

Chapter 1: Introduction

This document is one in a series of technical papers prepared by Portland Parks & Recreation. Their purpose is to provide information on the existing conditions and distribution of our facilities. They describe current capacity and service areas, identify gaps in service, and suggest actions needed to provide citywide service for a particular kind of experience or activity – in this case, community centers.

Taken together the papers cover the broad array of built facilities that provide public recreation opportunities in the PP&R system. They form the basis for developing system-wide facility plans and policies to guide park development and management and will inform decision making for administrators, managers, staff and the general public.

In addition to community centers, topic-specific technical papers have been prepared for:

- Aquatic facilities
- Community gardens
- Play areas
- Skate parks
- Sports courts (tennis and basketball)

Future papers will cover sports fields, group picnic areas, botanic gardens and water recreation on the Willamette River.

The papers will be used in conjunction with other studies, reports and public involvement to develop system-wide facility plans and policies to guide park development and management to help us realize the vision, goals and objectives of the *Parks 2020 Vision Plan* and our Mission.

Community Centers in Portland

Community centers provide health and recreation benefits to Portland residents of all ages, helping to make Portland a family-friendly and a livable city. Community members interact in social events, classes, play, sport, and general fitness. There are specialty programs for seniors, teens, preschoolers and special interest groups.

EARLY FACILITIES AND ACTIVITIES

Portland Parks & Recreation opened its first community centers in 1913. No other buildings were built specifically as community centers until 1998 when the Southwest Community Center was built. Montavilla and Mt. Scott began as pools and bathhouses that evolved into community centers.

Many PP&R community centers were originally built for other purposes – fire stations, boarding houses, and schools. As a result, many facilities cannot accommodate today’s recreational programs.

Fulton, Hillside and Matt Dishman were built as elementary schools. Sellwood was a YMCA. Woodstock was a fire station. St. Johns and University Park Community Center were World War II buildings that have been adapted, remodeled and expanded over the decades to serve as community centers.

Today, some of these buildings are maintenance liabilities, too small, and limited in their ability to expand. While some of these centers are neighborhood fixtures and may provide excellent service, the variety and quantity of services they can provide are quite limited and so are not models to replicate.

Traditionally, community centers have served as neighborhood nodes and local gathering places. But centers have evolved and become larger forums for recreation, fitness and social events. Some communities have co-located recreation centers with other community facilities such as county and city libraries, fire stations, schools, community police stations and churches.

EXISTING FACILITIES IN PORTLAND

A wide range of public agencies and private groups provide recreation and fitness facilities within Portland city limits. This report concentrates on PP&R facilities, although it provides some information on other public community centers.

PP&R Community Centers fall into two categories: those with pools and those without, and come in three basic sizes: small (under 15,000 sq. ft.), medium (from 15,000 sq. ft. to 32,000 sq. ft.) and large (over 32,000 sq. ft.). The largest is over 60,000 sq. ft. and the smallest is about 3,000 sq. ft.

Large centers offer the widest range of programming and recreation activities. Except for University Park, all of the large centers have indoor aquatics facilities.

Medium centers offer a moderate amount of programming. However, current demand challenges their capacity and building size and site constraints limit their ability to respond to new recreation trends and accommodate more users. All except St. Johns have aquatics facilities. Montavilla and Peninsula have outdoor pools.

The smallest centers are also among the oldest. Their size seriously limits their programming capacity. Their service areas are small (a mile or less) and attendance is modest. These centers are challenged by maintenance costs due to age and condition. None have aquatic facilities.

Detailed information on PP&R centers is found in Chapter 4: Existing Conditions.

Other Public Community Centers and Recreation Facilities

There are many other facilities that provide recreation and community facilities.

Among them are:

- Mittleman Jewish Community Center: This full-service facility includes a 25-yd, six-lane pool, gym, ballroom, classrooms, dance studio and sportsplex among other things.
- Tualatin Hills Parks and Recreation Department serves Beaverton, Tualatin, Garden Home, Rock Creek and other areas west of Portland.

Places offering classrooms and gyms include:

- YM and YWCAs
- Boys and Girls Clubs
- Public schools

Community meeting places can be found in schools, churches, private meeting halls, and clubs. Portland's Office of Neighborhood Involvement can assist with finding low cost meeting spaces for public meetings.

Private Clubs and Recreation Facilities

There are numerous private athletic clubs and fitness centers that provide some capacity although they tend to cater to adults rather than to families. An unknown number of people use these facilities in the surrounding area.

See a partial listing of these facilities in the Appendix.

Experiences in Community Centers

Recreation experiences depend on the setting or place where the experience occurs and the particular activity in which an individual is participating. Experiences can be solitary or social, structured or unstructured, in a public facility or outdoors.

Community Centers provide a diversity of settings and indoor activities that can provide a variety of experiences.

SETTINGS

Settings in community centers include the following spaces and places for recreation activities:

- Fitness rooms
- Gyms
- Classrooms

- Meeting rooms
- Pre-school rooms
- Public gathering areas – lobbies, entrances, patios
- Auditoriums and stages
- Multi-purpose rooms and flexible spaces
- Kitchens
- Computer rooms

ACTIVITIES AND SERVICES

Activities range from totally unstructured to highly structured in the following broad categories:

- Fitness
- Sports: Basketball, volleyball, youth soccer
- Exercise classes: aerobics, , dance and gymnastics
- Special classes: arts and crafts, drama, health issues, cooking, ESL (English as a Second Language)
- Computer learning
- Age-specific programming for toddlers, youth, teens, families and seniors
- Informal daily gatherings
- Public meetings
- Community theater
- Special Events – holidays, festivals, and family nights

Chapter 2: Goals and Objectives

PP&R has identified the following goals and objectives for community centers:

Goals

- A broad range of recreation experiences and opportunities with basic levels of service available to all.
- High quality, well-maintained facilities that support intensive use.
- Facilities and programs that are well managed and affordable.
- Equitable distribution of centers for citizens throughout the city.

Objectives

The following objectives describe the desired outcomes for PP&R's community centers:

- Opportunities for recreation experiences are distributed equitably throughout the city and available regardless of income.
- Residents enjoy increased health and fitness due to participation in recreation.
- Family-friendly facilities meet leisure, social, sport, fitness and education needs.
- A sense of community develops as centers provide places for social interaction.
- Adequate facilities exist to meet current and future demand and changing preferences.
- Cost effective programs and facilities allow managers to reach cost recovery goals.
- Best maintenance practices result in sustainable facility upkeep and programming.

The following chapters describe the challenges, opportunities, and possible ways to realize these outcomes.

Chapter 3: Issues

Providing community center services is complex and requires an understanding of customer needs, facility management, asset distribution, demographics, services, and programming. Among the issues to be considered are:

Economic, physical, and social barriers to service

While there may be adequate facilities available, some people cannot or do not use the centers for the following reasons:

- Fees are too high for some people to afford to use the centers.
- Facilities are inconveniently located or there is a lack of transportation, either public or private.
- Parking is inadequate at some centers.
- There is a lack of knowledge about facilities and programs due to language barriers or lack of information.

Age and condition of existing facilities¹

The majority of centers were built over 50 years ago and although some have been updated, service may be limited for the following reasons:

- Limited space for programs and activities reduces the ability for multiple uses at the same time.
- No room to expand; e.g. Peninsula CC.
- Few modern features such as updated kitchens and bathrooms.
- Limited ADA accessibility, e.g. Fulton & Sellwood.
- Higher maintenance costs, especially in older centers.

Funding to provide needed services

Providing community center facilities is expensive. Cost recovery does not and is not intended to equal the expense of providing the services.

- Financial sustainability for community center facilities needs to be balanced with affordability of services for all citizens.

¹ More detailed information on the history and physical condition of PP&R's community centers can be found in the 2005 *Community Center Asset Register Report* which is available on the bureau's web site: <http://www.portlandonline.com/parks/>

- Two to three percent of PP&R's annual budget needs to be set aside for regular improvements to avoid a large backlog of deferred maintenance projects.

Unmet current and future need

Many areas have unmet needs and distribution of PP&R community centers is uneven within the city. Northeast and parts of Outer Southeast do not have access to a center or a pool. Service in Central City, Northwest, and Inner Southeast is not adequate, although that will change when Washington-Monroe is built.

- Opportunities to provide services now and in the future are challenged by the cost of replacing existing facilities or building new centers.
- Meeting demand at peak times is difficult.
- Some areas of the city have no PP&R community center facilities within a three-mile radius.
- Demand at the current centers is high and is expected to increase.
- Affordable land sufficient for community center facilities is not readily available where it is needed.

Maintaining community centers

Community centers are expensive to maintain due to their size, complexity and heavy use. Annual maintenance and utility costs include:

- Equipment and furnishing replacement
- Heating and cooling costs
- Water use
- Wear and tear from intensive use
- Routine building maintenance repair and cleaning

Data collection and tracking

Establishing a baseline of information from which to track and measure center's operating and maintenance performance is important.

- Information on drop-in attendance is difficult to obtain.
- Energy and water audit information is needed to establish baseline information for each center.

Chapter 4: Existing Conditions

This chapter discusses the condition of community center facilities.

Facilities

Following is an overview of PP&R's 12 community centers. Attendance numbers shown are for registered patrons and do not account for drop-in users or pass holders.

LARGE RECREATION CENTERS (>32,000 SF)

| LOCATION | SIZE | TYPE | CONDITION | SUITABILITY | REGISTERED USERS | KEY SERVICES | COMMENTS |
|-----------------|-----------|--------------|-----------|-------------|----------------------|--|---|
| East Portland | 45,198 sf | CC & 2 pools | Very good | Sufficient | 3,763 (without pool) | Senior Gym Fitness | Pool to open in 2008 |
| Matt Dishman | 43,345 sf | CC & pool | Very good | Sufficient | 1,795 | Gym Boxing Fitness | |
| Mt. Scott | 60,744 sf | CC & 2 pools | Very good | Sufficient | 3,544 | Fitness Gym Auditorium Pre school | Renovated in 1994 Pool added in 2000 |
| Southwest | 48,347 sf | CC & 2 pools | Very good | Sufficient | 3,406 | Full Services | Built in 1998-99 |
| University Park | 43,652 sf | CC only | Very good | Sufficient | 1,051 | Fitness Gym Senior | New wing in 2006 New gym in 2007 |

MEDIUM COMMUNITY CENTERS (15,000 – 32,000SF)

| LOCATION | SIZE | TYPE | CONDITION | SUITABILITY | REGISTERED USERS | SERVICES | COMMENTS |
|------------|-----------|-----------------------|-----------|-------------|------------------|-------------------|----------------------|
| Montavilla | 15,125 sf | CC Outdoor Pool | Good | Limited | 1,805 | Gym Classes | Demand exceeds space |
| Peninsula | 26,190 sf | CC Outdoor Pool | Very good | Sufficient | 1,470 | Teen Outreach | On National Register |
| St. John's | 15,817 sf | CC | Very good | Sufficient | 862 | Classes Events | |

SMALL COMMUNITY CENTERS (<15,000SF)

| LOCATION | SIZE | TYPE | CONDITION | SUITABILITY | REGISTERED USERS | SERVICES | COMMENTS |
|-----------|-----------|---------|-----------|-------------|------------------|-----------------------------|--|
| Fulton | 9,500 sf | CC only | Good | Limited | 525 | Preschool Classes Gym | French & Spanish immersion pre-school |
| Hillside | 11,075 sf | CC only | Very good | Limited | 710 | Classes Pre-school | No fitness room |
| Sellwood | 10,524 sf | CC only | Fair | Limited | 1,811 | Small gym Classes | Access issues to 2 nd floor |
| Woodstock | 3,120 sf | CC only | Good | Limited | 376 | Meetings | Open very limited hours |

COMMENTS ON EXISTING CONDITIONS

Larger centers provide a broad range of activities, encompass a larger service area, and can be more efficient to run.

Medium size and smaller centers provide traditional community center services but offer limited recreation programming.

Smaller centers provide limited services and reach smaller audiences.

PP&R recognizes the importance of being both efficient and effective when delivering services at community centers.

Chapter 5: Current Use

Most PP&R community centers are operating at capacity and use is anticipated to increase.

Services

Community Center recreation services fall into many categories. Services offered depend upon the facility and its location.

Typical services include:

- Free and organized play
- Fitness and weight training
- Aerobic and dance classes
- Senior services – classes, lunches, health
- Meeting rooms for rent
- Classes – art, crafts, yoga, tai chi
- Informal social gathering
- Special events and Family nights
- Preschool
- Theater programs
- Cooking, nutrition, and language classes
- Rental facilities

Programming

The quantity of programming and services that can be provided depends on the size, configuration, and condition of the community center. Larger facilities can be programmed to meet a wide variety of interests. It is much more difficult to program small centers for concurrent activities or for uses that require special facilities since many don't have gyms, stages, or kitchens.

Senior, pre-school, and teen programs promote positive social interaction and mingling. Programs and events that target minority populations break down language and cultural barriers to center use.

Demand

Site managers at the large centers believe that the pools, fitness facilities, gyms, and aerobic rooms are the biggest draws to the centers.

Steady demand continues for senior, teen, and pre-school programs.

A City of Portland survey done in 2003 to determine interest in a proposed indoor recreation facility (converting Memorial Coliseum to a sports complex) found that a fitness center with weights and cardiovascular equipment was most important (49%) followed by an indoor swimming / aquatics center (47%) of the respondents. Respondents said they would be willing to travel up to five miles to use such a facility.

Access and affordability

Ensuring access to recreation programs is a key component of PP&R's mission. In addition to providing physical access, this means making sure that they are affordable. Offering free programs, scholarships and reduced fees improves affordability.

Chapter 6: Trends

Research on nationwide recreation trends strongly points to the increasing popularity of fitness and recreation among all age groups. In the near future, PP&R plans to conduct more specific surveys on Portland preferences to learn about local preferences.

FITNESS TRENDS

Low-impact fitness programs are increasing, especially for new exercise converts regardless of age. American Sports Data shows that Pilates training, elliptical motion trainers, yoga and tai chi posted significant use increases from 1998 to 2002: 169%, 177% and 95% respectively. As baby boomers (born between 1946-1964) age, the popularity of lower impact exercise may continue to increase, however, the overall fitness boom can be expected to continue for all ages. Health clubs with weight and cardiovascular facilities are increasing popular.

Specific demographic data for City of Portland is kept by PSU. The Bureau of Planning works with Metro to document and map regional trends. The following trends have been noted in the Portland area:

- Portland is attractive to people who love the outdoor amenities close by.
- Young families are re-gaining a strong hold and empty nesters are staying in town and downsizing.
- There is a growing need for diverse programming of facilities and more flexible use of facilities to accommodate the different kinds of fitness interests.
- Portland has a growing immigrant population with different cultural sensitivities and expectations, hence a possible need for different programs and fewer language barriers.
- Latinos remain the largest minority.
- The city's Asian population exhibits broad diversity in languages and cultural background. Recreation preferences may change as minority populations increase.

BUILDING TRENDS

Nationwide trends are to build large recreation centers (>75,000 sq.ft.) with indoor pools. This approach allows cities to:

- Build fewer centers.
- Increase the target service area.
- Consolidate staff.
- Contain operating and maintenance costs.
- Increase programming offerings.

Chapter 7: Levels of Service

Desired Levels of Service

Parks 2020 Vision, adopted in 2001, has an objective of providing “a full-service community center – that is, a center with a pool, arts facilities, classrooms and active recreation facilities – within three miles of every resident.”²

Determining if PP&R provides that level of service requires looking at the community center system as a whole, and determining where there is sufficient service and where there is not.

Current Levels of Service

The capacity and distribution of existing centers determine current levels of service.

CURRENT CAPACITY AND CONDITION

PP&R has three centers that meet the *2020 Vision* definition of a full-service center: East Portland (pool will be complete in summer '08), Mt. Scott and Southwest. A pool may be added at UPCC but this has not been determined at this time. A fifth center is planned for the Washington –Monroe site in Inner Southeast Portland. At around 75,000 sq. ft., it will be the largest center in the system. Construction is expected in 2012.

The remaining PP&R community centers provide some capacity, but the number and kind of activities that can be provided are limited by the size and age of the facility. Generally speaking, the four medium size centers serve residents in a two-mile radius. Their capacity can be improved in some cases.

The four smallest community centers have very little capacity and no way to increase it. While they are charming and much loved in their immediate neighborhoods, they provide very limited service. Their size and limited spaces prevents them from being programmed for multiple activities, making them much less suitable for families and groups with multiple interests.

As noted earlier, there are numerous public and private organizations that provide additional capacity. At this point, there are no firm numbers on the amount of capacity that they provide. Using these facilities does not preclude people from using

² *Parks 2020 Vision*, p. 29

community center facilities and people may use both private and public facilities depending on the type of activities they are seeking.

DISTRIBUTION

Location and access are also keys to providing sufficient service.

Currently, there is sufficient service in central Southwest, along a broad swath on either side of I-205 and parts of North and Northeast Portland. Construction of a new combined center at the Washington-Monroe site will provide sufficient service for inner Southeast and Downtown.

The largest gaps in service occur in inner Southeast, outer Northeast (Cully) and distant Southeast (SE 122nd and beyond).

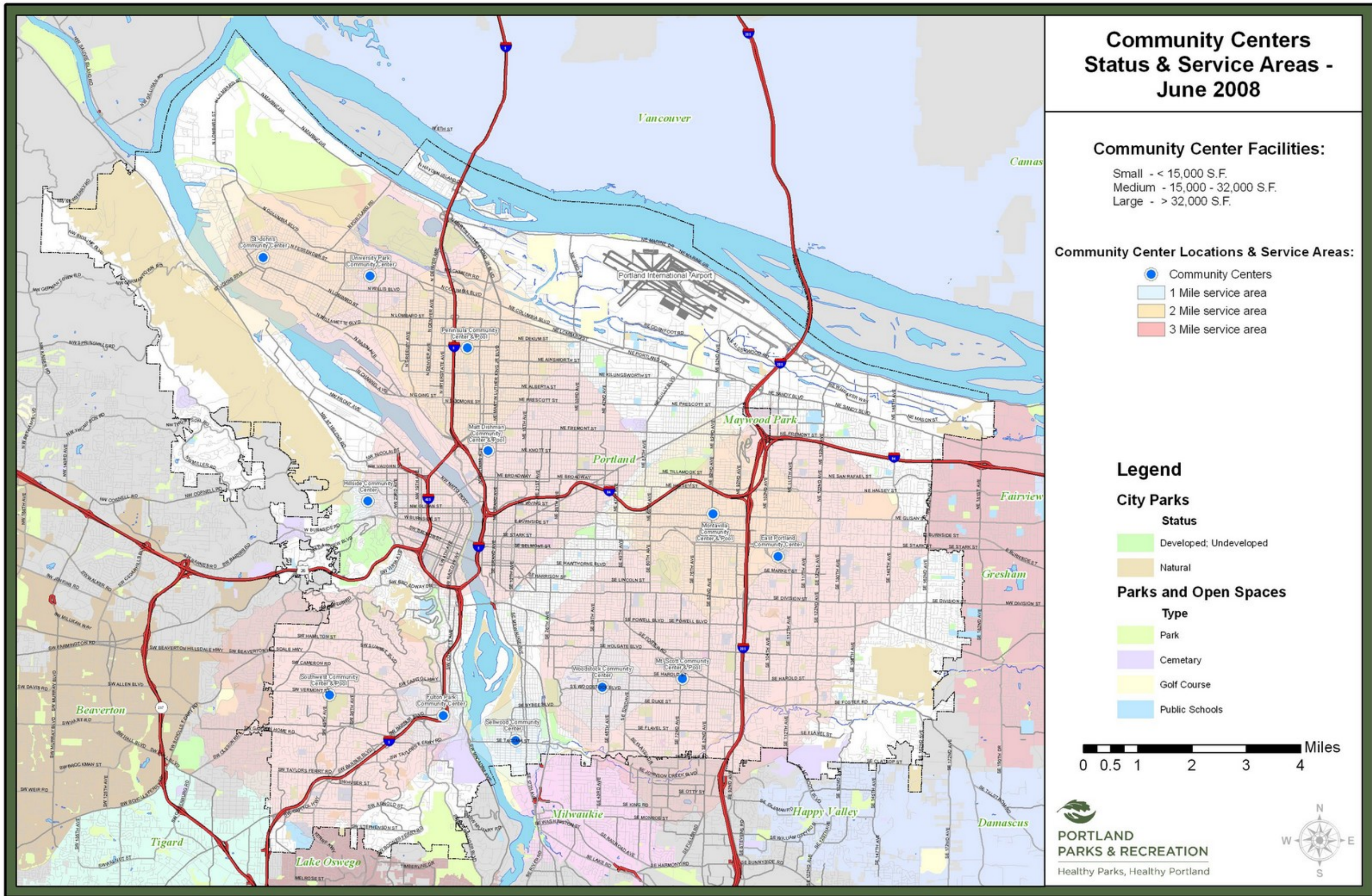
Growth and need for future service

Increasing population in the city will drive the need for additional capacity in the community centers. Most of this growth is happening in areas that are currently underserved. This will only worsen over time. Closing the current gap will help fill the future gap.

The *2020 Vision* plan, adopted in 2001, called for full-service community centers to ensure that all areas were served. See Appendix D for a list and status of those recommendations. Fewer, larger centers are more economical to staff, program and maintain. They offer more flexibility, better hours and more extensive services.

Maps

The following map shows the location of existing facilities and their approximate service areas. Large facilities have service areas of about three miles; medium size facilities serve an area with a two-mile radius and small facilities serve an area with a one-mile radius.



Chapter 8: Draft Recommendations

Combined centers – those with aquatic facilities and multiple recreation amenities are the most effective model for service. Although smaller centers can be successful, even without pools, and efficient, they can't serve large numbers of people or offer a sufficient variety of programming.

Existing small and medium centers are important elements of the community center system but it is unlikely that PP&R would add any more of this size, certainly not the smallest ones.

KEY SYSTEM-WIDE CONCEPTS

- Provide sufficient full-service community center facilities to serve the whole city.
- Use the large, combined recreation center with pool as the model for the future. It demonstrates a better return on investment, provides more activities and serves more people.
- Expand or rebuild selected existing facilities to improve recreation opportunities in various neighborhoods where there is little room for a large site.
- Remain flexible to accommodate population changes, demographic shifts, real estate fluctuations, and changes in recreation preferences.

CAPITAL INVESTMENT STRATEGIES AND RECOMMENDATIONS

All of the following proposals will require additional study and cost analysis.

Existing facilities:

- Mt. Scott: Refurbish the north wing.
- St. John's: Add a gym and game room.
- Southwest: Expand fitness facilities.

Proposed facilities

- Inner Southeast: Build a new community center and aquatic facility at the Washington-Monroe site. The land has been purchased and design is expected to begin in 2008-09. The goal is for a 60,000 to 80,000 square foot center with indoor fitness and leisure pools and a whirlpool spa.
- Northeast: Build a new community center and aquatic facility to fill the gap in this area.

- University Park: Consider the addition of an outdoor pool. Note: This must be done in conjunction with a study of all the aquatics facilities in North and Northeast Portland.

Additional study:

The future of Montavilla and Dishman centers will need to be re-evaluated after EPCC pool is completed in 2008 and Washington-Monroe is more fully realized.

- Montavilla: Investigate services at Montavilla Community Center in relationship to future planning for the NE area.
- Dishman: Investigate acquiring additional land in order to expand the community center and provide adequate parking. Enrollment and revenues are declining at this center. Users may be drawn away once Washington Monroe is completed.

Note: A very densely populated neighborhood like Northwest, a growth district like Outer East, or a geographically complex section of Southwest, could be served with a mid-sized center if no other options are available.

SUMMARY OF PROPOSED CAPITAL IMPROVEMENTS

Note: These 2008 costs are intended to inform overall system planning. They are extremely preliminary and not to be used for construction estimating. These projects are arranged from high to low priority.

| Comm Centers | Proposed Facilities and Features | Cost Est | Priority |
|--------------------|---|--------------|----------|
| Washington- Monroe | Build new full service center at site in Southeast Portland | \$35 million | H |
| Mt. Scott | Rebuild north wing | \$25 million | M |
| St. John's | Add gym and game room | \$5 million | M |
| SWCC | Expand Fitness facility | \$1 million | M |
| UPCC | Consider building a new pool similar to new Wilson pool near the community center | \$9 million | L |
| NE/Cully | Build new full service center | \$30 million | M |
| Matt Dishman | Evaluate possibility of land acquisition and future expansion in light of new proposed centers at Washington-Monroe and Cully | -- | -- |
| Montavilla | Evaluate service impacts when EPCC pool is completed. Determine how existing center fits into proposed system. | -- | -- |

PROGRAMMING AND MANAGEMENT STRATEGIES AND RECOMMENDATIONS

- Research and survey local recreation trends on a regular basis.
- Refine and implement lifecycle asset management programs for all center facilities.
- Develop methods to accurately compare attendance, costs, workloads, and programs at various facilities.

- Develop and monitor performance measures.
- Work with other providers to supply regional and specialized community center facilities.
- Identify target markets and effective ways to reach them.
- Continue to refine programming and service delivery to meet community needs both system-wide and at individual centers.

Operations and Maintenance

- Monitor operating and capital costs for improved return as deferred maintenance items are completed.

Business Plans

- Develop business plans for each center to clarify their goals, objectives, target audiences and anticipated annual revenues. These plans will guide annual budget development and provide a framework for program and performance evaluation. See the following chapter for more information on business plans.

Chapter 9: Management and Operations

Community centers are expensive to build and maintain and all are subsidized to some degree. This chapter looks at the business aspects of providing community centers and recreation services, including the costs to deliver services and cost recovery targets.

The following factors are considered in determining when, where and how to build and operate community centers.

LIFECYCLE COSTS

Lifecycle costs are the total costs to provide community centers. They include acquisition, design, and construction, as well as all maintenance and operation costs, programming and staffing costs, and offsetting revenues over the life of the center, and conclude with its major rebuilding or eventual disposal. Over the life of the center an average of two to three percent of its replacement value will be spent on major maintenance. If this money is not available, a backlog of deferred maintenance accumulates, and those problems become more costly to remedy.

CONSTRUCTION COSTS

Construction costs vary depending on the size and complexity of the facility. Current (2008) average construction costs are estimated at \$300 / sq. ft. for a community center with year-round pool. This will vary depending on the size and building construction type. Fees and other expenses can add 20% or more to this cost. Additional scoping and cost estimating must be done prior to construction.

ANNUAL MAINTENANCE

Annual maintenance costs vary year to year and are influenced by the size, age, and location of the center. Regular maintenance improves the facility's longevity.

Annual maintenance usually includes interior repainting every few years and touchup painting in the off years. Plumbing, electrical, and heating and cooling systems all require regular upkeep. Bathrooms need regular repair because they are heavily used. Older centers would benefit from window replacement to increase energy efficiency and reduce leaks.

MAJOR MAINTENANCE

Major maintenance includes exterior painting, roof repair and replacement of major electrical and mechanical components. The 2005 *Community Center Asset Register* lists the major repairs and anticipated replacements needed for each center.

ANNUAL OPERATING COSTS

Ongoing operating and programming expenses include utilities, staffing costs and overhead. The size of a center, its age, type of facilities, range of programs, and number of users affect its operating costs.

Operating costs can be reduced by increasing energy efficiency for heating and cooling and by implementing water conservation strategies. The bureau is looking into more sustainable design approaches as it remodels older centers and builds new ones. Eventually each center will have a defined baseline from which to implement sustainable management practices.

Good design and efficient layout can decrease maintenance and utility costs, improve user experience and make staffing and operations more efficient. New centers will meet, if not exceed, the City's LEED standards for new buildings.

ACCESS AND AFFORDABILITY

Ensuring access to recreation programs is a key component of PP&R's mission. In addition to providing physical access, this means making sure that they are affordable. Offering free programs, scholarships, and reduced fees improves affordability but lowers cost recovery.

Most PP&R services are intended for the general public and so are subsidized to some extent to ensure that all residents have access to high quality recreation. The City's cost recovery policy for community centers allows for additional outreach to those who cannot afford to pay market rates. Centers target and assist disenfranchised or low-income groups. A key part of our mission is to remove income, cultural and age barriers by providing equitable opportunities to all users, regardless of background.

PP&R COST RECOVERY

The 2007 PP&R *Cost of Service Study*³ shows how much of PP&R's costs are paid by taxpayer dollars and how much is paid by other resources like fees and grants.

The study examines two cost recovery targets – direct and total. Direct recovery is derived by dividing revenues by direct costs, such as personnel, materials, and supplies. Total recovery is derived by dividing revenues by total costs, which include indirect costs such as maintenance, utilities, capital replacement, and overhead in addition to direct costs. Total recovery is always less than direct recovery.

³ Cost of Service Report: Fee-Supported Programs July 2007

PP&R cost recovery targets have been adopted by City Council. PP&R’s system-wide cost recovery goals for fee-based programs are 70% for Direct Recovery, and 39% for Total Recovery.

Several factors affect how much cost can be recovered. Among them are:

- Facility size and condition.
- Attendance, pricing and the ability to generate revenue.
- Ability to control costs.

Targets for community centers are set depending on where the center is located. Targets are lower for lower income neighborhoods.

PP&R COST RECOVERY POLICY TARGETS FOR COMMUNITY CENTERS

| Age group | Neighborhood income | Direct recovery | Total recovery |
|------------------|----------------------------|------------------------|-----------------------|
| Adult | Median and above | 110% | 63% |
| Adult | Low | 50% | 26% |
| Youth | Median and above | 80% | 42% |
| Youth | Low | 40% | 23% |
| Mixed | Median and above | 95% | 53% |
| Mixed | Low | 45% | 25% |
| All | | 70% | 39% |

SUMMARY OF 2006 COST OF SERVICE FOR COMMUNITY CENTERS

Direct and Total cost recovery targets are the same for combined community centers (those with pools) as for those without pools. The chart below includes information on all the centers.

As a whole, the combined centers nearly met the goal of 36% total cost recovery, largely due to the higher performance of aquatic facilities. Matt Dishman had a lower recovery rate due to a smaller building and smaller pool with fewer features.

Generally, the individual community centers (those without pools) fell short of their cost recovery targets. This is largely due to their locations in lower income neighborhoods and, with the exception of East Portland and University Park, the size, age and condition of the buildings.

PP&R Cost of Service Study
2006 Combined Centers and Community Centers

| | Revenues | Direct Costs | Direct Recovery | Total Costs | Total Recovery |
|--------------------------------|--------------------|--------------------|-----------------|---------------------|----------------|
| Combined Centers | | | | | |
| Matt Dishman | | | | | |
| Aquatics | \$246,252 | \$545,928 | 45% | \$1,123,700 | 22% |
| Community Center | \$182,215 | \$487,287 | 37% | \$980,269 | 19% |
| Matt Dishman Total | \$428,467 | \$1,033,215 | 41% | \$2,103,969 | 20% |
| Mt. Scott | | | | | |
| Aquatics | \$640,917 | \$645,147 | 99% | \$1,387,794 | 46% |
| Community Center | \$545,101 | \$743,153 | 73% | \$1,347,727 | 40% |
| Mt. Scott Total | \$1,186,018 | \$1,388,300 | 85% | \$2,735,521 | 43% |
| Southwest | | | | | |
| Aquatics | \$955,597 | \$615,721 | 155% | \$1,287,642 | 74% |
| Community Center | \$928,994 | \$1,301,078 | 71% | \$2,087,973 | 44% |
| Southwest Total | \$1,884,590 | \$1,916,798 | 98% | \$3,375,616 | 56% |
| Combined Centers Total | \$3,499,076 | \$4,338,313 | 81% | \$8,215,106 | 43% |
| Community Centers | | | | | |
| East Portland | \$315,172 | \$644,167 | 49% | \$1,231,356 | 26% |
| Fulton | \$117,058 | \$196,135 | 60% | \$369,135 | 32% |
| Hillside | \$210,995 | \$267,022 | 79% | \$469,477 | 45% |
| Montavilla | \$195,699 | \$368,658 | 53% | \$610,572 | 32% |
| Peninsula | \$124,245 | \$332,653 | 37% | \$615,200 | 20% |
| Sellwood | \$205,087 | \$268,052 | 77% | \$452,492 | 45% |
| St. Johns | \$85,628 | \$267,169 | 32% | \$522,915 | 16% |
| Summer Playgrounds | \$62,086 | \$212,965 | 29% | \$328,266 | 19% |
| University | \$55,030 | \$390,919 | 14% | \$771,955 | 7% |
| Woodstock | \$26,150 | \$48,286 | 54% | \$80,854 | 32% |
| Community Centers Total | \$1,397,150 | \$2,996,026 | 47% | \$5,452,222 | 26% |
| Grand Total | \$4,896,226 | \$7,334,340 | 67% | \$13,667,328 | 36% |

Note: The Summer Playground program is included with Community Centers since it is operated by the Community Center directors.

MANAGEMENT MODEL

PP&R has total control and responsibility for all aspects of its traditional community centers.

Currently, operation and management of all PP&R centers is done by geographic areas and coordinated by a service zone manager. This allows each center to respond to the needs of a specific geographic area.

Other management models have been adapted for the Arts and Culture centers such as Pittock Mansion and Multnomah Arts Center (not discussed in this report). Some are run by non-profits, friends groups, and volunteer boards. The City provides an annual operating subsidy that the cultural center supplements through grants, fees, and donations and PP&R cover the building maintenance costs. The unique character of the Arts & Culture centers calls for an individualized model rather than a centralized approach.

BUSINESS PLANS

In 2008, PP&R community center managers began to develop business plans for their facilities, starting with University Park Community Center. The business plans will inform planning and programming choices as well as help prepare annual budgets and evaluate performance.

They will also address demand management strategies such as pricing, outreach and education, and public-private partnerships in land-constrained areas such as downtown.

Appendices

Appendix A: Performance Measures

Appendix B: Plan Preparation and Methodology

Appendix C: Role of Community Centers in PP&R Mission and Mandates

Appendix D: *2020 Vision* Recommendations for Community Centers

Appendix E: Other Community Center Providers in the Metropolitan Area

Appendix A: Performance Measures

The following proposed performance measures are based on the Desired Outcomes from Chapter 2. In general, it is recommended that the person or group that uses the data should be the one to collect it, and on a regular basis.

Outcome: Fully-accessible, equitably- distributed community centers are available within a 3-mile radius of the majority of citizens throughout the city.

- New Washington Monroe facility completed. This will fulfill 3-mile service radius for that part of town.
- Meet ADA access at all facilities.

Outcome: Residents enjoy increased health and fitness due to participation in recreation activities.

- Percentage of residents participating in PP&R activities. (Citizen Survey)
- Effectiveness of external marketing.

Outcome; Family-friendly facilities meet leisure, therapy, competition, fitness and education needs.

- Number of visits.
- Quality and condition of facilities.
- Customer satisfaction with affordability. (Citizen Survey)

Outcome: A sense of community develops as community centers provide places for social interaction.

- Repeat visits.
- Rental use of facilities.

Outcome: Adequate activities to meet current and future needs.

- Citizen rating of availability and variety of recreation opportunities. (Citizen Survey)

Outcome: Cost effective programs and facilities allow managers to reach cost recovery goals.

- Meet City Council adopted cost recovery targets.

Outcome: Best maintenance practices result in effective operation.

- High confidence in data collected and reported.
- Improved resource-efficiency
- Percentage of maintenance that is scheduled is completed. (Annual Service Efforts and Accomplishments report)
- Cost to maintain per square foot.

Appendix B: Plan Preparation and Methodology

RESEARCH AND PLAN DEVELOPMENT

This paper was researched and developed by staff of Portland Parks & Recreation's Strategy, Finance and Business Development section. Financial analysts provided attendance data and cost information. The Aquatics director and staff provided information on all aspects of aquatic services. PP&R's Maintenance Superintendent and Service staff provided information on the maintenance and operations of the facilities.

DROP-IN ATTENDANCE ANALYSIS

Pauline Miranda, Management Analyst

Background

Southwest Community Center (SWCC), Mt. Scott Community Center (MSCC), and Matt Dishman Community Center⁴ (MDCC) have a Membership Module, which is a service delivery model that differs from other community centers and pools. It works by allowing customers to purchase a multi-use pass, swipe the pass upon entering the community center, and then proceed to one or more drop-in activities, such as swimming, gym use, weight lifting, etc. The Membership Module counts community center users, but not the activities in which they participate.

This system is convenient for the users, who only have to swipe their card, and it reduces PP&R administrative burdens since individual sign-in sheets are not required at each drop-in activity. Having sign-in sheets at smaller centers is the norm, but fewer people use those facilities. About 1300 people come through the SWCC every day. However, as a result, there is no systematic way to track how users are using specific community center activities.

Nancy Gronowski, project manager for the Aquatics Strategic Management Plan, Nancy Roth, Aquatics Program Manager, and Pauline Miranda, Management Analyst met to discuss how the number of SWCC and MSCC pool users could be estimated to determine whether indoor or outdoor pools are a more efficient service delivery option.

They agreed the daily, 30-minute interval, safety related, head count data collected by lifeguards at MSCC and SWCC could be an objective, quantitative way to make a statement about pool usage.

Problem Statements

- It is unknown how many users are served by SWCC and MSCC pools. With the Membership Module being implemented at Matt Dishman Community Center (MDCC), and possibly others in the future, the issue of tracking usage becomes even more significant.
- It is unknown how much it costs to serve each pool user (but we can get a total cost to operate the pool.)

⁴ beginning in Fall 2005

Purpose of the Analysis

Derive the number of users served by the SWCC pool so the same kinds of performance information will be available for indoor and outdoor pools. The information will be used as a basis for comparison in the Aquatics Strategic Technical Paper.

Methodology

Several methods were tested to interpret the data. The main challenge was to determine how to control for double counts that are inevitable in a pool environment where counting occurs every 30 minutes.

First, we attempted to explicitly control double counts by dividing the daily total head count by different divisors to get a reasonable estimate of number of users. The first theory was that since morning, noon, and late afternoon are the three main programming times, the total should be divided by three. This resulted in a drop-in aquatics attendance estimate that was only 10% of total community center drop-in use, which is obviously below expected parameters. The second theory was based on the assumption that most people use the pool for about an hour, so we divided the total head count by 2. The resulting 15% of total drop-in attendance was still too low. We finally obtained a reasonable and expected 63% usage, but only by including all the double counts, so we knew we needed to look at the data in a different way.

Next, we looked at the data over the course of the day to identify peak usage times for aquatic drop-in attendance. We saw that the heaviest use occurs from about noon to 5:00 p.m. For each portion of the day we estimated attendance based on expected capacity usage for that time of day:

| Method 5 | | |
|-------------------------------------|-------|---------------|
| 9:00 AM | 65 | 1/4 capacity |
| 12:00 PM | 260 | full capacity |
| 3:00 PM | 260 | full capacity |
| 5:30 PM | 65 | 1/4 capacity |
| 8:00 PM | 65 | 1/4 capacity |
| | <hr/> | <hr/> |
| | 715 | daily count |
| daily count * 365 days/year = | | 260975 |
| Estimated Aquatics Total Attendance | | 260975 |
| Less Aquatics Registered | | <hr/> 52553 |
| Estimated Aquatics Drop In | | 208422 |
| Site total drop in | | 306760 |
| % Aquatics Drop In | | 68% |

This method produced a result that seems reasonable based on experience and which falls into the range of % Aquatics Drop In seen at other sites which have pools and community centers:

| Method 6 | | | | | |
|---|-------------|---------------|-------------|--------------|------------------------|
| Comparison of Summer Season pool drop in, to community center drop in ratios. | | | | | |
| Summer | Site | Center | Pool | Total | Pool % of Total |
| 2003 | Dishman | 17,748 | 15,921 | 33,669 | 47% |
| 2004 | Dishman | 18,218 | 39,210 | 57,428 | 68% |
| 2003 | Montavilla | 4,530 | 33,925 | 38,455 | 88% |
| 2004 | Montavilla | 5,959 | 29,583 | 35,542 | 83% |
| 2003 | Peninsula | 8,777 | 8,321 | 17,098 | 49% |
| 2004 | Peninsula | 8,175 | 11,353 | 19,528 | 58% |

Finally, we toured the site, interviewed staff, and observed traffic flow, particularly around the front desk and in the pool area, to determine if a participant survey could be conducted as part of a sampling methodology to calculate usage. We learned:

- It would be nearly impossible for front desk staff to survey people as they come through the front door and swipe their membership module passes, even informally. There are too many people coming and going, phones ringing, concession sales occurring, lost grandparents, whew!
- We also learned that while the attendance counting theory states that “all heads in the pool” are counted, interviews with lifeguards revealed that, in fact, they do not count “heads” who are participating in swim lessons! This means that we do not have to “back out” the registered attendance, and therefore, the data reveals results that are much more comparable to other pools’ data and staff’s experience.

Findings

In the final analysis:

- The total count was divided by 1.5 to control for double counts. The rationale is that the average person is in the pool ½ to 1 hour, and head counts are recorded every ½ hour.
- That amount was then divided by the membership module’s annual attendance for the entire **center**, to get to an estimated **aquatic** attendance percentage.

This methodology resulted in an estimated 53% of SWCC drop-in participants use the pool. This is at the low end of the range (47% to 88%) of other community centers with pools, but only slightly lower than the 2-year average (57.5%) of MDCC, the only other community center with an indoor pool. This lower percentage of aquatics attendance may be explained by a possibly much larger choice of drop-in activities at SWCC.

Recommendation

Since 53% may be slightly low and Mt. Scott aquatics head count data was not available for comparison, my recommendation is to use 58% of total Sponsored Drop In w/Fee for pools, which will provide consistency and is in line with historical data and experience. The results of applying the recommended methodology to FY 2005 and FY 2006 attendance are shown below.

| FY 2005 SEA Attendance, adjusted per methodology | | | | |
|--|-----------------------|---------|---------|---------|
| In/Out | Site Name | Lessons | Drop In | Totals |
| Indoor | Buckman Pool | 4,354 | 17,859 | 22,213 |
| Indoor | Columbia Pool | 13,324 | 47,011 | 60,335 |
| Indoor | Dishman Pool | 25,363 | 140,393 | 165,756 |
| Indoor | MLC Pool | 844 | 10,622 | 11,466 |
| Indoor | Mt. Scott Pool | 42,902 | 144,001 | 186,903 |
| Indoor | Southwest Pool | 52,553 | 177,921 | 230,474 |
| | <i>Total Indoor</i> | 139,339 | 537,807 | 677,146 |
| Outdoor | Creston Pool | 12,397 | 39,485 | 51,882 |
| Outdoor | Grant Pool | 39,846 | 41,644 | 81,490 |
| Outdoor | Montavilla Pool | 19,190 | 29,583 | 48,773 |
| Outdoor | Peninsula Pool | 3,391 | 11,353 | 14,744 |
| Outdoor | Pier Pool | 2,216 | 7,235 | 9,451 |
| Outdoor | Sellwood Pool | 22,513 | 66,974 | 89,487 |
| Outdoor | Wilson Pool | 0 | 4,417 | 4,417 |
| | <i>Total Outdoor</i> | 99,554 | 200,691 | 300,245 |
| | <i>Total Aquatics</i> | 238,893 | 738,498 | 977,391 |

| FY 2006 SEA Attendance, adjusted per methodology | | | | |
|--|-----------------------|---------|---------|---------|
| In/Out | Site Name | Lessons | Drop In | Totals |
| Indoor | Buckman Pool | 8 | 0 | 8 |
| Indoor | Columbia Pool | 10,522 | 50,871 | 61,392 |
| Indoor | Dishman Pool | 22,021 | 82,262 | 104,283 |
| Indoor | MLC Pool | 1,322 | 9,740 | 11,062 |
| Indoor | Mt. Scott Pool | 35,866 | 154,250 | 190,116 |
| Indoor | Southwest Pool | 43,082 | 171,284 | 214,366 |
| | <i>Total Indoor</i> | 112,820 | 468,407 | 581,227 |
| Outdoor | Creston Pool | 14,187 | 45,130 | 59,317 |
| Outdoor | Grant Pool | 39,903 | 73,846 | 113,749 |
| Outdoor | Montavilla Pool | 18,574 | 32,259 | 50,833 |
| Outdoor | Peninsula Pool | 3,843 | 8,418 | 12,261 |
| Outdoor | Pier Pool | 1,971 | 10,006 | 11,977 |
| Outdoor | Sellwood Pool | 20,582 | 38,023 | 58,605 |
| Outdoor | Wilson Pool | 8,761 | 48,844 | 57,605 |
| | <i>Total Outdoor</i> | 107,822 | 256,525 | 364,348 |
| | <i>Total Aquatics</i> | 220,642 | 724,932 | 945,574 |

Wilson Pool was closed for major renovation most of FY 2005.

Buckman Pool was closed for major renovation most of FY 2006.

| FY 2007 SEA Attendance, adjusted per methodology | | | | |
|--|-----------------------|---------|---------|---------|
| In/Out | Site Name | Lessons | Drop In | Totals |
| Indoor | Buckman Pool | 3,719 | 9,907 | 13,626 |
| Indoor | Columbia Pool | 11,527 | 30,937 | 42,464 |
| Indoor | Dishman Pool | 19,503 | 49,668 | 69,171 |
| Indoor | MLC Pool | 1,166 | 1,939 | 3,105 |
| Indoor | Mt. Scott Pool | 38,217 | 183,789 | 222,006 |
| Indoor | Southwest Pool | 40,813 | 161,051 | 201,864 |
| | <i>Total Indoor</i> | 114,945 | 437,291 | 552,236 |
| Outdoor | Creston Pool | 14,185 | 34,216 | 48,401 |
| Outdoor | Grant Pool | 43,349 | 125,103 | 168,452 |
| Outdoor | Montavilla Pool | 15,478 | 8,190 | 23,668 |
| Outdoor | Peninsula Pool | 3,643 | 3,267 | 6,910 |
| Outdoor | Pier Pool | 2,061 | 1,947 | 4,008 |
| Outdoor | Sellwood Pool | 22,773 | 91,895 | 114,668 |
| Outdoor | Wilson Pool | 9,125 | 55,724 | 64,849 |
| | <i>Total Outdoor</i> | 110,614 | 320,342 | 430,956 |
| | <i>Total Aquatics</i> | 225,559 | 757,633 | 983,192 |

Appendix C: Role of Community Centers in PP&R Mission and Mandates

Community center facilities and programs play an important role in helping PP&R fulfill its mission and mandates as noted in the underlined sections below.

PP&R MISSION

Portland Parks & Recreation contributes to the City's vitality by:

- Establishing and safeguarding the parks natural resources and urban forest that are the soul of the city; ensuring that green spaces are accessible to all;
- Developing and maintaining excellent facilities and places for public recreation; building community through play and relaxation, gathering and solitude;
- Providing and coordinating recreation services and programs that contribute to the health and well being of residents of all ages and abilities."

*PARKS 2020 VISION*⁵

The following 2020 goal and objective applies to aquatic facilities:

"Provide a wide variety of high quality recreation services and opportunities for all residents

- Provide a full-service community center – that is, a center with a pool, arts facilities, classrooms and active recreation facilities – within three miles of every resident."

CITY OF PORTLAND COMPREHENSIVE PLAN

The following sections apply to the city's community centers:

11.50 Recreation Programs

Provide recreation programs and services including cultural, educational, historical, health and physical fitness, and sports (competitive and non-competitive) as required to meet a balanced program which includes the needs of the specially handicapped and the elderly within existing resources.

⁵ Adopted July 2001

Appendix D: 2020 Vision Plan Recommendations for Community Centers

| | |
|---|---|
| CENTRAL CITY/NORTHWEST | |
| Develop a full-service community center with aquatic facilities to meet the needs of an increasingly dense urban environment. | Discussions ongoing |
| Enhance classroom and multi-purpose space at Hillside Community Center. | Complete |
| NORTH | |
| Complete renovation of the University Park Community Center and add an aquatic complex. As an alternative, complete a modest renovation of University Park Community Center and build a new full-service community center with aquatic facilities at another site. | Renovation completed and dedicated in summer of '07. Aquatics addition being studied. |
| Evaluate current conditions and future needs of all aquatic facilities in the North sub-area to determine construction and renovation needs. Address the future of Pier and Columbia Park pools as well as whether pools should be added at the St. John's Community Center or at the University Park Community Center. | |
| NORTHEAST | |
| Provide a full-service community center in the Cully-Parkrose area, near I-205, similar to the Southwest Community Center. | |
| Renovate Dishman to provide more service. Increase parking. | Renovation is ongoing. Increased parking requires land acquisition. |
| OUTER EAST | |
| Complete final build-out of the recreation and aquatic facilities at East Portland Community Center as described in the Center's plans. Construct a swimming facility. Enhance other multi-purpose spaces. | Will open in September 2008. |
| Develop a community center/family aquatic center, including a zero-depth pool, warm-water pools, and other amenities to provide a wide range of aquatic programs and activities. Coordinate with area institutions, if possible and feasible. | |
| SOUTHEAST | |
| Develop a full service community center to serve the Inner Southeast. Possible sites include the Central Eastside district or the Westmoreland area. | Washington Monroe school site acquired. |
| Work with the community to establish a community center in the Lents Town Center Urban Renewal Area. Work cooperatively to program its use to serve teens, seniors and other residents. | |
| Renovate and rebuild the Mt. Scott Community Center to provide full-service for this area. Increase parking for this facility. | Complete |
| Expand the capacity of the Community Music Center and complete seismic upgrades. | |
| Enhance classroom and multi-purpose spaces at Montavilla Community Center and provide additional parking. | |
| Consider the future roles of Woodstock and Sellwood Community Centers as part of PP&R's long-term strategy for community centers. | |
| SOUTHWEST | |
| Develop a full-service community center in the area south of I-5. | |
| Renovate, repair or replace the mechanical equipment and pool shell at Wilson Pool. | Complete |

Appendix E: Other Recreation Services Providers in the Metropolitan Area

Other agencies, groups and organizations offer recreation services and facilities. Among them are:

AGENCIES PROVIDING PUBLIC RECREATION

- YMCA and YWCA
- NE Community Center (former YMCA)
- Mittleman Jewish Center
- Salvation Army Center
- Tualatin Hills Park and Recreation Department

HIGH SCHOOLS AND COLLEGES

- Centennial HS
- David Douglas HS
- Park Rose HS
- Reynolds HS
- Lake Oswego HS
- Mt Hood Community College (50 meter pool)
- Portland State University
- University of Portland
- Lewis and Clark College
- Portland Community College – Sylvania campus
- Reed College

PRIVATE CLUBS

- 24 Hour Fitness (+ locations)
- LA Fitness (+ locations)
- Bally (+ locations)
- Irvington Tennis Club
- Nelsons Nautilus Plus
- Portland Athletic Club
- Willamette Club
- Gold's Gym
- Northwest Personal Training
- Princeton Athletic Club
- Riverplace Athletic Club
- Multnomah Athletic Club

HOUSING COMPLEXES

This report does not attempt to identify all the apartment & condominium complexes with fitness rooms.