largely unbuildable due to steep slopes and natural features such as Schooner Creek.
 - o The residential areas between NE 31st and NE 36th (which include a significant multifamily development) are outside the service areas for parks with full amenities. Big Creek Park is the closest to these areas, but there are no sidewalks on NE Harney, NE 31st, or N Coast Highway to allow for pedestrian access. The Ocean to Bay Trail at NE 31st crosses beneath Highway 101, but few other safe highway crossings are available in this area.
- **Central Newport, South of Highway 20, East of Highway 101**
 - o There is undeveloped land outside the buffer surrounding the Bayfront, north of Bay Blvd/Yaquina Bay Road. Many residences in this area are on the south-facing slope with views of Yaquina Bay. There are no sidewalks east of Vista Drive. The Bayfront boardwalk and piers are a significant recreational amenity, but the only park facilities in this area apart from those at Yaquina View Elementary School are across Highway 101 or Highway 20.
- **South Beach**
 - o There is a significant area zoned R-4 Residential High-Density Multifamily at the southern tip of the City which is the planned location of the Wolf Tree Destination Resort Area. This area does not contain park facilities currently. It will be important to develop new parks, trails and recreation facilities to serve this area as future development occurs.

Figure 8. Full Service Parks and Buffers with Residentially-Zoned Land



Recreational Playing Fields

The SCORP publishes recommended guidelines for the number of playing fields per 1,000 residents. While the need for these types of facilities can vary significantly by local community, this information provides a starting point for assessing the City's supply and level of service for these types of facilities. For most types of facilities, the City of Newport exceeds the SCORP guidelines, including for youth and recreational baseball and softball fields. However, depending on how existing ball fields are classified, Newport does not meet the SCORP recommended standard for baseball and softball fields. That said, it is important to note that the baseball field at Frank Wade Park is used exclusively by the School District for high school baseball. More outreach is needed to determine the adequacy of the City's existing ball field facilities for different ages, local leagues, and demands.

Table 5. Park and Recreation Facilities

Facility Type	Total Number	Facility per 1,000 Population (2017 pop. of 10,825)	Facility per 1,000 Population (2035 pop. of 12,728)	SCORP 2013-2017 Recommended LOS Per 1,000
Baseball Fields	1	0.09	0.08	0.2
Softball Fields	2	0.18	0.16	0.2
Youth Baseball/Softball	5	0.5	0.4	0.2
Outdoor Basketball courts	5	0.5	0.4	0.2
Multipurpose fields*	3	0.3	0.2	N/A
Soccer Fields	3	0.3	0.2	0.2
Non School District Soccer/Multipurpose fields	0	0	0	0.2
Tennis courts	5	0.5	0.4	0.35
Picnic shelters	5	0.5	0.4	0.3
Playgrounds	9	0.8	0.7	0.4
Skateboard Parks	1	0.09	0.08	0.04
Off-leash dog parks	2	0.2	0.2	0.04
Non-motorized boat launches	0	0	0	0.25
Trails, Pathways, and Bikeways	7	0.6	0.5	0.5 to 1.5 miles

*Includes soccer, football, and lacrosse

Newport has two soccer fields at Newport Middle School, one at Newport High School, and a series of informal practice fields in additional locations. The City does not currently have any of its own soccer or multipurpose playing fields, and local leagues are dependent on the school fields for games. Local soccer club organizers report that they are able to use baseball and softball fields (Frank Wade and Betty Wheeler parks) for soccer primarily during the Fall season; they are not able to use these fields during the Spring. The group typically runs teams ranging from four-year-olds to middle school age kids. The fields are used by approximately 25 teams within Newport area. While younger players can use a variety

of smaller spaces, the primary unmet need is for more lined, specific sized fields for older kids. These teams are maximizing current field capacity by using fields that are smaller than needed, in part by having multiple teams sharing fields. More fields, particularly artificial turf fields, and a more efficient scheduling system are needed.

There are not any non-motorized boat launches within the UGB. Additionally, the City's provision of trails, pathways, and bikeways falls on the low end of the SCORP standard.

Recreational Facilities

The Newport Recreation Center averages around 19,400 non-unique visits per month. Monthly totals are summarized below for March 2017-September 2018.

Table 6. Newport Recreation Center, Visitors per Month, March 2017 – September 2018

Month	Visitors	Month	Visitors
March 2017	21,785	March 2018	21,786
April 2017	21,665	April 2018	18,016
May 2017	19,400	May 2018	18,483
June 2017	17,930	June 2018	18,960
July 2017	18,600	July 2018	19,090
August 2017	20,175	August 2018	21,941
Sept 2017	17,160	September 2018	17,483
October 2017	20,680		
November 2017	20,150		
December 2017	20,800		
January 2018	26,020		
February 2018	28,120		

Visitor Needs and Patterns

Spending of visitors/tourists coming to see Newport's parks, particularly nearby Oregon State Parks properties, is an important contributor to the Newport economy. The amount and type of spending was surveyed and modeled in a January, 2018 report¹, shown in the table below.

Table 7. Average Spending of Visitors to Oregon State Parks, Coastal Region, Central Zone, \$ per Party per Trip

Spending categories	Non-local Day	Non-local Overnight	Local Day	Local Overnight	Non-primary
Lodging	0.00	15.93	0.00	15.19	32.97
Camping	0.00	57.31	0.00	22.55	29.80
Restaurant	27.26	56.76	6.86	22.43	45.65
Groceries	10.99	56.12	9.19	37.36	32.63
Gasoline	11.40	37.55	4.24	17.10	25.31
Entry Fees	3.82	15.12	2.50	7.20	7.91
Recreation & entertainment	7.45	7.99	1.05	5.07	8.17
Souvenirs and other expenses	<u>5.08</u>	<u>27.63</u>	<u>0.92</u>	<u>5.69</u>	<u>20.49</u>
Total	66.00	274.41	24.76	132.59	202.93
Sample size	151	955	137	105	744
Percent error	23%	7%	30%	25%	10%

All figures expressed in 2016 dollars. Percent error represents the size of the 95% confidence interval around the estimate of total visitor spending.

In addition to visiting state parks in Newport, visitors use beach access points throughout the community and frequent a number of local parks, including Coast Park and Don Davis Park in particular, as well as the Newport Recreation and Aquatic Center. Specific visitation numbers for City parks are not available, but the impact of visitors on these facilities is an important consideration in identifying future needed improvements to these and other parks and recreational facilities in Newport.

¹ White, Eric M. Economic Activity from Recreation use of Oregon State Park Properties—System Report. January, 2018. https://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018_SCORP/EconomicActivityRecreationOregonStateParksSystemReport.pdf