



Revenue Bureau

Special Events Program: An Analysis of Costs, Program Development and Recommendations

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Executive Summary

Special events are an important dimension to the overall vitality of the City of Portland. Events bring community members together and draw tourists into the City. The focus of this review is the Special Events Program within the Revenue Bureau's Regulatory Division, which administers permits for moving special events on city streets. This review was conducted during the summer of 2008 and was limited to assessing the current special events policies of the City, comparing the City's cost recovery model with other jurisdictions, researching the economic impact of special events on local communities, and developing policy recommendations. The Revenue Bureau seeks a policy that strikes a balance between cost recovery and city subsidies for public services as outlined in comprehensive financial management policy FIN-2.06.

Special events on city streets involve political groups, neighborhood groups, nonprofit organizations, for-profit organizations, and professional event planners and promoters who obtain permits to use public streets. The City subsidizes approximately 95% of the costs for all special events regulated by the Revenue Bureau. Although the City has a history of subsidizing these events, several factors, including the lack of a rate increase since 2001, and a 78% increase in the number of events since 2001, has led to unrecovered costs of \$802,312 in 2007 for the Revenue Bureau, Portland Police Traffic Division¹, and Portland Department of Transportation² (PDOT).

While the process for administering special events applications aligns with other cities, the flat fees Portland charges for special events is an outmoded system rarely utilized by comparable cities. Moreover, cities that employ fee structures similar to Portland's have a similar erosion of cost recovery which has led to strains on city services and moratoriums on the number of events. This is because there is no direct correlation between a flat fee and the actual impact and costs an event has on a city. Cities that recover direct costs for special events generally have as many (or more) events as Portland and do not face fiscal or personnel challenges. Currently, Portland is not a leader in managing special events. Yet, several policy options, including the development of a fee schedule based on city services rendered, are available for Portland to develop to become a leader in the administration, promotion and production of special events.

During stakeholder meetings, some event planners stated they could afford to pay full cost recovery while many organizers expressed concern about sweeping changes to the policy. This underscores the need for Portland to consider changes to its current policy. Some events do not need a full City subsidy to continue producing events (i.e., events that charge an entry fee) while smaller events may need a City subsidy to continue. At the stakeholder meetings, event organizers established a willingness to pay about 20% of direct costs.

We found that the model used for special events economic impact studies imply that city subsidies fill a gap that would not be filled by private industry – an implication not supported by survey data or stakeholder meetings. Additionally, economic impact statements – unlike cost/benefit analyses – do not consider the costs of special events in their analysis (including

¹ Portland Police Bureau revenues and expenses are for the Traffic Division only.

² PDOT, like the Portland Police Bureau, may have additional special events expenses.

infrastructure costs, displacement costs and opportunity costs). Therefore, economic impact statements that use an input-output model that does not include costs or considerations of the public interest should be heavily scrutinized.

This study revealed policy recommendations based on stakeholder input and surveys of other municipalities.

1. **Formal routing recommendations for event organizers.** Due to the direct correlation between an event's route and the cost for city services, the City will develop a database of low-, medium-, and high-impact routes requiring various levels of city services. This will result in a fee schedule based on routing and the costs associated with servicing particular routes. For example, if an event organizer wants a "deluxe" event requiring a high level of service (i.e., a route that crosses bridges, MAX tracks and reroutes traffic on major arterials) then the organizer would pay more than an event that chooses a lower-impact route. While event organizers will not be required to use these routes, routing recommendations provide a basis for discussion to strike a balance between larger, big-budget events and smaller, volunteer-based events.
2. **"A La Carte Menu" of city services and associated costs.** Since the cost of a special event can be accurately estimated, the City should develop a "menu" of costs utilizing the criteria that affect the overall costs to service special events (i.e., location, length of event, transportation (streetcar, barricades, maintenance) impacts, and number of police personnel needed). By working with the Special Events Coordinator to reduce costs, event planners would pay a percentage of the total costs of the city services they use. This recommendation, like the formal routing recommendations, balances city resources with event budgets.
3. **Separate "Free Speech" permit.** Creating a separate "Public Assemblies" permit for demonstrations and free speech events serves as a "best practice" among other municipalities. "Free speech" events tend to be one-time, grassroots events. As events that encourage community discourse that are free and open to the public, the Revenue Bureau seeks to continue to receive notification through the development of a free "Public Assembly" permit for moving events on city streets and sidewalks, but will not seek cost recovery for these types of events. This achieves the City's objective of providing traffic plans and crowd control while continuing the tradition of "free speech" being free on Portland's streets. Like other events, "free speech" organizers will be encouraged to use routes that both meet their objectives and have a lower impact on city services.
4. **Provisions for "events within an event."** As the City changes from the current flat fee system, it is recommended that the City develop fees to address the additional planning and resources for events within an event (i.e., 5K, half-marathon, marathon, bike ride, and walk all under one "Event X" permit). Currently, events pay one fee based on the name of the event rather than separate fees for each event within one event banner. Multiple events with different routes increases traffic impacts, planning time, personnel, and the overall burden an event has on city resources.

Chapter 1: Introduction

This report includes a review of the Special Events Program within the Regulatory Division of the Revenue Bureau. The review was requested by the Mayor's Office in response to recommendations made after a Portland Police Bureau Audit as well as citywide discussions regarding cost recovery for city services. This review was conducted during the summer of 2008 and limited to the areas specified in the Scope and Methodology section. Please see Appendix 1 for more specific information.

Defining Special Events

The scope of the special events rate study is to review the special events regulated by the Revenue Bureau and to explore policy options to address the annual deficits. The Bureau only issues permits and assesses fees “for walks, marches, parades, athletic events or other processions in streets or on sidewalks based on the need to maximize the safety of street and sidewalk use participants and others; minimize[s] inconvenience to the general public and disruption of public services caused by street and sidewalk use permits; and, provide[s] the public with the opportunity to exercise constitutionally protected rights of assembly and expression³.”

Events that have a static component (i.e., a 5K race with a finish/celebration inside a city park) usually require separate permits for the static component from other agencies (i.e., Portland Parks or PDOT). This rate study does not include permits issued by Portland Parks and Recreation for static events solely inside a city park (i.e., beer festivals and music festivals), because Portland Parks collects fees for use of city parks and the fees collected by the Revenue Bureau are not dispersed to Portland Parks. Further, this study does not include static events on city streets such as block parties or street festivals which are permitted through other agencies. This narrow definition of special events resulted in 123 special events permits issued by the Revenue Bureau in 2007.

Special Events Permitting Background

In 1989, a joint city task force coordinated by Mayor Bud Clark proposed that the City raise fees from \$25 for a street use permit to between \$50 and \$300⁴. At that time, special events were coordinated through the Mayor's Office, and the “task force discovered that the city spent \$367,000 providing police, barricades, route mapping, street cleaning and other services to road events”⁵ – a figure that has more than doubled today. With Resolution No. 34636⁶ the City Council determined that special events should be heavily subsidized by Portland presumably in an effort to increase tourism, business, and livability in the city⁷. In 1989, the task force established a tiered classification system based on scheduling, route review and police and traffic support. Between 1989 and 2001, the number of classifications changed from 4 to 5 and the rates changed from \$57 to \$2,300.

³ Street and Sidewalk Use Administrative Rules, City of Portland, Revenue Bureau.

⁴ S.C. Ames. (1989). “Events Using City Streets Face Higher Fees.” *The Oregonian*. 13 December 1989. Portland Zoner: East Zoner, Section C, page 2.

⁵ Id., Ames.

⁶ City of Portland, City Council, Resolution No. 34636, November 15, 1989.

⁷ Id., Ames.

In 2001, the fees were altered slightly and the classifications changed to capture the *types* of events permitted by the Revenue Bureau rather than classifying events based on the general city services required. Although this categorization of events made sense in 2001, when there were about 60-70 events per year, there has been a 78% increase in the number of events from 2001 to 2007⁸. As the surveys of other municipalities revealed, comparable cities do not use similar categories or classifications as criteria for special events permits (as outlined in Figure 1-1). The rationale comparable cities have for using broader categories is that most cities are concerned with the use of city resources rather than trying to capture the complexity of events within categories utilizing a flat fee system. Portland’s event organizers stated they feel the “event types” are confusing and do not capture the complexity of special events in the City. Portland’s use of a flat fee system is one of the largest contributing factors to the erosion of the cost recovery rate from 20%-30% in 1989 to about 5% in 2007.

Figure 1-1: 2001-present⁹: Special events permit fee rate schedule

| Event Type | Criteria | Fee | Fee Allocation |
|----------------|---|------------|---|
| Small Sidewalk | Less than 200 people; held on sidewalk; obey all traffic regulations; no city support required | None | N/A |
| Large Sidewalk | At least 200 people; held on sidewalk; obey all traffic regulations; minimal city support required | None | N/A |
| Street | At least 75 people; held in street; police and maintenance support, if needed, due to interference with regular vehicle traffic | None | N/A |
| Small Parade | At least 75 people and the combination of people, vehicles and/or animals is less than 10 blocks in length and the route is generally less than one mile long; held in street; limited animals or vehicles allowed; police and maintenance support including mapping and traffic control devices due to interference with regular vehicle traffic | \$70.00 | Admin. \$70.00 |
| Large Parade | At least 75 people and the combination of people, vehicles and/or animals is greater than 10 blocks in length and the route is generally longer than one mile; held in street; animals or vehicles allowed; police and maintenance support including mapping and traffic control devices due to interference with vehicular traffic | \$575.00 | Admin. \$115.00 Police \$287.50 Maint. \$172.50 |
| Small Athletic | At least 200 people; held in the street; sponsor supplies security, traffic and maintenance support | \$70.00 | Administrative |
| Large Athletic | At least 750 people; held in street; substantial police and maintenance support due to interference with vehicular traffic, number of people, and length | \$1,150.00 | Admin. \$190.00 Police \$580.00 Maint. \$380.00 |
| Extra Large | Requires more than 120 hours of city time; at least 750 people; spectators and/or long route; animals or vehicles allowed; substantial police and maintenance support because of interference with vehicular traffic, large number of people and length | \$2,300.00 | Admin. \$345.00 Police \$1,195.00 Maint. \$760.00 |

⁸ SOURCE: Revenue Bureau, database

⁹ Rates for 2009 have been adjusted based on the Consumer Price Index, per Administrative Regulations.

| | | | |
|----------------|--|-------------------------|---|
| Exceptions | Only used if proposed street and sidewalk use does not fall into one of the other categories | TBD | TBD |
| Extra Services | <ul style="list-style-type: none"> • Signal Modification • Street Sweeping • Ramps for floats | \$288 \$288 \$288 | Maintenance Maintenance Maintenance |

SOURCE: Revenue Bureau, Administrative Regulations, 2008.

Special Events: Roles and Responsibilities

Revenue Bureau Role in Special Events

Since 1994, the Revenue Bureau has served as the administrator for moving special events. The Special Events Coordinator (SEC), working on behalf of the Revenue Bureau Director, leads the Special Events Committee and coordinates all special events permit communication among agencies and organizers.

Special Events Committee

The Special Events Committee's primary responsibilities are to ensure public safety, efficient use of city services and freedom of mobility to nonparticipants (i.e., business access, residential access and access to transit system). Additionally, the Special Events Committee develops pre-approved routes for small athletic uses, reviews applications for exceptional uses, reviews changes to administrative regulations for special events, determines whether a closed course is necessary, and periodically reviews the effectiveness of City resources provided for permitted uses. The members of the Special Events Committee are:

- Special Events Coordinator, Revenue Bureau (Chair)
- Bureau of Police
- Bureau of Fire
- Bureau of Maintenance
- Tri-Met
- Bureau of Transportation Engineering
- Bureau of Traffic Management
- Parks and Recreation
- Office of Neighborhood Involvement
- Three citizen representatives

Special Events Organizers

The role of the special events organizers is to plan a safe and legal event. The primary responsibility of event organizers is to contact the SEC and submit an application for a permit early in the planning process. Event planners are discouraged from publicizing their events until the route is deemed safe by the Special Events Committee, the date is cleared, and a permit issued. Additionally, it is the responsibility of the organizer to contact the SEC with any changes to the event and arrange for a revised permit.

Application Process

Upon receipt of a permit application, it is sent to members of the Special Events Committee, and data from the application is entered into the special event database. After receiving comment from the Special Events Committee, if there are no problems, the permit is issued to the event organizer.

If the event poses problems for the Special Events Committee (ranging from a date conflict to use of roads with construction) then the SEC contacts the event organizer to discuss the options. If an agreement can be reached, then the Special Events Committee is contacted for final comment. If there are no questions or concerns, the SEC issues a permit. If there are questions or concerns, the SEC asks the event organizer to meet with the Special Events Committee so a final decision can be made.

For large events, or events that require substantial police, maintenance and/or transit disruptions, a meeting is scheduled with the Special Events Committee and event organizers. At the meetings, issues are discussed and consensus is built between event organizers and the Special Events Committee. Sometimes this means rerouting an event; other times, it means the City accommodates the event organizers' requests. If issues can be resolved (which may require multiple meetings) the permit is issued.

2007 Events and Event Costs

As Figure 1-2 illustrates, larger events tend to require more city services. Since larger events pay fewer secondary police contracts there is a greater discrepancy between fee revenue and city expenses. In addition to the net unrecovered direct costs of \$404,979.28, there is an additional \$397,333.17 in unrecovered indirect costs. In 2007, the total unrecovered costs for special events were about \$802,312.

The increase in the number of events coupled with the increased costs has led to a greater discrepancy between fees collected and the direct costs to the City to support these events. Figure 1-2 displays the direct and indirect costs and revenues for 2007. Figures 1-3 and 1-4 show the trend from 2004 to 2007.

Figure 1-2: 2007 Special events revenues and costs
*Direct Costs and Revenues*¹⁰

| Event Type | # of Events | Fee Revenue | Secondary Police Contract Revenue ¹¹ | Revenue Bureau Costs | PDOT Costs ¹² | Police Costs | Subtotal Revenue or (Cost) to City |
|-------------------------------------|-------------|--------------------|---|----------------------|--------------------------|-----------------------|------------------------------------|
| Large Sidewalk | 21 | \$0.00 | \$1,250.07 | | | (\$1,211.08) | \$38.99 |
| Street Use | 19 | \$0.00 | \$491.44 | | (\$316.83) | (\$46,362.08) | (\$46,187.47) |
| Small Athletic | 26 | \$1,820.00 | \$7,366.94 | | (\$3,453.04) | (\$13,058.19) | (\$7,324.29) |
| Small Parade | 36 | \$2,520.00 | \$0.00 | | (\$1,442.89) | (\$73,248.18) | (\$72,171.07) |
| Large Parade | 6 | \$3,450.00 | \$0.00 | | (\$12,002.85) | (\$31,216.87) | (\$39,769.72) |
| Large Athletic | 9 | \$10,350.00 | \$671.04 | | (\$18,317.13) | (\$57,687.04) | (\$64,983.13) |
| Extra Large | 6 | \$13,800.00 | \$0.00 | | (\$49,377.97) | (\$139,004.62) | (\$174,582.59) |
| Subtotal | 123 | \$31,940.00 | \$9,779.49 | \$0.00 | (\$84,910.71) | (\$361,788.06) | |
| Net Unrecovered Direct Costs | | | | | | | (\$404,979.28) |

*Indirect Costs and Revenues*¹³

| | | | | | | | |
|--|------------|--|--|---------------|-----------------|---------------|--|
| Revenue Bureau Regulatory Personnel | | | | (\$131,141) | | | |
| Revenue Bureau Operation Costs: internal and external materials and services | | | | (\$36,335.00) | | | |
| Revenue Bureau Operations Costs – Special Events | | | | (\$21,928.00) | | | |
| Revenue Bureau, hotel and business license revenue | Negligible | | | | | | |
| Transportation: Special Events Parking Removal \$22/space | | | | | Varies by event | | |
| Transportation: PDOT Special Events barricade request | | | | | (\$119.87) | | |
| Transportation: Build 750 event barricades | | | | | (\$38,514.21) | | |
| Transportation: Other | | | | | (\$2334.49) | | |
| Transportation: BTS Staff Time (Special Events Planning and Mapping Time) | | | | | (\$76,615.00) | | |
| Portland Police Bureau: Special Events Sergeant (1.0 FTE) | | | | | | (\$90,345.00) | |

¹⁰ “Direct costs and revenues” are costs and revenues that can be directly traced to a specific event. For example, police personnel for crowd control, costs of building and setting up barricades, and permit fees.

¹¹ “Secondary police contract revenue” is revenue generated when sponsor is required to pay off-duty police officers to support the event. After two “small athletic” events are scheduled in one month, sponsors of new “small athletic” events must pay for police services. Other types of events are not currently required to pay for police services. For more information and rates, see Chapter 2.

¹² “PDOT costs” include personnel and supply costs for signage, barricades, signal modification, street sweeping and other costs associated with special events.

¹³ “Indirect costs and revenues” are costs and revenues that are not directly accountable to a particular special event, including taxes, administration, and other overhead expenses and revenues.

| | | | | | | |
|--|--------------------|--------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| | | | | | | |
| Subtotals | \$31,940.00 | \$9,779.49 | (\$189,404.00) | (\$202,494.88) | (\$452,133.06) | |
| | | | | | | |
| Total Revenues | | \$41,719.49 | | | | |
| Total Expenses | | | | | (\$844,031.94) | |
| | | | | | | |
| Total Special Events Fees Revenues and (Expenses) | | | | | | (\$802,312.45) |

SOURCE: Revenue Bureau, Portland Police Bureau, PDOT

Figure 1-3: 2004-2007 Special events revenues and expenses

Revenues

| Year | Number of Events | Special Events Fees | Secondary Police Contract Revenue |
|------------------|------------------|---------------------|-----------------------------------|
| 2004 | 69 | \$21,875.00 | \$3,020.56 |
| 2005 | 94 | \$34,575.00 | \$5,565.88 |
| 2006 | 96 | \$33,340.00 | \$5,478.81 |
| 2007 | 123 | \$31,940.00 | \$9,779.49 |
| Subtotals | 382 | \$121,730.00 | \$23,844.74 |

Total Revenues 2004-2007 \$145,574.74

Expenses

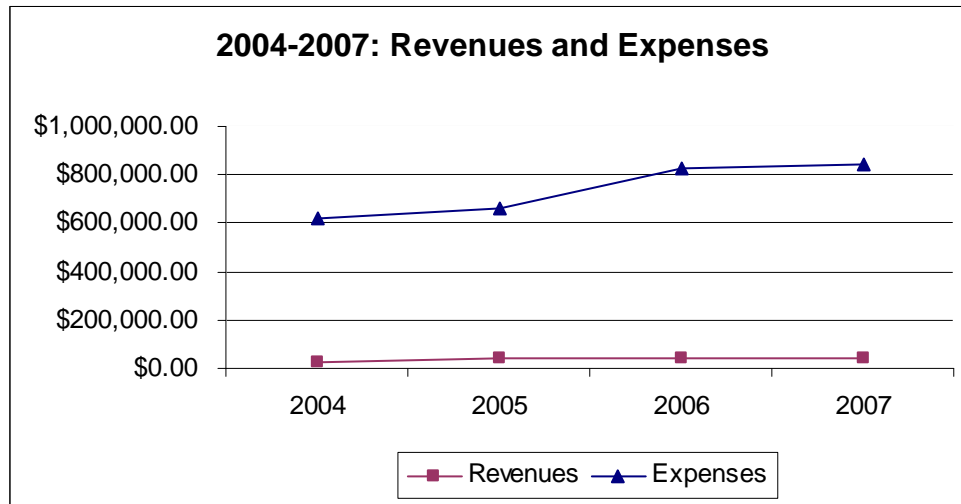
| Year | Police Direct Service Costs | Special Events Sergeant | Revenue Bureau Administrative Costs | PDOT Direct Service Costs | PDOT Administrative Costs | Net % of Cost Recovery |
|------------------|-----------------------------|-------------------------|-------------------------------------|---------------------------|---------------------------|------------------------|
| 2004 | (\$226,383.54) | (\$83,112.00) | (\$145,242.00) | (\$122,530.00) | (\$43,931.00) | 4.0% |
| 2005 | (\$183,340.96) | (\$86,734.00) | (\$137,447.00) | (\$188,214.00) | (\$64,014.00) | 6.1% |
| 2006 | (\$415,437.15) | (\$88,032.00) | (\$154,612.00) | (\$123,399.00) | (\$46,861.00) | 4.7% |
| 2007 | (\$361,788.06) | (\$90,345.00) | (\$189,404.00) | (\$172,558.35) | (\$35,100.00) | 4.9% |
| Subtotals | (\$1,186,949.71) | (\$348,223.00) | (\$626,705.00) | (\$606,701.35) | (\$189,906.00) | |

Total Expenses 2004-2007 (\$2,958,485.06)

Net Revenue or (Expenses) 2004-2007 (\$2,812,910.32)

SOURCE: Revenue Bureau, Portland Police Bureau (Traffic Division), PDOT

Figure 1-4: 2004-2007: Estimated Special Events Revenues and Expenses



SOURCE: Revenue Bureau, Portland Police Bureau (Traffic Division), and PDOT.

Since 2001, these additional factors have contributed to a decline in cost recovery:

- Increase in the number of events, event participants and spectators, and residents requiring more crowd and traffic control resulting in a cascading effect of increased costs due to increased planning, increases in the number of police and transportation personnel to provide city services in support of special events
- Increase in “events within an event” – i.e., a 10K run, 5K run, and walk under the same “Event X” banner – resulting in higher costs to service an event (i.e., more barricades, police personnel, additional planning time)
- Increase in construction downtown (i.e., office buildings, MAX tracks, etc.) resulting in limited low-impact routing through downtown, which in turn raises the costs of city and Metro services trying to accommodate a special event and mitigate traffic impacts already affected by construction
- Changes to the City’s labor agreement with the police union, including adjusting wages for cost of living resulting in higher per hour costs for personnel
- Lack of ongoing rate adjustments (i.e., cost of living adjustments, rate reviews, etc.) when combined with the other factors has accelerated the erosion of cost recovery for special events

Methodology, scope and objectives of the Special Events Rate Study

Since June 2008, the special events fee study focused on moving special events permitted by the Revenue Bureau as directed in Portland City Code 7.22.

The objective and methodology of the special events rate study is:

1. To assess the current special events process in the City of Portland. To accomplish this objective, interviews were conducted with the Special Events Coordinator, Regulatory Specialist, as well as specialists in the Police Bureau and PDOT. The Bureau also assessed the current

environment by conducting a special events planner survey and conducting internal and external stakeholder meetings to gather information and ideas.

2. To compare Portland's cost recovery model to other jurisdictions. To accomplish this objective the Revenue Bureau surveyed other municipalities. The survey was conducted through a combination of telephone interviews and email correspondences, asking questions about the number of annual special events, cost recovery models, permits, fees, insurance, and categories for special events.

3. To research the economic impact of special events on local communities. To accomplish this objective, we researched the models used to estimate the local economic benefits of special events.

4. To develop policy recommendations that strike a balance between cost recovery and city subsidies for public services as outlined in comprehensive financial management policy FIN-2.06. To accomplish this objective, we gathered all of the information from municipal surveys, stakeholder meetings, event promoter surveys and interviews, and attempted to find areas of success around which to design new policy options.

Chapter 2: Special Events Challenges

Throughout the internal and external stakeholder meetings, several factors emerged which show the complexities of planning an event within the City and reinforce the constraints of the flat fees assessed for special events. There are nine significant dimensions that create challenges to the City in general and the Revenue Bureau in particular regarding permitting special events and developing policy options that grasp the complexity of the City. Please see Appendix 2 for more specific information.

1. Large downtown population increases displacement costs. The most popular location for special events is along Portland's scenic downtown waterfront. This is also a popular place to live, shop, eat, and recreate. According to the 2000 Census, the population in downtown Portland ranges from 6,329 to 9,288 people per square mile¹⁴. Compare this to Houston, Texas, where although their city has about 850 events per year, their ability to accommodate events on city streets is made easier because of lower population density downtown¹⁵. The displacement costs caused by special events downtown extends not only to visitors but to residents who face challenges in accessing their residences and/or reaching simple services during special events.

2. City growth since 1989 correlates to increased city costs to support events. According to the U.S. Census Bureau, Portland's population has grown from 437,319 in 1990, to 537,081 in 2006¹⁶, an increase of about 23%. Over that same period, the number of special events has grown by about 78%. This has led to increased city planning time and personnel to accommodate crowd and traffic control needs during special events resulting in a 119% increase in costs. A pattern that emerged from surveying other municipalities is that as cities grow and attract more visitors, these cities recover more costs for special events and develop policies that maximize the use of city services for special events. With increases in population growth, tourism, and special events, Portland needs to address these issues with updated policies.

3. City tradition of subsidizing events. From 1989 to the present, the permit fee for a large event (or event requiring a lot of services) has raised from \$300 to \$2300, while the cost for city services has grown from \$367,000¹⁷ in 1989 to about \$802,312 today – a 119% increase since 1989. In light of a tradition of supporting between 70% and 95% of the costs for special events, the City will need to consider how to strike a balance between cost recovery and city subsidies, particularly since special events fees have not been reviewed since 2001.

4. Limited direct revenue streams return to the City as a result of special events. There are four direct revenue streams that flow to the City's general fund as a result of special events: permit fees, secondary police contracts, hotel taxes, and business license taxes. Due to the reporting structure, it is difficult to quantify the revenues from the hotel tax and business license tax directly resulting from special events; however, it is estimated that for every \$12 million

¹⁴ U.S. Census Bureau, "Persons per square mile census: 2000." Portland City, Oregon.

¹⁵ Telephone interview, Susan Christian, City of Houston. U.S. Census, "Persons per square mile census: 2000" reports that Houston has an average of 4,379 people per square mile, about half the population density of Portland.

¹⁶ U.S. Census Bureau, "Population Estimate." Portland city, Oregon.

¹⁷ S.C. Ames. (1989). "Events Using City Streets Face Higher Fees." *The Oregonian*. 13 December 1989. Portland Zoner: East Zoner, Section C, page 2.

increase in Portland gross revenues generated only about \$12,000 flows to the general fund from increased business license revenues. In 2007, permit fees and secondary police contracts brought almost \$42,000 in direct revenue to the City.

5. Public notification of “free speech” events. Presently, “free speech” events fall under the same fee schedule as other special events (based on size and distance); however, unlike most other events, these organizers rarely pay the permit fee. There is a commonly held belief by City staff that were “free speech” organizers forced to pay the current special event permit fee it would discourage these individuals from notifying the City and planning a sensible route through the City. A lack of planning would lead to system-wide, unexpected transportation delays and problems with crowd control. For policy options to be viewed as equitable, “free speech” events need to be included in the equation – particularly because Portland has such a vibrant political community.

6. Bridges serve as key arterials connecting citizens. The bridges across the Willamette River are one of the most beautiful, distinctive features of Portland. However, bridges also serve a functional purpose to the City – they connect citizens to businesses, family, and friends on both sides of the river. Figure 2-1 shows not only how many bus lines/MAX lines cross Portland’s bridges, but also the different bridge operators which adds an additional level of complexity for City staff and event organizers.

Figure 2-1: East-West Portland bridges, operators, affected TriMet Lines

| Bridge | Operator | TriMet Impacts ¹⁸ |
|---------------|---|-----------------------------------|
| St. Johns | State of Oregon | 16, 17 |
| Fremont | State of Oregon | |
| Broadway | Multnomah County | 4, 8, 9, 10, 44, 77 |
| Steel | Union Pacific Railroad; State of Oregon | Yellow, Red, Blue MAX |
| Burnside | Multnomah County | 12, 19, 20, 33, 35 |
| Morrison | Multnomah County | 14*, 15 |
| Hawthorne | Multnomah County | 4, 6, 10, 14*, 31, 32, 33, 41, 99 |
| Marquam | State of Oregon | |
| Sellwood | Multnomah County | N/A |
| Ross Island | State of Oregon | 9, 19, 66, 17 |
| Sauvie Island | Multnomah County | 17 |

SOURCE: TriMet, ODOT, and Multnomah County.

Special events that cross even one bridge can cause system-wide congestion, transit delays and discourage residents from crossing the river to access business and leisure pursuits. Events that cross more than one bridge can have a cascading effect on pedestrian, bike, vehicle and bus/MAX traffic. In addition to the intensive special event planning to mitigate impacts and costs there is also the challenge of communicating closures/delays to the public.

7. Disruptions to Portland’s transit system. Another dimension to planning for special events in Portland is Portland’s two transit systems – TriMet and the Portland Streetcar. On TriMet during FY 2007, there were an average of 309,900 weekday boardings, and 329,800 trips during the weekends¹⁹. This intricate system accounts for eliminating an estimated 201,800 car trips

¹⁸ Source: TriMet website

¹⁹ Id.

each year²⁰ and should be considered an important dimension to Portland’s sustainability plan. Because one special event can cause system-wide delays, leading to high costs and a customer service nightmare, TriMet, although not a City agency, is an important planning partner in special events and should be considered in special events policy options. TriMet estimates that special events cost about \$2.5 million annually between signage, rerouting, overtime costs and planning time.

The Portland Streetcar is owned and operated by the City of Portland. Annual ridership has grown from 1.4 million in 2001 to an estimated 3.5 million in FY 2008²¹. The Portland Streetcar’s service area is also growing. On August 20, 2008, the City Council agreed to a 3.3-mile expansion of the Portland Streetcar across the Broadway Bridge²² which will likely increase ridership and create more challenges for event organizers and City staff. Like MAX, the Portland Streetcar cannot be rerouted. A special event crossing the streetcar tracks can cause system-wide delays and customer service headaches.

8. Laws and labor contracts governing the use of police. As the agency charged with protecting the right of way, City staff and event organizers are bound by the laws and regulations of the Portland Police Bureau as well as the labor agreements therein. This means that officers must work at special events – oftentimes at the overtime rate. The police labor agreement states that officers are paid at the overtime rate for a minimum of 4 hours regardless of the length of the event²³. Figure 2-2 outlines the annually adjusted wage scale for secondary employment contracts, which is the scale for cost recovery for police services. Currently, approximately nine special events pay these rates for police support²⁴.

Figure 2-2: Portland Police Bureau: employee wage scale for secondary employment billing purposes (07/01/08)

| | | Straight Time | Overtime | Double Time |
|----------------------------|------------------|---------------|----------|-------------|
| Officer | Hourly Rate ** | \$33.51 | \$50.27 | \$67.02 |
| | + 42% (benefits) | \$47.58 | | |
| | +15% (Benefits)* | | \$57.80 | \$77.07 |
| | +10% (Overhead) | \$52.34 | \$63.59 | \$84.78 |
| Sergeant | Hourly Rate ** | \$38.48 | \$57.72 | \$76.96 |
| | +42% (Benefits) | \$54.64 | | |
| | +15% (Benefits) | | \$66.38 | \$88.50 |
| | +10% (Overhead) | \$60.11 | \$73.02 | \$97.35 |
| Motorcycle Officer | Hourly Rate ** | \$35.52 | \$53.28 | \$71.04 |
| | +42% (Benefits) | \$50.44 | | |
| | +15% (Benefits)* | | \$61.27 | \$81.70 |
| | +10% (Overhead) | \$55.48 | \$67.40 | \$89.87 |
| Motorcycle Sergeant | Hourly Rate ** | \$40.79 | \$61.18 | \$81.58 |
| | +42% (Benefits) | \$57.92 | | |

²⁰ Id.

²¹ “Portland Streetcar: Annual Ridership.” http://www.portlandstreetcar.org/pdf/annual_ridership_graph.pdf

²² Tucker, L. (2008). “Streetcar engineers given a green light.” *Daily Journal of Commerce*. 21 Aug 2008.

²³ “Labor agreement between the Portland Police Association and the City of Portland: July 1, 2006-June 30, 2010.” Titles: 43.6.1.1 to 43.6.1.3.

²⁴ Currently, per administrative regulations, all small athletic events are required to pay for police services rendered. Large athletic events do not pay for police services unless there are more than two events scheduled for a particular month.

| | | | | |
|-------------------|-----------------|---------|---------|----------|
| | +15% (Benefits) | | \$70.36 | \$93.81 |
| | +10% (Overhead) | \$63.71 | \$77.40 | \$103.20 |
| Lieutenant | Hourly Rate ** | \$44.24 | | |
| | +42% (Benefits) | \$62.82 | | |
| | +10% (Overhead) | \$69.10 | | |

* Benefits for Overtime and Double Time Wages

** Without Benefits – Motorcycle figures include hazardous duty premium

SOURCE: Portland Police Bureau

These rates, and the four hour minimum, are equivalent to the rates paid by event organizers in comparable cities surveyed by the Revenue Bureau.

9. Inconsistencies among city, county and state bureaus. Portland Parks and Recreation, Multnomah County, and ODOT have different cost recovery policies in place that can increase the overall fees for special events in multiple places – i.e., events taking place on city streets, state highways/bridges *and* within a park. Other jurisdictions address this issue by providing event organizers with multiple options at various cost levels so event organizers can create high-quality events within their budget while minimizing the use of city, county or state resources.

Initiatives to address these challenges

The Revenue Bureau coordinates special events in concert with multiple levels of government, business, residents, and event organizers. One of the biggest challenges to addressing special event planning is that there is no incentive (through policies or fees) for event organizers to work with the City toward reducing the impact events have on City resources. The Revenue Bureau hopes to address these challenges through improved routing, the Special Events Committee, technological updates, and policy changes as a result of this rate study.

Development of routing options to reduce costs. Several of the challenges alluded to throughout this chapter relate to the routing of an event. Whenever possible, the Special Events Coordinator works with event organizers to reduce the impact of an event on safety, transit, and access to businesses and residences through use of alternative routing. However, since routing is not tied to fees, many event organizers refuse alternative routes in favor of their preferred route.

Utilization of the Special Events Committee as a problem-solving body. The Special Events Committee analyzes special events within the context of each of these challenges and seeks the best solution for the City and event organizers. However, currently there are few incentives for event organizers to follow recommendations and reduce community impacts.

Creation of technological updates to streamline the process and reduce costs. The Revenue Bureau is currently exploring online permit applications, calendaring and other strategies to help event organizers access the Bureau’s special events system to assist with streamlining event planning and communication procedures.

Analysis of the special events program and the policies therein. Without a broader understanding of the special events costs and policy options it is difficult to assess how to address these challenges within the broader the context. One of the purposes of this document is to demonstrate the levels of complexity and multiple policy options to address the many challenges faced in permitting moving special events.

Chapter 3: Surveys of Other Municipalities

Part of how a city distinguishes itself is through the way it utilizes its streets and open spaces for community use – including special events. Most other jurisdictions have evolved away from flat fee policies for administering special events and into an “A La Carte” system where event organizers pay for the services they use. Fees that align payment with services rendered provide a consistent means for cities to recover costs because it considers all of the variables that affect cost – something a flat fee cannot do. Please see Appendix 3 for more specific information, including survey questions and specific comparisons among cities surveyed.

Research Methodology

The Auditor’s Office has identified Charlotte, North Carolina, Cincinnati, Ohio, Denver, Colorado, Kansas City, Missouri, Sacramento, California, and Seattle, Washington, as comparable cities “based on similarity to Portland in city and metropolitan area population size, comparisons made in prior audits, and representation across the country.²⁵” and therefore should be regarded as the top cities Portland should look to for “best practices.” The Revenue Bureau conducted a comparable city survey via telephone and email which was combined with analysis of special events applications and city ordinances to provide several points of comparison and opportunities to address special events challenges.

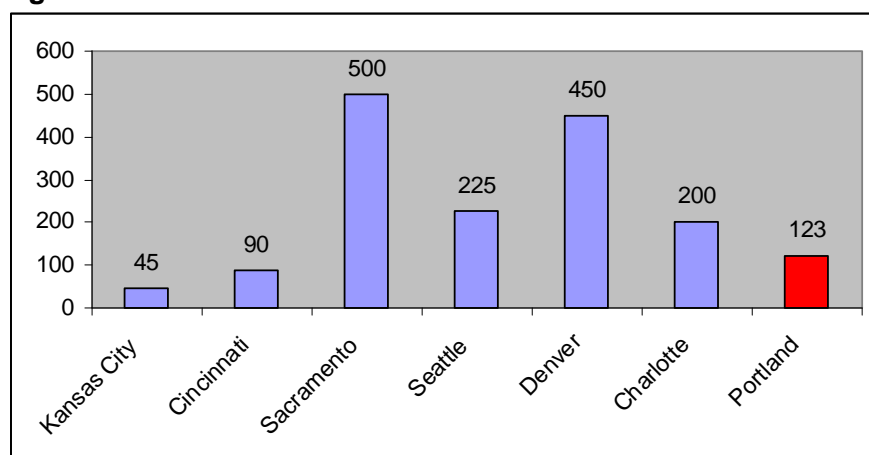
The Revenue Bureau contacted an additional 17 cities with the rate study survey. These cities were selected as comparables based on one or both of the following criteria: (1) ranked as a top 50 city by population; and/or (2) located in the Pacific Northwest. These cities provided a framework of ideas and guidelines for cost recovery which were used in Stakeholder meetings.

Survey Results

Number of events per year. One of the challenges encountered in surveying other municipalities are the broad and varied definitions of “special events.” Therefore, these numbers reflect the number of “special events” as defined by each city (Figure 3-1).

²⁵ “City of Portland: Service Efforts and Accomplishments: 2005-2006.” A Report from the City Auditor. December, 2006.

Figure 3-1: Number of Events* Each Year



* Most cities have a broader definition of “special events” and include static and moving events.
SOURCE: Rate Study Survey Interviews, estimates based on information provided.

Sacramento and Denver have one-stop permitting, which provides the agencies with consistency in how city personnel promote and administer special events. One-stop permitting increases communication among city bureaus and potentially increases customer service and marketing to event organizers.

Categories for special events. Most jurisdictions have broad categories of city street, public assembly, park events, and neighborhood events (sometimes each with a different event permit application), which is coupled with a lower application fee and higher recovery of direct costs for city services. Of all the cities surveyed, only Milwaukee, WI, and Seattle, WA, have a structure similar to Portland, with a fee structure tied to event categories (i.e., number of participants). Interestingly, Milwaukee, like Portland, has considered a moratorium on special events due to the financial and personnel strain.

Regulations and/or limitations to the number of events. This is a nationwide challenge for special events administrators. Of the six cities, only Sacramento limits the number of events during peak weekends because multiple events use too many services for the City to support. Sacramento resolves this by working with organizers to reschedule for a different weekend. Most other cities do not regulate the number of events.

Permit fees and administrative fees. One pattern among other municipalities is the lack of a separate administrative fee. Although most other jurisdictions recover some or all costs for policing and barricades, oftentimes the cost of a “Special Events Coordinator” and support staff are seen as a free service provided by the City. Only cities obtaining full cost recovery have a separate administrative fee.

The fees for special events permits vary depending on the overall cost recovery structure. Higher application fees (like Portland, Milwaukee, and Seattle) usually indicate that City services are included with the permit. Smaller application fees are usually indicative of policies to recover direct costs for special events.

Application process. The application process for special events is similar across all jurisdictions – application, payment of fee(s), application review, and issuance of permit or appeal. The information requested from applicants and the process of review differs from city to city and is usually connected to the overall cost recovery model (i.e., traffic plans, billing information, financial information for payment, etc.).

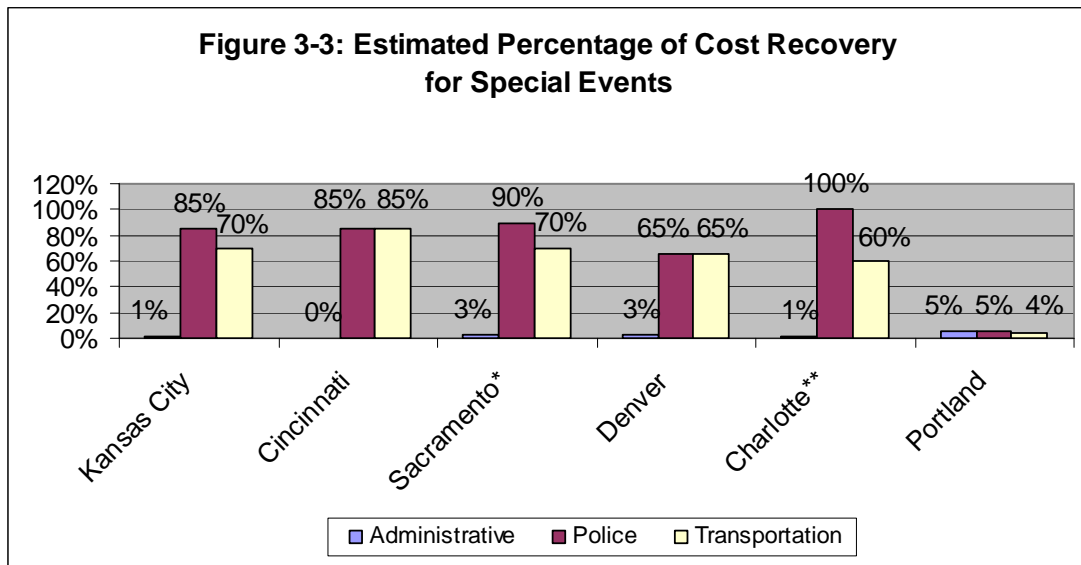
Cost recovery of city services. Of the 23 cities contacted for the rate study survey, only two cities have a formula to capture all of the direct and indirect costs associated with special events. Of the six comparable cities only Seattle has a flat-rate fee for special events. Unlike Portland, Seattle’s rate does vary slightly in that athletic events pay an additional \$0.50 per entrant. Because there is no direct correlation solely between the number of participants and costs for city services Seattle, like Portland, “heavily subsidizes special events.”²⁶ Special event costs are tied to a culmination of factors, including the number of officers required for traffic and crowd control, signage and parking costs, route length, time of the event, and number of participants²⁷. Therefore, the cities with higher rates of cost recovery are cities with policies that require event organizers to pay for the city services incurred as a result of the event.

The most common cost recovery model includes a flat, nominal application fee, followed by planning sessions to reduce costs, and recommendations for the event organizer to use a combination of public and private services to support the event. In most cities event organizers pay 100% of direct costs for non-1st Amendment events. The rationale behind this model is that if event organizers pay for the services they incur, they are more likely to work at cost reduction and low-impact routes usually resulting in better-planned, higher-quality events. This is the general model employed in Charlotte, Cincinnati, Denver, Kansas City, and Sacramento. As Figure 3-1 shows, this model does not decrease the number of events in a given city. And, as Figures 3-2 and 3-3 show, it is common to recover about 5-10% of administrative costs and 60% to 70% of direct costs for special events – far greater than the 5% recovered in Portland.

²⁶ Seattle survey interview. 2008.

²⁷ Chapter 2 outlines the challenges and variables that lead to higher costs for special events in Portland.

Figure 3-2: Estimated percentage of cost recovery for special events



* Maintenance covered by event planners (outside company or city services)

** Cost recovery of off-duty officers only; on-duty paid by City.

*** Seattle is not based on a cost recovery model, but a permit fee schedule based on the number of people, entry fee / no entry fee (from \$220 to \$39,090). Sporting events have an additional \$.50 per entrant charge. Without an itemized list it is difficult to estimate cost recovery.

SOURCE: Rate Study Survey Interviews, estimates based on information provided.

Figure 3-2 reveals a pattern found throughout all of the surveys conducted – while direct costs move toward recovery, indirect costs become the service(s) cities are willing to shoulder. Among the 23 cities surveyed, only Portland and Milwaukee recover less than 30% of the administrative, police and transportation costs. Figure 3-3 places the cities surveyed into three categories: full cost recovery, 90%-30% cost recovery, and less than 30% cost recovery. Cities with flat fees (Milwaukee and Portland – and to a lesser degree Seattle) have a more difficult time recovering costs for city services.

Figure 3-3: Estimated percentage of cost recovery for all cities surveyed

| Full Cost Recovery | 90% to 30% Cost Recovery | | Less than 30% Cost Recovery |
|--|--|--|--------------------------------------|
| Las Vegas, NV New Orleans, LA San Francisco, CA (athletic events) | Albuquerque, NM Austin, TX Charlotte, NC Cincinnati, OH Cleveland, OH Denver, CO Eugene, OR Fort Worth, TX Houston, TX Indianapolis, IN | Kansas City, MO Minneapolis, MN Nashville, TN Oklahoma City, OK Sacramento, CA Seattle, WA Spokane, WA Tacoma, WA Tucson, AZ | Milwaukee, WI Portland, OR |

SOURCE: Rate Study Survey Interviews, estimates based on information provided.

Street use restrictions. Among comparable cities, major arterials, rush hour, noise, safety, transit and construction were the most common reasons to restrict special events. Overall, there

is a willingness to “make events happen” so long as they are safe and do not block traffic during peak hours.

Fee structures for nonprofit and for-profit groups. Portland, Sacramento, Seattle, Charlotte, and Cincinnati do not have separate fee schedules for nonprofit and for-profit groups. As one coordinator stated, police officers cost the same whether it is a nonprofit event or not. Several jurisdictions cited the difficulty of identifying a nonprofit event since many organizations hire professional event promoters to organize their fundraising event – raising issues of equity in differentiating between nonprofit and for-profit events. Cities with separate fee schedules require submission of budgets, financial records, and proof of nonprofit status.

The City of Denver has an Interagency Event Task Force that reviews requests for cash assistance and city services subsidies for nonprofit groups. In order to qualify for cash assistance, the total event budget must be under \$50,000. For an event to qualify for non-cash city services subsidies, total event budgets can exceed \$50,000. However, all events requesting aid must be free to the public, nonpolitical, a secular purpose, and have a major impact (economic, community pride, image, or youth involvement). In exchange, the event must acknowledge city support/sponsorship by providing booth space for the City, acknowledge the City on printed materials, and display City banners.

Insurance requirements. All of the jurisdictions require insurance for special events. Insurance levels are as low as \$500,000 (Cincinnati) with a median level of \$1 million (Charlotte, Seattle, Sacramento, and Portland) with exceptions for high-risk events (Charlotte and Seattle). Denver determines rates on a per-event basis.

Outcomes of the Surveys of Other Municipalities

Overall, based on the surveys of other municipalities, cities are moving toward higher rates of cost recovery for direct services. Cities utilize cost recovery to ensure that special events are well-planned and showcase the beauty of their city. Oftentimes, obtaining full cost recovery is reserved for larger “destination” cities or cities in fiscal crisis. Since the City of Portland does not fall into either of these categories, a more moderate cost recovery model, similar to Charlotte, Cincinnati, Denver, or Sacramento would allow Portland to obtain partial cost recovery for most events and fill a funding gap for small budget events through city sponsorships.

Chapter 4: Participatory Strategies and Stakeholder Meetings

Special events impact everyone. Residents and travelers alike had 123 opportunities to participate in or watch special events. An important aspect to the Special Events Rate Study has been the work of identifying and contacting internal and external stakeholders for brainstorming and feedback. Please see Appendix 4 for more specific information, including specific responses to the event planner survey and specific feedback from stakeholder meetings.

Internal Stakeholders: Primary City Bureaus Affected by Special Event Costs

As earlier chapters have addressed the impact of special events is widespread. Therefore, although special events can affect other City Bureaus, with a flat fee system only primary affected bureaus (Portland Police Bureau (Traffic Division), Portland Department of Transportation, and the Revenue Bureau) benefit from these fees. Portland Parks and Recreation have a separate fee schedule and collection system and are therefore not considered a primary affected bureau. In 2007, special event fees totaled \$31,940. Of this total, about 28% of the fees collected went toward administrative costs (Revenue Bureau), 44% went to police support, and the remaining 28% went to transportation. Figure 4-1 shows the 2007 fee dispersion.

Figure 4-1: 2007 Dispersal of special event fees by bureau

| Event Type | Permit Fee | Number of Events by Event Type | Total Fees Collected | Revenue Bureau Revenue Share | Police Bureau Revenue Share | PDOT Revenue Share |
|-----------------|------------|--------------------------------|----------------------|------------------------------|-----------------------------|--------------------|
| Large Sidewalk | \$0.00 | 21 | \$0.00 | \$0.00 | \$0.00 | \$0.00 |
| Street Use | \$0.00 | 19 | \$0.00 | \$0.00 | \$0.00 | \$0.00 |
| Small Athletic | \$70.00 | 26 | \$1,820.00 | \$1,820.00 | \$0.00 | \$0.00 |
| Small Parade | \$70.00 | 36 | \$2,520.00 | \$2,520.00 | \$0.00 | \$0.00 |
| Large Parade | \$575.00 | 6 | \$3,450.00 | \$690.00 | \$1,725.00 | \$1,035.00 |
| Large Athletic | \$1,150.00 | 9 | \$10,350.00 | \$1,710.00 | \$5,220.00 | \$3,420.00 |
| Extra Large | \$2,300.00 | 6 | \$13,800.00 | \$2,070.00 | \$7,170.00 | \$4,560.00 |
| Subtotal | | | \$31,940.00 | \$8,810.00 | \$14,115.00 | \$9,015.00 |

SOURCE: Revenue Bureau, 2008.

1. Portland Police Bureau. An audit of the Police Bureau conducted in 2000 found that most special events were covered by overtime rather than straight time, and that special events represented about 6 to 10 percent of all police overtime expenses²⁸. This is largely due to the ongoing personnel shortages within the bureau. Other factors affecting police costs for special events are the labor agreement between the City and the Police Bureau which governs overtime rates, number of hours for secondary police contracts (minimum of four hours), and cost of living adjustments. Since police personnel work at all special events requiring crowd and traffic control, police costs can fluctuate with the number, type, and size of events. In 2007, the Traffic Division of the Police Bureau estimated that about \$352,008 was spent on direct costs, including

²⁸ "Police Overtime: Most Recommendations implemented, but more could be done." February 2008. Auditor's Office, City of Portland.

revenue from secondary police contracts. The Police Bureau estimated that an additional \$90,345 was spent in indirect costs for planning and coordination of special events. As the bureau that incurs the highest direct costs for special events, the Police Bureau would benefit most from event organizers paying for the services they use rather than a flat permit fee.

2. Portland Department of Transportation. PDOT has a mixture of direct and indirect costs associated with special events. In 2007, PDOT estimated that about \$84,910 was spent in direct support of special events. These are itemized costs by event for signage, barricades, maintenance, personnel and supervision of PDOT employees providing direct services at specific events. PDOT estimates that an additional \$117,584 was spent in indirect costs for additional barricades, mapping, planning, and personnel costs that were not charged to a specific special event but are identified as resources dedicated to special events occurring in 2007. Like the Police Bureau, there is a correlation between PDOT's costs and the number of special events.

3. Revenue Bureau. As the administrator of special event permits the Revenue Bureau serves as the third primary affected City bureau. All of the Revenue Bureau's costs are indirect. In 2007 it is estimated that the personnel costs to issue permits, plan and facilitate meetings, coordinate routes and communicate between multiple bureaus and jurisdictions was \$189,404. The increase in the number of special events correlates to an increase in staff time, number of personnel dedicated to special events, and costs for administering special events. As the number of special events continues to trend upward so will costs and the complexity of planning and preparing Portland for special events.

The 2007 total direct and indirect costs to provide city services for special events among these primary affected bureaus is \$802,312, after accounting for \$31,940 in fee revenue. The costs to other city bureaus are unknown.

Internal Stakeholder Meeting Summary: July 22, 2008

On July 22, members of the Special Events Committee and representatives from affected City bureaus met to discuss the current special events policies, their limitations, and ideas for new policy options.

The most important outcomes of this meeting were an overall sense that the current policy does not meet the needs of either the event organizers or City bureaus. Key limitations to the current system identified in this meeting are: pricing hasn't kept up with the times, the challenges of permits in multiple jurisdictions, and difficulties of meeting the needs of the event organizers while addressing traffic congestion, construction, and transit. City bureaus were also concerned with finding equity among the different types of events – free speech, parades, neighborhood events, for-profit, nonprofit, etc. – while also maintaining an eye on permit fees and lowering costs.

Key policy ideas identified include: making free speech events different from other events, developing a special events budget, non-profit versus for-profit fees, designated routes with different fee levels attached to them and better defined categories for events. The idea most meeting participants found amenable was an "A La Carte Menu" of options where event

organizers pay for what they use. For example, more complex routes that impact more city services, including traffic, streetcar, police services, PDOT (parking, signage, maintenance), and City planning time would be more expensive for event organizers than a small event using few city services.

External Stakeholders

There are also several external entities that need to be considered in the special events rate study process. In addition to event organizers, promoters and participants, external stakeholders include:

- Travel Portland
- Portland Business Alliance
- Saturday Market
- Neighborhood Associations
- Tri-County Lodging Association
- ODOT
- TriMet
- Pioneer Courthouse Square
- Rose Garden/Convention Center
- Portland residents

These stakeholders represent a broad range of concerns. For example, Neighborhood Associations must balance the costs of their own special events with resident complaints when a special event disrupts their travel or lifestyle. Pioneer Courthouse Square, Saturday Market, and the Rose Quarter are venues who also produce events and have access concerns. ODOT is in a similar position as the City's affected bureaus; however, since ODOT receives full cost recovery for special events on their roads and bridges their concerns are mostly with special events interfering with road/ramp access. TriMet's concerns revolve around safe transit and rerouting schedules (and associated costs for personnel, flyers and signage). Hotels and businesses are in a unique position because access to hotels and businesses are affected by special events; however, special events can also cause a bump in business (depending on location, timing of the event, and event participants).

Lastly, event organizers and promoters view special events as a vehicle to get their message out – whether political, nonprofit, or for-profit. Professional event promoters and non-political, fundraising event organizers view any changes to the special events rate structure as a potential hit to their bottom line. Event organizers and promoters are also concerned about changes that do not encompass the complexity of special events, equity issues, and dramatic rate increases. Within this complex set of concerns the external stakeholder meeting revealed several potential areas where external concerns can be alleviated while still providing City bureaus with some relief.

Free Speech Organizers. One stakeholder group not represented at any meeting is free speech organizers. These organizers are often one-time players who organize their event to promote their message. The primary affected City Bureaus agree that charging “free speech” organizers a permit fee would discourage these stakeholders from planning their events with the City, which could potentially cause transit logjams. The current policy does not address “free speech” events

separately. In order to provide equity within any new policy it is recommended that “free speech” events be defined and permitted separately from other special events.

Events Planner Survey

The rationale behind the survey was to not only engage event planners in the rate study process, but also to test the assumptions made by the Revenue Bureau with regard to where special events occur, the number of repeat players (organizers who plan multiple events and/or events in multiple cities), and learn general perceptions event planners have regarding the special events permitting process. The survey was comprised of 16 questions some multiple choice, others with open answers. The results of the event planner survey reinforced many of the assumptions made by the Revenue Bureau and written comments in the survey laid the groundwork for policy options explored during the external stakeholder meetings. Please see Appendix 4 for the complete results of the event planner survey.

External Stakeholder Meeting Summary: July 23, 2008

On July 23, the Revenue Bureau met with external stakeholders to discuss the current special events policies, their limitations, and ideas for new policy options. Key limitations to the current system identified in this meeting are:

1. The current categories do not capture the complexity of the events taking place in Portland;
2. The City does not provide event organizers with enough information (i.e., costs, impacts, agencies requiring a permit, permit process);
3. It is difficult to get a new route;
4. Multiple permits from several jurisdictions (i.e., ODOT, Multnomah County, Portland Parks) to permit an event; and
5. The City’s structure, including different bureaus with different leadership and priorities.

This meeting accentuated the differences between different types of events. For example, Rick Bauman, Event Director of Providence Bridge Pedal stated during the meeting that he would be willing to pay anything up to full cost recovery; however, other event organizers felt that full cost recovery would hurt their business plans or could inhibit future events. This is an example of one dimension of the complexity among stakeholders within the study. It underscores the need for a flexible fee structure like the “A La Carte Menu,” policy solution that strikes a balance between groups needing a subsidy, groups not needing a subsidy, and the resources the City has the capacity to give.

The ideas that came out of this meeting were a mixture of the need for the City to provide more education and information, concerns regarding whether the City has done enough to address costs internally, and the acknowledgement that the City’s deficits need to be addressed jointly.

Identified options for consideration based on similarities among stakeholders

Several similarities emerged from the first two stakeholder meetings. Both stakeholder groups identified similar concerns and possible solutions. The Revenue Bureau developed a list of 26 policy options that emerged in both meetings for consideration at the joint meeting.

Joint Stakeholder Meeting Summary: July 30, 2008

The primary purposes of this meeting were to evaluate the overarching issue of partial cost recovery for special events while also

1. Bringing together affected city agencies and event planners and organizers to transparently and collaboratively discuss criteria affecting special events;
2. Discussing the issues and options for a proposed new special events fee schedule;
3. Conducting a “straw poll” to evaluate any similarities and differences among the groups;
4. Identifying areas of group consensus; and
5. Recognizing topics of concern or dissent.

Straw Poll Options, Brief Descriptions, and Straw Poll Results

An informal poll was taken during the meeting to assess stakeholder receptivity to different policy options conceptualized during the previous two meetings. All meeting participants were given 8 circular stickers (“dots”) to place under the options they had a favorable reaction to. Participants could place more than one “dot” under any particular option. Figure 4-2 lists the policy option and results of the straw poll.

Figure 4-3: Joint meeting special events straw poll options and outcomes

| Policy Options²⁹ | Straw Poll Results |
|---|---------------------------|
| Designated routes | 34 |
| A la Carte Menu—events pay a percentage of what they use | 20 |
| Events that charge a fee vs. events that don't | 18 |
| Special events budget for police | 17 |
| Restructuring criteria of the types of events | 16 |
| “Credits” system for events with large economic impact | 14 |
| Nonprofit vs. For-profit rate system | 11 |
| Fees based on size of the event | 9 |
| Fees based on location of event | 7 |
| Fees based on local impact (i.e., percentage donated to charity, economic impact) | 6 |
| City pays for a certain amount of intersections – flat rate for each intersection beyond that | 5 |
| Special events budget for the City of Portland. Fees based on routes designated by the city – outside routing at 100% costs to the events planner | 5 |
| Permitting fees/pay for each event within an event | 4 |
| Incremental increase | 4 |
| Neighborhood/School rate system | 4 |
| Free Speech pays too | 4 |
| Cost of Living increase dating back to 2001 (the time of the last rate review) | 3 |
| City sponsorship of up to 5 events | 3 |
| Participant surcharge | 2 |

²⁹ Descriptions of policy options are outlined in previous section.

| | |
|--|---|
| Full cost recovery | 1 |
| City pays costs up to a certain amount – event planners pay the balance | 1 |
| Fees based on per mile calculation | 1 |
| Annual cost of living review tied to rate changes | 1 |
| Do Nothing | 0 |
| Events pay <i>police</i> personnel costs only (up to 100% of personnel costs they incur excluding planning time) | 0 |
| Events pay <i>public works</i> personnel costs only (up to 100% of personnel costs they incur excluding planning time) | 0 |
| City pays for a certain number of intersections – planners pay for percentage of what they use over that | 0 |
| Flat percentage increase | 0 |

Other areas of concern and/or new ideas formed at this meeting included:

- The need for early notification of fee changes
- The need for incremental rate changes
- Increases up to 20% (this was the level tentatively established as the willingness to pay threshold – anything up to 20% of costs)
- An acknowledgement of changes in special events costs (i.e., changes to sponsorships, rising costs to employ people to work at special events – people working for event promoters and/or the city, etc.)
- Limit the number of parades per month just like athletic events (currently limited to two per month, events beyond two per month pay a secondary police contract)
- The need to develop specific criteria for special events fees

Joint Meeting Outcomes

The most important outcome of the meeting was a general willingness to work together to develop an equitable solution to the challenges with the current special events policy.

Common themes of the discussion:

- The need for increased communication between event promoters and city bureaus
- The need for education regarding how an event can impact the city
- The need for reevaluation of the differences and similarities among events (i.e., athletic events versus free speech events) and how that affects a fee schedule
- Openness to collaborate on routing that creates the lowest costs and impact on citizens and city services
- Collaboration and identification of the variables involved in special events (addressing the complexity) will lead to an equitable solution
- If the Revenue Bureau addresses the confusing information and criteria, it will lead to better communication, customer service, and efficiency – ultimately leading to lower costs for the city and event planners/promoters

Areas with the most straw poll votes that also generated positive discussion after the vote:

- Restructuring criteria of the types of events (addressing complexity)
- Events that charge a fee vs. events that don't
- Designated routes (several routes of various lengths and costs)

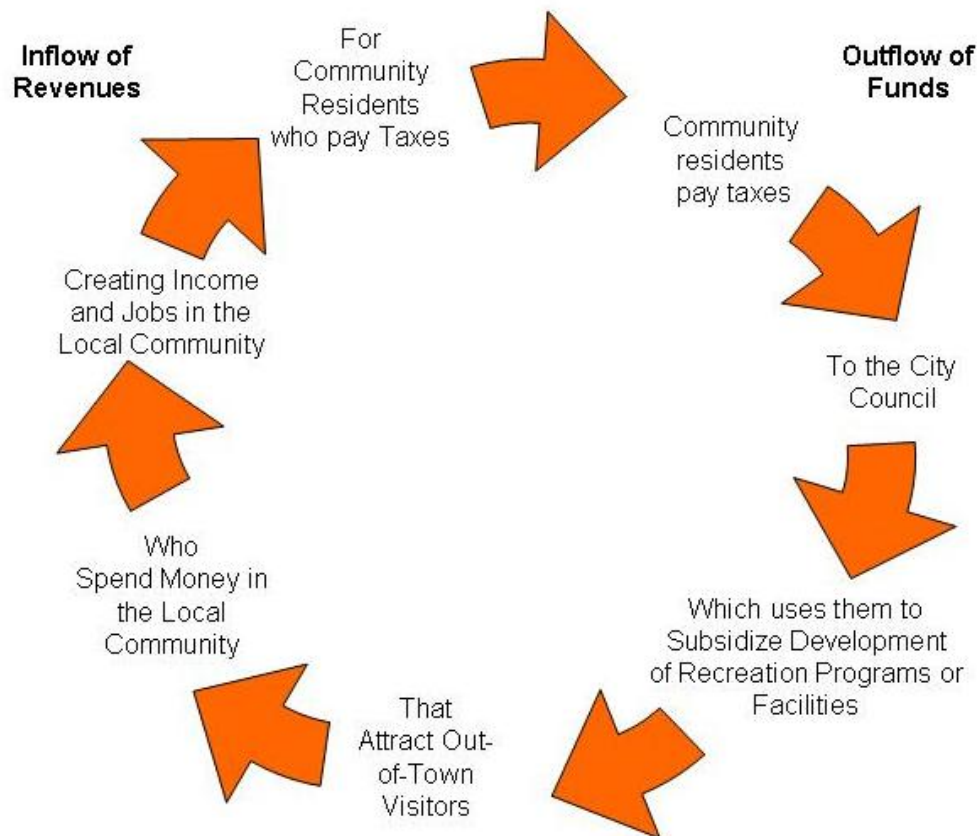
- “Credits” system for events with large economic impact
- Fees based on size of the event
- Special events budget
- “A La Carte Menu” – events pay a percentage of what they use

The commonalities among each of the above ideas are that as business people and event planners wish to have choices offered to them that allow for easier planning at a lower cost. The “A La Carte Menu” option allows event planners to choose the level of complexity their event will entail through a checklist that will communicate to planners about bureau planning times and the costs involved. This meets the earlier criteria of addressing the complexity issues, and provides education and communication. This option emerged as the strongest policy option to address stakeholder and city concerns.

Chapter 5: Economic Impact of Special Events

One of the primary reasons local governments decide to subsidize the costs of special events are that these events have perceived positive economic impacts on the local economy which offsets the costs to the City. This is primarily because event organizers prepare economic impact statements which show the positive impacts of their event using a traditional input-output model. It is important to recognize that the rationale behind economic impact statements is to demonstrate to a city's governing body that for every dollar invested in an event brings back "X" dollars to the community, statements which often go unchallenged³⁰. A closer look at economic impact statements demonstrates why administrators should carefully consider the information contained in these reports. This is particularly important in the development of policy recommendations that balance recovering city costs and providing subsidies to events that benefit the City. The rationale behind economic impact statements is outlined below in Figure 5-1.

Figure 5-1: Conceptual Rationale for Economic Impact Statements



SOURCE: Crompton, Measuring the economic impact of visitors to sports tournaments and special events, 1999.

³⁰ Crompton, J.L. (1999). *Measuring the Economic Impact of Visitors to Sports Tournaments and Special Events*. National Recreation and Park Association. p. 13.

As Figure 5-1 exemplifies, the rationale for economic impact statements is usually to show city government that their investment was sound and that it should be replicated year over year. Additionally, oftentimes economic impact statements imply that government subsidies fill a funding gap that would not be replaced – meaning that without government support, private industry would not fund special events – an implication that the surveys of other municipalities contradicts. What is often not addressed in this model are that job creation is usually brief and limited to a few sectors, and, more importantly, that residents are viewed primarily as funders rather than partners or beneficiaries.

One of the challenges administrators face is determining the accuracy of the information contained in an economic impact statement.

Because economic impact studies use complex procedures and produce quantifiable outcomes, often there is a presumption in the minds of “bottom-line” oriented audiences who are unfamiliar with the technique that the analyses are “scientific” and, hence, the outputs are objective and unequivocal. This is fallacious. They offer a misleading guise of statistical sophistication. Economic impact analysis is an inexact process and output numbers should be regarded as a “best guess” rather than as being inviolably accurate. Indeed, if a study was undertaken by five different individuals, then it is probable that there would be five different results³¹ (Crompton, p. 16-17).

Since economic impact statements are an inexact science created to show the benefits of an event, then it not surprising that most economic impact statements do not include the costs or even the negative impacts an event has on a community. In fact, most economic impact statements use an input-output model that only calculates the “new money” that comes into a community, disregarding money spent by residents as well as the costs of planning and producing the event³².

Because most economic impact studies disregard the costs of an event – they provide the gross economic benefits rather than the net economic costs and benefits – economic impact studies should not be confused with cost-benefit analyses³³. Additionally, economic impact studies are based on an input-output model which not only disregards the costs but is also based on these assumptions: (1) that resources are supplied without constraint, (2) there is a constant proportion of value added and output, and (3) price effects, financial effects, and government behavior are all treated as neutral³⁴. These assumptions are faulty because prices change, wages change, taxes increase and decrease, etc., all of which limit the effectiveness of economic impact studies based on this model. Figure 5-2 shows the costs of special events that are oftentimes not included in economic impact studies, either because they are difficult to research, hard to quantify, or because it shows the net economic impact is lower than the gross economic impact.

³¹ Crompton, J.L. (1999). *Measuring the Economic Impact of Visitors to Sports Tournaments and Special Events*. National Recreation and Park Association.

³² *Id.*

³³ *Id.*

³⁴ Dwyer, L., Forsyth, P., and R. Spurr. (2005). “Estimating the Impacts of Special Events on an Economy.” *Journal of Travel Research*. 43: 351-359.

Figure 5-2: Costs of special events usually not included in economic impact studies

Infrastructure Costs

On Site:

- Equipment (public and private)
- Supplies (public and private)
- Labor (including police, maintenance, and special events staff)
- Time (including planning time, day of event time)

Off Site:

- Traffic congestion
- Road accidents
- Vandalism
- Fire and police protection
- Environmental degradation
- Garbage collection
- Increased prices for local residents in retail and restaurants
- Loss of access (to businesses, residential, etc.)
- Disruption to resident's lifestyle (non-participants, non-spectators)
- Cultural and social compatibility issues
- Overcrowding

Displacement Costs

- Visitors who would have otherwise come to the community but do not
- Impact of business moving elsewhere (i.e., increased business in another location (outside Portland) during a special event)

Opportunity Costs

- "For an investment of public money to be justified, it must meet the criterion of 'highest and best use.' That is, it should yield a return to residents that is at least equal to that which could be obtained from other ventures in which the government entity could invest. Opportunity cost is the value of the best alternative not taken when a decision to expend government money is made" (Crompton, p. 34, 1999).
- It is difficult to quantify whether a different event (or public spending in another area) would be more beneficial; however, it is easy to see that within the current system event organizers would have little incentive to consider opportunity costs.

SOURCE: Crompton, 1999³⁵; Ritchie, 1984³⁶.

Does this mean that special events do not have a positive economic impact on the City? No, but it does demonstrate the need to look at economic impact studies with a critical eye to determine whether subsidizing special events at the current rate is the best use of public funds, as well as critically asking which events have the greatest benefits for residents, and if the City is filling a funding gap or underwriting an activity that private industry would fund without a 95% City subsidy.

³⁵ Crompton, J.L. (1999). *Measuring the Economic Impact of Visitors to Sports Tournaments and Special Events*. National Recreation and Park Association.

³⁶ Ritchie, J. R. B. (1984). "Assessing the Impact of Hallmark Events: Conceptual and Research Issues." *Journal of Travel Research*, 23, 2-11.

Chapter 6: Policy Recommendations

During the course of this rate study review, several policy options emerged that would improve the special events program. The recommendations set out below are specific actions that would make a difference to the City's approach to special events. They are not the only solutions, however, the recommendations outlined here present an overview of the best possible means to address the complex set of issues within the special events program based on financial and policy analysis, interviews with other municipalities, and stakeholder input. It is recommended that any new policies be implemented incrementally, that fees go directly to the bureaus rather than the general fund, and that all fees are subject to an annual CPI adjustment.

1. **Formal routing recommendations for event organizers.** Due to the direct correlation between an event's route and the cost for city services, the City should consider the development of a database of low-, medium-, and high-impact routes requiring various levels of city services. This will result in a fee schedule based on routing and the costs associated with servicing particular routes. Establishment of these routes would be based on traffic studies, transit schedules, avoidance of MAX/streetcar tracks, and use of intersections that require fewer police for traffic control – along with other factors to affect the cost of city services. For example, if an event organizer wants a “deluxe” event requiring a high level of service (i.e., a route that crosses bridges, MAX tracks and reroutes traffic on major arterials) then the organizer would pay more than an event that chooses a lower-impact route. While event organizers will not be required to use these routes, routing recommendations provide a basis for discussion to strike a balance between larger, big-budget events and smaller, volunteer-based events.
2. **“A La Carte Menu” of city services and associated costs.** Since the cost of a special event can be accurately estimated, the City should develop a “menu” of costs utilizing the criteria that affect the overall costs to service special events (i.e., location, length of event, transportation (streetcar, barricades, maintenance) impacts, and number of police personnel needed). By working with the Special Events Coordinator to reduce costs, event planners would pay a percentage of the total costs of the city services they use. This recommendation, like the formal routing recommendations, balances city resources with event budgets. The Revenue Bureau proposes that event organizers pay an administrative fee plus 20% of city services rendered. The bureau also recommends 5% annual increases to reach a level of 30% to 40% costs recovery of direct services.
3. **Separate “Free Speech” permit.** The City should consider creating a separate “Public Assemblies” permit for demonstrations and free speech events serves as a “best practice” among other municipalities. “Free speech” events tend to be one-time, grassroots events. As events that encourage community discourse that are free and open to the public, the Revenue Bureau seeks to continue to receive notification through the development of a free “Public Assembly” permit for moving events on city streets and sidewalks, but will not seek cost recovery for these types of events. This achieves the City's objective of providing traffic plans and crowd control while continuing the tradition of “free speech” being free on Portland's streets. Like other events, “free speech” organizers will be encouraged to use routes that both meet their objectives and have a lower impact on city services.

4. **Provisions for “events within an event.”** If the City decides against changing the current flat fee system, it is recommended that the City develop fees to address the additional planning and resources for events within an event (i.e., 5K, half-marathon, marathon, bike ride, and walk all under one “Event X” permit). Currently, events pay one fee based on the name of the event rather than separate fees for each event within one event banner. Multiple events with different routes increases traffic impacts, planning time, personnel, and the overall burden an event has on city resources.

For additional policy options and opportunities for improving the special events program see Appendix 5.

About the Author

Jennifer McFarland is a Master of Public Administration Candidate at Portland State University’s Hatfield School of Government. During the summer of 2008, PSU selected Ms. McFarland to participate in the Oregon Performance Fellowship Program, which places top national graduate students throughout Oregon to work on projects aimed at improving the performance of state and local agencies. The Revenue Bureau sponsored Ms. McFarland’s Fellowship to analyze the Special Events Program and provide recommendations for improved performance. Ms. McFarland has a combined ten years of professional experience in the public, private and nonprofit sectors.

Appendices available online at:

www.portlandonline.com/omf/index.cfm?c=49032.

This document is available in alternate formats upon request.

Appendix 1: Chapter 1

Revenue Bureau Background

The Revenue Bureau was formed with the following goals:

- Improve the City's ability to respond to and effectively serve its customers whether in person, over the phone, or via the Internet
- Create easier, more centralized access for citizens, businesses, and other jurisdictions to do business with the City
- Continue its emphasis on revenue collection
- Achieve ongoing savings due to improvements in system delivery and process

The Revenue Bureau is composed of the following programs: License and Tax, Operations, and Business Solutions. The Business Solutions program provides business support and systems support for the City's automated utility billing system. Through these programs, the bureau strives to provide outstanding service, to efficiently and equitably collect revenues to fund essential City services, and to provide regulatory oversight to promote safety and livability. The Revenue Bureau collects several types of revenue:

- Business license revenue, one of the largest sources of General Fund revenues for the City, receipts will be about \$75.7 million in FY2008-09, with an additional \$52 million anticipated to be collected for Multnomah County
- Regulatory revenues of approximately \$650,000
- City Transient Lodging tax collections of over \$16.1 million in FY 2008-09
- Business Property Management revenues of approximately \$4 million, dedicated to business improvement districts

The License and Tax Division (LTD) provides revenue collection and regulatory oversight for the City of Portland Business License Tax/Multnomah County Business Income Tax. LTD also administered the Multnomah County Personal Income Tax (ITAX), a three-year personal income tax to raise approximately \$125 million per year to support funding for schools, public safety, health, and senior and youth programs.

The transient lodging tax program administers the City of Portland and Multnomah County hotel tax laws within the boundaries of Portland including processing and validating tax returns, collecting taxes, auditing accounts for accuracy, maintaining appropriate records, and assisting operators in complying with tax regulations. City Transient Lodging tax collections are expected to exceed \$14 million in FY 2008-09. This program also provides approximately \$3 million in funding for the Portland Oregon Visitors Association to support tourism activity and approximately \$14 million for Multnomah County.

Business Property Management administers the Downtown and Lloyd property management programs to support business improvement districts generating approximately \$4 million in revenue that is dedicated to those districts.

Defining Special Events

The Bureau issues permits and assesses fees “for walks, marches, parades, athletic events or other processions in streets or on sidewalks based on the need to maximize the safety of street and sidewalk use participants and others; minimize[s] inconvenience to the general public and disruption of public services caused by street and sidewalk use permits; and, provide[s] the public with the opportunity to exercise constitutionally protected rights of assembly and expression³⁷.”

Examples of 2007 special events:

- Walks: Gig Walk for Awareness, Kids making Miracles Candlelight Procession, Wellness Within Reach Walk
- Parades: MLK Every Day, NE Neighborhood St. Patrick’s Day Procession, Portland Pride Parade, Macy’s Holiday Parade, Rose Festival’s Grand Floral Parade
- Athletic Events: Portland Marathon, Bridge Pedal, Shamrock Run, Race for the Roses, Cascade Runoff, Swan Island Classic, Race for the Cure
- Other Processions: March 18 Coalition March, Peaceful Demonstration, Diversion Art Costume Procession

In a survey of Portland’s special events planners and promoters, 17 of 35 respondents stated that they received permits from multiple agencies³⁸. This is not uncommon, as most cities have separate permits for noise ordinances, parks, and state highways, and many municipalities have intricate categories for special events including events that require multiple permits³⁹.

A serious challenge to this study is that there is no citywide definition of “special events.” Not only does this provide challenges to tracking costs but it also creates challenges to knowing where special events are occurring and if there are adequate resources to support these events.

Events which are entirely static and take place on city streets (i.e., neighborhood block parties and street festivals) are regulated by the Community Events Coordinator at the Portland Department of Transportation (PDOT). Events on parks property (i.e., Portland Waterfront Blues Festival, Bite of Oregon, Oregon Brewer’s Festival) are regulated by Portland Parks and Recreation. The Revenue Bureau provides event planners and promoters with a list of contacts regarding who to contact for “other permits” but currently there is no “one-stop permitting” for special events in Portland⁴⁰.

There are multiple definitions for special events. For example, PDOT tracks “free speech” events separately from other special events and includes a broader range of events while tracking their costs. The Portland Police Bureau also defines “special events” differently, by including political motorcades and escorts, air shows, and conferences in “special events,” events the Revenue Bureau does not regulate.

³⁷ Street and Sidewalk Use Administrative Rules, City of Portland, Revenue Bureau.

³⁸ See Appendix 4 for complete event promoter survey results.

³⁹ See Appendices 3 for questions and results of surveys conducted with other municipalities.

⁴⁰ Several other municipalities have instituted “one-stop permitting,” please see Appendix 3 for more information.

Statement on Financial Data

Financial data within this report has been cross-checked from the program level to the City's Financial Planning Division. Arriving at the city costs for special events presented several problems, including multiple center codes that do not fully align with special events regulated by the Revenue Bureau, timesheets that do not accurately report the proper center codes for overtime hours, and changes to personnel who provide tracking for special events. Although not official data, in coordination with the Financial Planning Division and multiple fiscal offices, program-level accounting of event costs on a per-event basis were found to be the most accurate sources for tracking the costs of special events; however, all costs listed should be viewed as estimates.

Special Events Permitting Background

Figure A1-1 outlines the "Services Traditionally Provided by the City" as determined in 1989. These were the "basic services" the City Council determined the city should provide.

Figure A1-1: October 30, 1989: services traditionally provided by the City

| Bureau and Services |
|--|
| <u>Fire Bureau</u> <ul style="list-style-type: none">• Float inspection |
| <u>License Bureau⁴¹</u> <ul style="list-style-type: none">• Vendor verification |
| <u>Maintenance Bureau</u> <ul style="list-style-type: none">• Barricades, cones, signs, and other traffic control devices• Signal modification• Senior seating benches• Paint honor lines |
| <u>Police Bureau</u> <ul style="list-style-type: none">• Alternate police service• Communication dispatch• Traffic control• Crowd control• Route planning• Crowd control planning |
| <u>Traffic Management</u> <ul style="list-style-type: none">• Assistance at events• Planning and organization• Maps• Parking removal |

SOURCE: Exhibit A: Resolution No. 34636, City of Portland, October 30, 1989.

Figure A1-1 provides a mere snapshot of city services required to plan and implement a special event within the City of Portland. This rate study revealed multiple layers of criteria that create a complex web of planning for special events, requiring the agency's Special Events Coordinator to manage activities with city, county, and state agencies to ensure public safety – a level of complexity that did not exist in 1989. Based upon the services listed in Figure A1-1 and the

⁴¹ Prior to 1993, administration of Special Events resided in the Mayor's Office, not Licensing, Figure 1 does not list administrative services provided to permit special events.

determination that the bureaus will provide services for special events for a nominal fee, the fee schedule approved by the City Council in 1989 (Ordinance No. 162891) included a 4-tiered system (outlined below in Figure A1-2) based on an event’s scheduling, route review and support service needs.

Figure A1-2: 1989 Special events permit fee rate schedule

| Classification | Criteria | Fee |
|----------------|---|-------|
| Class A | Events requiring scheduling and route review. | \$50 |
| Class B | Events requiring scheduling, route review and police support. | \$50 |
| Class C | Events requiring scheduling, route review, police support, maps and traffic control devices. | \$165 |
| Class D | Events requiring more than 20 hours of coordinating and planning time by traffic police and traffic engineer. | \$300 |

SOURCE: Exhibit A, Ordinance No. 162891, City of Portland, 1989.

This tiered system of categorizing special events serves as the foundation of the current system. In 1989, the administrative rules also established participant requirements for events larger than 12 blocks (i.e., athletic events must have at least 750 people athletic events held within the central city), requirements for a closed course, pacing requirements for athletic events (12 minutes/mile), and insurance requirements for special events.

By 2001, at the time of the last rate review, classifications and fees had changed with the addition of a “Class Cb” as well as “extra services.” Figure A1-3 outlines the classifications, fees, and fee allocations in 2001.

Figure A1-3: Special events permit fee rate schedule (amended 1/11/96; interim amendment 1/24/01)

| Classification | Criteria | Fee | Fee Allocation |
|----------------|---|---------|--|
| Class A | • Events requiring scheduling and route review. | \$57 | Admin. |
| Class B | • Events requiring scheduling, route review and police support. | \$70 | Admin. |
| Class Ca | • Events requiring scheduling, route review, police support, maps, and traffic control devices, and which do not charge an entry fee to participants. | \$575 | Admin. \$115.00 Police \$287.50 Maint. \$172.50 |
| Class Cb | • Events requiring scheduling, route review, police support, maps, and traffic control devices, and which do charge an entry fee to participants. | \$1,150 | Admin. \$190.00 Police \$580.00 Maint. \$380.00 |
| Class D | • Events requiring more than 120 hours of City staff time to coordinate, plan and execute. | \$2,300 | Admin. \$345.00 Police |

| | | | |
|----------|-----------------------|-------|-----------|
| | | | \$1195.00 |
| | | | Maint. |
| | | | \$760.00 |
| Extra | • Signal Modification | \$288 | Maint. |
| Services | • Street Sweeping | \$288 | Maint. |
| | • Ramps for floats | \$288 | Maint. |

SOURCE: Revenue Bureau, Administrative Regulations, 2001.

Special Events Roles and Responsibilities

Revenue Bureau Role in Special Events

Since 1994, the Revenue Bureau has served as the administrator for moving special events. Outlined below are the internal processes for administration of new and annual special events. Figure A1-5, “Revenue Bureau Special Events Program Application Process Flowchart,” provides a visual representation of the internal and external processes including the appeal process.

Special Events Committee

The role of the Special Events Committee is to review the application for special events permits after an initial review by the Special Events Coordinator and/or Regulatory Specialist in the Revenue Bureau.

The members of the Special Events Committee are:

- Special Events Coordinator, Revenue Bureau (Chair)
- Bureau of Police
- Bureau of Fire
- Bureau of Maintenance
- Tri-Met
- Bureau of Transportation Engineering
- Bureau of Traffic Management
- Parks and Recreation
- Office of Neighborhood Involvement
- Three citizen representatives

Internal special event application process for new and annual events: New event not requiring a formal meeting with the Special Events Committee

Special events promoters/organizers contact the bureau by phone or email to learn about the process for obtaining a permit for their event. The Special Events Coordinator (SEC) determines whether the event is a new or an annual event. If it is a new event, the SEC works with the planner to set a date that does not conflict with other events. The SEC then sends an application to the event planner and requests it be returned as soon as possible to reserve the date and begin coordination of the event through the Special Events Committee. Upon receipt of the application, it is sent to members of the Special Events Committee, and data from the application is entered into the special event database by the SEC or Regulatory Specialist. After receiving comment

from the Special Events Committee, if there are no problems, the permit is issued to the event organizer.

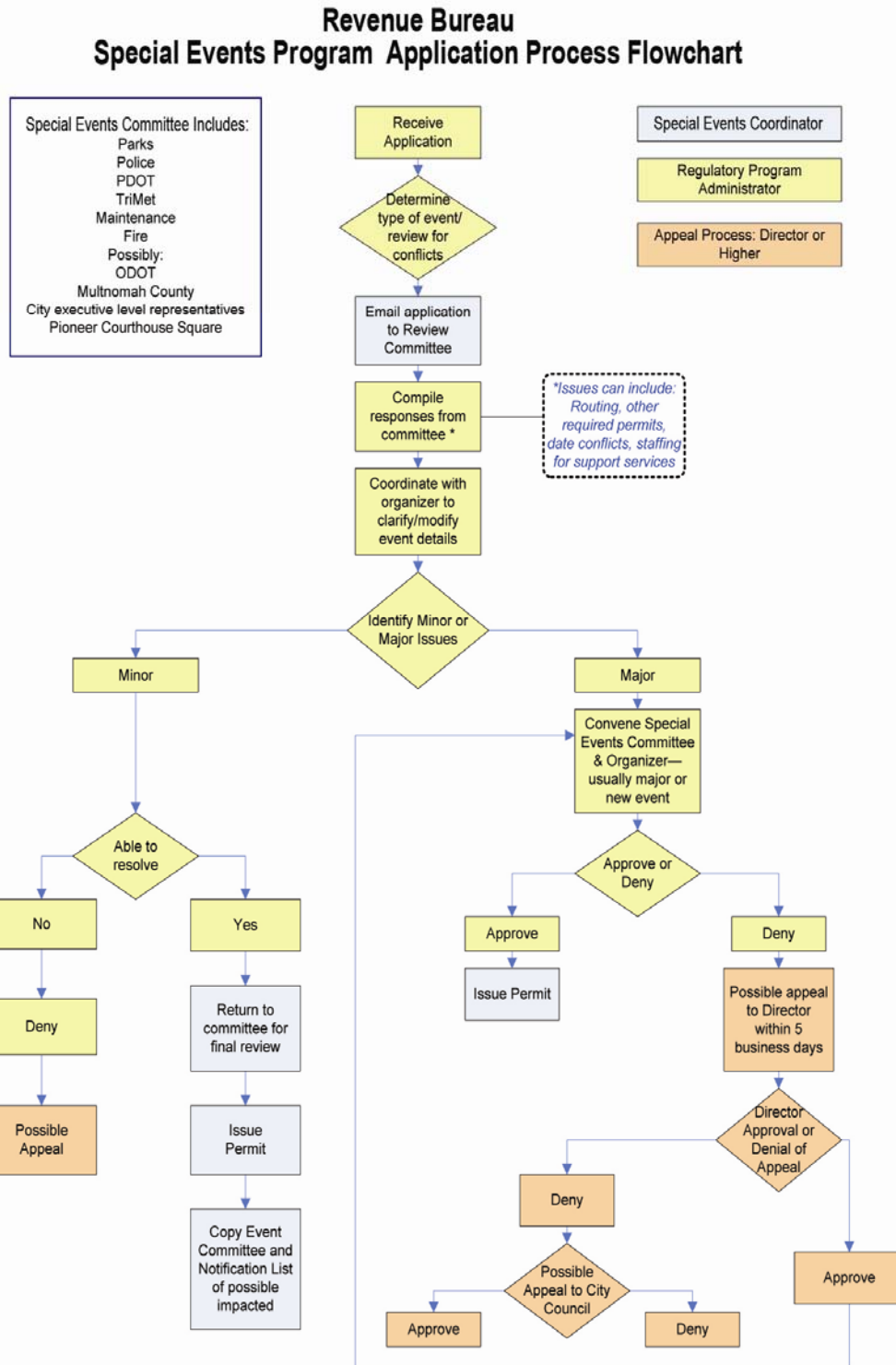
The SEC inputs the date, time, and other information from the application into an approval letter, which is sent along with a copy of the application and route map to the applicant and special event committee. The database is then updated to show the permit has been approved and the event is filed in its appropriate monthly event folder.

If the event poses problems for the Special Events Committee (ranging from a date conflict to use of roads with construction) then the SEC contacts the event organizer to discuss the options. If an agreement can be reached over the phone, then the Special Events Committee is contacted for final comment, and if no problems the letter and permit are issued.

Annual event not requiring a formal meeting with the Special Events Committee

In late September or early October, the SEC goes into the database for the previous year's events and revises the dates for the coming year. The database information is mail merged onto a renewal letter for event organizers. The data are checked for any possible conflicts (as there may already be events on the calendar for the next year). The renewal letter is sent to event organizers along with an application and a deadline of December 31 for receipt of the application. Once applications are received they are scanned and the database is updated on a continual basis. After the deadline, the scanned applications and route maps are sent one at a time to the Special Events Committee for review. The SEC tracks all issues and feedback received regarding annual events. Sidewalk events without problems are issued permits. Once most of the applications have been received, the SEC convenes a Special Events Committee meeting to review the annual events. Together, the committee reviews the calendar and determines whether each event is OK to issue or

Figure A1-5: Special events flowchart



there needs to be an individual meeting with the event organizer. On “OK to issue” event applications, an approval permit letter is sent out to the event organizer and the members of the Special Events Committee.

On permits where a meeting is necessary (new or annual), schedule meetings with Special Events Review Committee and event organizers

For large events, events that require substantial police, maintenance and/or transit disruptions, a meeting is scheduled with the Special Events Committee and Event Organizers. At the meetings, issues are discussed and consensus is built between event organizers and the Special Events Committee. Sometimes this means rerouting an event; other times, it means the City accommodates the event organizers’ requests. There is a draft summary sent to the organizer and meeting participants after each meeting. After all issues have been resolved (which may require multiple meetings) the permit is issued with a permit letter and map. If any revisions are requested at a later time, the organizer must coordinate changes through the SEC. If another meeting is necessary the SEC will schedule it with the organizer and Special Events Committee. After the revisions are approved the SEC will issue a “Revised Permit Letter” and send it to the applicant and Special Events Committee. Due to the complexity of the transportation system, it is important to have input from Tri-Met, Portland Police Bureau – Traffic Division, Portland Parks and Recreation, PDOT, ODOT, and Multnomah County. The SEC is charged with planning meetings early to acquire as much feedback as possible.

The SEC also reminds all applicants of the following important information:

- a) They must make proper notifications to businesses and residents along the street/route. The Bureau usually requires pamphlets, signage along the street and door to door notifications where possible at least 10 days prior to the event. They must also send copies of all notifications to the SEC
- b) Those who need insurance must send the insurance certificate prior to the event
- c) Payment of the permit fee must be sent prior to the event
- d) Monitors must be present at all events with identifying clothing, hats, arm bands, or other means of identification visible to police and participants
- e) Pace of athletic events must be 15 minutes or less. The organizer is responsible for telling participants of the pace and moving them off the streets if they don't keep up the pace
- f) The permit is issued for the time of the actual procession, not set up and tear down (in some cases that is included)
- g) PDOT must approve the traffic control plan
- h) Where support from the Police Bureau is to be paid by the organizer, a secondary employment contract must be signed with the Police Bureau. The organizer in all event classes except large and small sidewalk must always contact the Traffic Sergeant prior to the event for instruction
- i) There must always be a “day of event” contact available to the Traffic Sergeant
- j) Organizers are responsible for ensuring all other permits have been applied and approved (i.e., bridge closures for either Multnomah County or for ODOT or use of a city Park)

- k) Anyone not using police as traffic control must obey all traffic laws

Special Considerations: 2008 Streets not to be used by Special Events

One of the primary challenges to special events is the ongoing construction downtown. Listed below are the streets that cannot be used for a special event unless given specific approval by TriMet, Police and Transportation (PDOT).

1. SW 3rd Avenue (temporary bus mall)
2. SW 4th Avenue (temporary bus mall)
3. SW 5th bus mall under construction
4. SW 6th bus mall under construction
5. SW Columbia (major bus route)
6. SW Jefferson (major bus route)
7. SW Clay (major bus route)
8. SW Yamhill (Max Train route)
9. SW Morrison (Max Train route)
10. Steele Bridge (under construction)
11. Eastbank Esplanade for timed athletic events
12. Westbank Esplanade unless approved by Parks
13. SW Market from 3rd to 1st
14. SW 1st from Market south
15. Potentially any street car crossing and/or MAX crossing

Application Review

All applications are subject to review and must meet the following criteria as determined by the Special Events Coordinator:

1. The event, as proposed, can function safely.
2. The diversion of police resources to support the event will not deny reasonable police protection to the city.
3. City resources, if required, are available to stage the event.
4. The event will not cause undue interference with previously approved construction, maintenance or other activities.
5. The event will not cause undue interference with public transit systems or use of rights-of-way by the general public.

If one or more applications are received for an open date, the Revenue Bureau will decide to which applicant to grant the permit based on the following criteria:

1. Purpose of event and how it relates to established priorities of the City;
2. Commitment of sponsors;
3. Experience of event organizers;
4. Size of event and route requested; and
5. Date application received.

Additionally, the Revenue Bureau may decide to leave the date open and reserves the right to limit the number of special events based on the availability of city resources.

Applicants are advised not to advertise an event until they receive approval from the Special Events Coordinator that the permit will be issued.

Additional Permit Conditions

After the special event application has been approved a permit will be issued contingent on the following conditions:

1. **Fees** – Fees for events are to be paid at least 30 days prior to the event.
2. **Notifications** – Organizer will notify affected neighborhoods and businesses at least 14 days prior to the event. Copies of notifications will be sent to the Special Events Coordinator at least 6 days prior to the event and include a list of those notified.
3. **Signage** – Organizer will post signage appropriate to the event. At and around major intersections and traffic areas, signage such as sandwich boards may be required 7 days prior to the event.
4. **Volunteers** – Organizer will adequately supply volunteers to staff positions along the route. Volunteers will be instructed to assist in staging a safe and orderly event. Volunteers must be easily identifiable through some form of badge, arm band, bib, shirt or cap. Volunteers will remain on post until advised by Portland Police Bureau that they are no longer required. Proof of adequate number of monitors shall be provided upon request of the Special Events Coordinator at least 5 days prior to the event.
5. **Sidewalk use** – Sponsors who are issued event permits utilizing sidewalks or pedestrian pathways are required to obey all traffic regulations and cross only at legal crossing points. Painting on the sidewalk or other fixtures to mark the route is prohibited. Participants are not allowed to block normal pedestrian traffic or entry into residential or business establishments.
6. **Insurance** – Sponsors of events shall provide insurance coverage of not less than \$1,000,000 combined single limit per occurrence, with aggregate of \$1,000,000 for bodily injury or property damage. A copy of the insurance certificate must be received by the Special Events Coordinator prior to the event.
7. **Pace** – Organizer will ensure that all participants are aware they must maintain an overall pace of 15 minutes per mile during athletic events. The Police supervisor may adjust the pace as necessary for the safety of runners. Participants who fall behind will be required to move to the sidewalks upon request by the Portland Police Bureau.
8. **Route** – Routes for events will not be changed unless specific approval is given by the Special Events Coordinator. The Police Supervisor may approve changes on the day of the event.
9. **State Highways** – Large events utilizing areas around ramps to state highways will be required to apply for and coordinate closures with the State of Oregon. Example: I-405 ramp at SW Harrison Street.
10. **Other closures** – Permits are issued with a set starting and ending time. These times will not be changed without permission from the Special Event Coordinator or on the day of the event by the Police Supervisor. Resumption of normal traffic in these areas will occur at the end time specified on the event permit. Any participant left on the course will be required to move to the sidewalks.
11. **City Resources** – Availability of resources, including Police Officers for the event may inhibit the City's ability to issue a permit. Event planners/promoters may be required, depending on the event size, etc. to pay for police resources.

12. **Small Athletic Events** – Small athletic events are required to pay off duty police officers to support the use.
13. **Other factors for athletic uses** – Except for small athletic uses, athletic events that require continuous support of the Police Bureau are limited to two per month. Athletic uses consisting of road runs shall be held on Sundays or holidays with starting times no later than 9:00 a.m. Exceptions are permitted with prior written approval of the Special Events Coordinator.
14. **Annual Events** – Annual events are those that occur annually on or about the same time each year. Dates for annual events are reserved until January 31 of each year.

Additional Permits

Organizers are responsible for ensuring all applicable permits are in place prior to the event. These include but are not limited to, park use, other venues, noise permits and bridge closures.

Courtesy Towing

Holders of City permits which reserve specific areas for activities such as Film/Video production, special events or construction are allowed to remove, by towing, vehicles legally parked in the reserved area. In such instances, the permittee pays the tower based on the “Tow by the Hour” rate established in the Tow Contract.

Appeal Process⁴²

A sponsor whose application for a street and sidewalk use permit is denied or modified may appeal the denial or modification by filing a written notice of appeal with the Bureau Director no later than five business days following receipt of notice from the Revenue Bureau that the application for a permit is denied or modified.

The burden of persuasion is on the sponsor. The sponsor may provide written or oral evidence to the Bureau Director in support of the sponsor’s appeal. If written evidence is to be presented, it shall accompany the sponsor’s notice of appeal. If the sponsor wants to present oral evidence, the sponsor shall request a hearing before the Bureau Director in the sponsor’s written notice of appeal.

The Bureau Director shall schedule any requested oral presentation as soon as reasonably possible, but no more than five business days, following receipt of the notice of appeal by the Revenue Bureau. The Bureau Director shall make a decision on the appeal as soon as reasonably possible following conclusion of presentation of additional evidence by the sponsor, but no more than five days following conclusion of presentation of evidence. The decision of the Bureau Director may be appealed to City Council, but only after the sponsor has exhausted the administrative remedies provided by Code and Administrative Rules. In any appeal to City Council, no additional evidence may be presented and City Council will make its decision based on the evidentiary record before the Bureau Director.

⁴² Taken from Section 12, Street and Sidewalk Use Administrative Regulations

Hotel and Business License Tax Revenue

The City may receive increased revenue from business license and hotel tax as a result of a special event. The challenge in calculating the business license and hotel tax revenues for special events lies in the fact that these taxes are paid yearly and reflect the performance of a business and/or hotel over the entire year and do not directly tie to one or more special events. Businesses that gross under \$50,000 do not pay a tax and therefore do not contribute to the general fund even if their business is greatly affected by special events. Additionally, large businesses will apportion their revenues, meaning if a national business is greatly improved locally by special events but performs poorly elsewhere, the City of Portland will not receive business license revenues unless the entire business chain performs well. The exception could be professional special event organizers and incorporated for-profit special events whose revenue is entirely related to special events and therefore taxes would directly correlate to the success of special events.

As to the hotel taxes, of the 11.5% hotel tax, 5.5% goes to Multnomah County, 1% goes to convention and tourism, and the balance goes to the City's general fund; however, hotel taxes are reported and paid quarterly with periodic audits. Hotel taxes are generally higher over the summer due to tourism and convention activity. That is also the timing of many large special events that may impact occupancy rates. There is no way to extrapolate how much of the City's portion of a hotel tax is a direct result of tourists staying in a hotel during a special event versus general tourism and convention activity. Moreover, many downtown hotels are at capacity during the week with business travelers paying the full room rate. Oftentimes, during large special events, a block of rooms is reserved at a lower rate, meaning that although occupancy rates are high during a special event, the occupants may be paying less per room than the week prior with fewer guests staying at a higher per room rate.

2007 Events and Event Costs

Outlined below is a snapshot of the 2007's events by event type. This micro-level analysis demonstrates the correlation between the size of an event and the cost of an event to the City. Although other jurisdictions do not use similar classifications for special events, the advantage of these classifications is to see how secondary police contracts for "small athletic" events greatly increases the amount of cost recovery as compared to other event types. Moreover, larger athletic events do not contract with the police to cover costs despite more participants paying an entry fee and the necessity for more officers to provide crowd and traffic control (usually due to more participants and spectators). Although events that do not charge a permit fee recover fewer costs, the average estimated costs per event are much lower for these events than bigger events with higher permit fees.

In 2007, there were 123 total special events, with a net unrecovered cost to the city of \$802,312. Of the 123 special events in Portland in 2007, 33% of the events fell within categories for which the City does not charge a permit fee ("large sidewalk" and "street use" permits). "Large sidewalk" and "street use" events encompass most of the political marches, processions, and small walks taking place throughout the city. "Large sidewalk" and "street use" events taking place in 2007 include: Peaceful Demonstration, Worst Day of the Year Ride, March 18 Coalition March, Good in the Neighborhood Multi-Cultural Parade, Concordia Neighbors Night Out, Tour

de Fat Bicycle Parade, and Wellness Within Reach Walk. The City recovers about 4% of these costs through secondary police contracts. Although the City lost approximately \$46,000 in 2007 on events that do not charge a permit fee, it is estimated that the costs to the City could be much higher if “free speech” events in particular stopped participating in the permit process. Currently, city officials are able to prepare for “free speech” events and reduce the costs and impact on city services. Without this dialogue, the Special Events Coordinator believes that costs and traffic congestion would increase dramatically due to the downtown location of “free speech” events.

“Small athletic” events accounted for 21% of Portland’s 2007 special events. Examples of 2007 “small athletic” events include: Spring Classic Duathlon, MS Walk & Roll, Rain or Shine, K103 FM Doggie Dash, Ride for Education, Swan Island Classic, Run for the Love of Dove, Race For Justice, I-Bike 205, Nautilus Marathon Relay, Cascade Runoff, Hottest Day of the Year Ride, AST DEW TOUR - Rail Jam and Portland Century Ride. Twenty-seven percent (27%) of “small athletic” events recovered their police costs through secondary police contracts. Overall, between permit fee revenue and secondary police contracts, “small athletic” events recovered about 56% of the city’s costs, leaving the city with only \$7,324.29 in unrecovered costs – the highest percentage of recovery among all special events. The reason “small athletic” events recover at such a high rate is due to a stipulation in the administrative rules that the police can only support two athletic events per month – events that exceed this limit must pay secondary police contracts.

“Small parade” events accounted for 29% of Portland’s 2007 special events. Examples of “small parades” in 2007 include: MLK Every Day, NE Neighborhood St. Patrick's Day Parade, Portland Police Memorial Procession, Ride of Silence, Glencoe Elementary Story Book Parade, Dyke March, East Portland 4th of July Parade, and Veterans Day Parade. Over 50% of “small parades” are either neighborhood parades or free speech events (other events have corporate sponsorship or are tied to an event with corporate sponsorships). Permit fees for “small parades” are \$70. In 2007, \$2,520 was collected in permit fee revenue and there were no secondary police contracts for a recovery rate of about 3.5%, leaving the City with unrecovered costs of \$72,171.07.

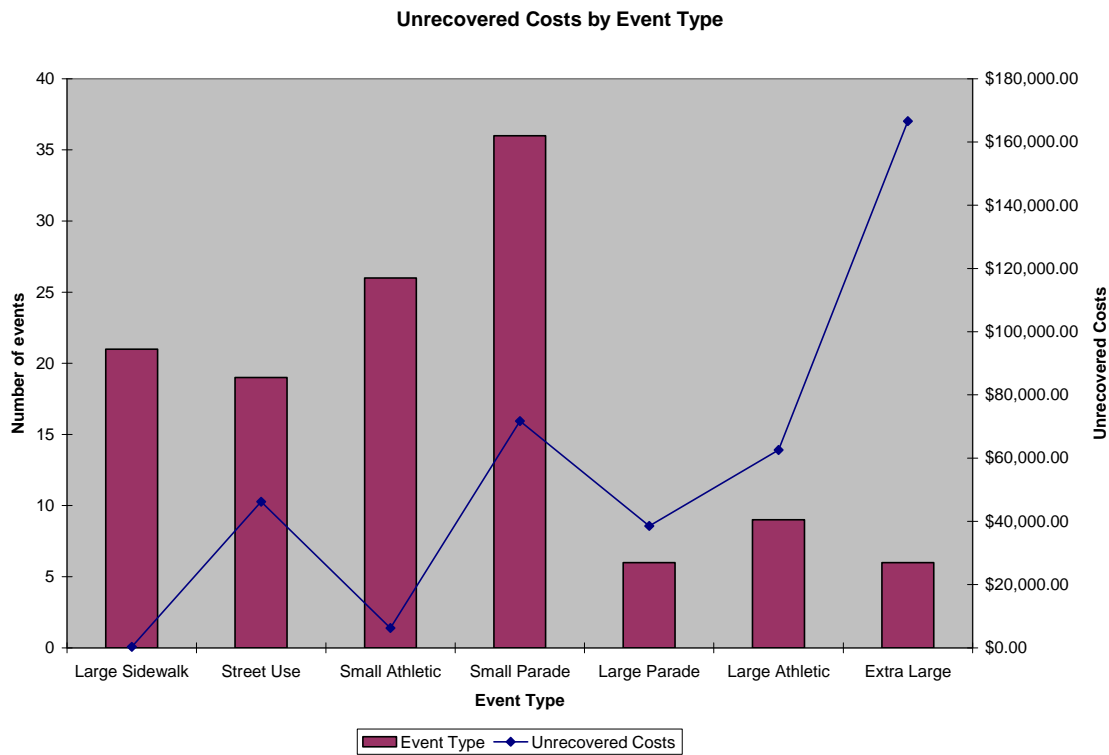
“Large parade” events accounted for about 5% of Portland’s 2007 special events. The six “large parades” in 2007 were: Avenue of Roses Parade, St. Johns Parade, Gateway Fun o Rama Parade, Portland Pride Parade, Under the Autumn Moon Parade, and Macy's Holiday Parade. A “large parade” permit costs \$575; in 2007, \$3,450 was collected from “large parade” permits. There were no secondary police contracts for “large parades” and the net unrecovered costs for “large parades” were \$39,769. The City recovered about 9% of the costs for “large parades.”

“Large athletic” events accounted for about 7% of Portland’s 2007 special events. The nine “large athletic” events in 2007 were: Bridge to Bridge 5K and 10K, Race for the Roses, Cinco de Mayo Run, Starlight Run, Twilight Criterium, Pints to Pasta 10K, Race for the Cure, Run Like H! Half Marathon, and First Run & Walk. The “large athletic” event permit costs \$1,150; in 2007, \$10,350 was collected from “large athletic” permits. Only the “Twilight Criterium” recovered their police costs with a secondary police contract of \$671.04 – and there were no transportation costs charged to this event. The other eight events cost the City \$76,004.17 after permit fees of \$9,200. Outside of the “Twilight Criterium,” which recovered 100% of its costs, about 12% of the costs for “large athletic” events were recovered by the City.

Lastly, “extra large” events comprised about 5% of Portland’s 2007 special events. The six “extra large” events in 2007 were: Shamrock Run, Starlight Parade, Junior Rose Parade, Grand Floral Parade, Providence Bridge Pedal, and Portland Marathon. The “extra large” event permit costs \$2,300; in 2007, there were no secondary police contracts for “extra large” events. These six events cost the City \$174,582.59 after \$13,800 collected in special event permit fees, resulting in 8% cost recovery for “extra large” special events.

For an event-by event breakdown of 2007 special events costs by department, please see Figure A1-7, 2007 Special Events Revenues and Expenses, at the end of this Appendix. Figure A1-6 below presents the number of events and unrecovered costs by event type in 2007.

Figure A1-6: 2007 Estimated unrecovered costs by event type



SOURCE: Revenue Bureau, Portland Police Bureau, PDOT

Methodology, scope and objectives

FIN-2.06 – Revenue states that “charges for services that benefit specific users should recover full costs, including all direct costs, bureau overhead, General Fund overhead, loss of interest and depreciation on capital plant and equipment. The City may subsidize the services funded primarily by user fees based on other City objectives such as remaining competitive within the region. However, all such services will be presumed to be 100 percent cost reimbursable unless the Council makes a specific exception in the ordinance adopting the charge.”

Figure A1-7: 2007 Special events revenues and expenses

| Date | Event Name | Type of event | Special Event Permit Fee | Police Secondary Employment Contracts Recovered | Revenue Bureau Expenses | Transportation Expenses | Police Costs (Straight Time, Overtime & Vehicle Expenses) |
|------------|--|----------------|--------------------------|---|-------------------------|-------------------------|---|
| 3/21/2007 | Candlelight Vigil for Fairness | Large Sidewalk | \$0.00 | \$252.88 | | | |
| 4/3/2007 | Public Witness to MLK Legacy Walk | Large Sidewalk | \$0.00 | | | | |
| 4/28/2007 | WalkAmerica | Large Sidewalk | \$0.00 | \$997.19 | | | |
| 5/5/2007 | Gig Walk for Awareness | Large Sidewalk | \$0.00 | | | | |
| 5/11/2007 | Kids Making Miracles, Candlelight Procession | Large Sidewalk | \$0.00 | | | | (\$1,211.08) |
| 5/12/2007 | National Preeclampsia Walk a Thon | Large Sidewalk | \$0.00 | | | | |
| 5/12/2007 | Steps for Life 2007 | Large Sidewalk | \$0.00 | | | | |
| 5/13/2007 | Making Strides Against Breast Cancer Walk | Large Sidewalk | \$0.00 | | | | |
| 5/19/2007 | Walk to End Homelessness | Large Sidewalk | \$0.00 | | | | |
| 5/20/2007 | CROP Walk | Large Sidewalk | \$0.00 | | | | |
| 6/24/2007 | Immigrant and Refugee Rally | Large Sidewalk | \$0.00 | | | | |
| 7/8/2007 | Midsummer's Night Ride | Large Sidewalk | \$0.00 | | | | |
| 8/11/2007 | National Kids Walk USA | Large Sidewalk | \$0.00 | | | | |
| 9/26/2007 | Native American Walk | Large Sidewalk | \$0.00 | | | | |
| 9/29/2007 | Sanctuary Walk for Farm Animals | Large Sidewalk | \$0.00 | | | | |
| 10/7/2007 | Memory Walk | Large Sidewalk | \$0.00 | | | | |
| 10/11/2007 | Competitiveness Institute Gala | Large Sidewalk | \$0.00 | | | | |
| 10/18/2007 | America's Walk for Diabetes | Large Sidewalk | \$0.00 | | | | |
| 10/20/2007 | Step Out to Fight Diabetes | Large Sidewalk | \$0.00 | | | | |
| 12/12/2007 | No LNG Rally | Large Sidewalk | \$0.00 | | | | |
| 12/21/2007 | Humane Back in Humanity | Large Sidewalk | \$0.00 | | | | |
| 2/8/2007 | Peaceful Demonstration | Street Use | \$0.00 | | | | |
| 2/11/2007 | Worst Day of the Year Ride | Street Use | \$0.00 | \$491.44 | | | |
| 2/25/2007 | Sunday of Orthodoxy - Processional | Street Use | \$0.00 | | | | (\$1,409.05) |
| 3/18/2007 | March 18 Coalition March | Street Use | \$0.00 | | | | (\$13,690.40) |
| 4/29/2007 | Peace March in Honor of Children | Street Use | \$0.00 | | | (\$316.83) | (\$1,068.30) |
| 5/1/2007 | May Day March | Street Use | \$0.00 | | | | (\$9,707.84) |
| 6/7/2007 | Pedalpalooza Kick off Parade | Street Use | \$0.00 | | | | |
| 6/23/2007 | Good in the Neighborhood Multi-Cultural Parade | Street Use | \$0.00 | | | | (\$5,914.38) |

| | | | | | | | |
|------------|--|----------------|---------|--|--|------------|--------------|
| 10/14/2007 | Friends of Trees Fun Run and Walk | Small Athletic | \$70.00 | | | | |
| 12/2/2007 | Jingle Bell Run/Walk for Arthritis | Small Athletic | \$70.00 | | | (\$439.36) | (\$3,408.25) |
| 1/15/2007 | MLK Every Day | Small Parade | \$70.00 | | | | (\$2,025.76) |
| 3/11/2007 | NE Neighborhood St. Patrick's Day Parade | Small Parade | \$70.00 | | | | (\$610.99) |
| 3/16/2007 | St Agatha's St Patrick's Day Procession | Small Parade | \$70.00 | | | | (\$1,629.72) |
| 5/14/2007 | Portland Police Memorial Procession | Small Parade | \$70.00 | | | | (\$1,519.05) |
| 5/16/2007 | Ride of Silence | Small Parade | \$70.00 | | | | (\$2,481.88) |
| 5/17/2007 | Norwegian Constitutional Day Parade | Small Parade | \$70.00 | | | | (\$1,046.36) |
| 5/19/2007 | Art Hop 2007 | Small Parade | \$70.00 | | | | (\$2,728.22) |
| 5/25/2007 | Boise Eliot Elementary School Storybook Parade | Small Parade | \$70.00 | | | | (\$1,281.76) |
| 5/25/2007 | Glencoe Elementary Story Book Parade | Small Parade | \$70.00 | | | | (\$1,376.28) |
| 6/8/2007 | Duniway Grade School Parade | Small Parade | \$70.00 | | | | (\$600.15) |
| 6/16/2007 | Dyke March | Small Parade | \$70.00 | | | | |
| 6/16/2007 | People's Juneteenth/Passage Over Parade | Small Parade | \$70.00 | | | | (\$4,021.64) |
| 6/17/2007 | Dyke March | Small Parade | \$70.00 | | | | (\$3,504.29) |
| 7/4/2007 | East Portland 4th of July Parade | Small Parade | \$70.00 | | | | (\$668.09) |
| 7/4/2007 | Eastmoreland 4th of July Parade | Small Parade | \$70.00 | | | | (\$533.29) |
| 7/4/2007 | Forest Heights Fourth of July Parade | Small Parade | \$70.00 | | | | (\$1,203.80) |
| 7/4/2007 | Hillside Neighborhood 4th of July Parade | Small Parade | \$70.00 | | | | (\$990.83) |
| 7/14/2007 | Woodstock Festival parade | Small Parade | \$70.00 | | | (\$963.71) | (\$3,034.76) |
| 7/19/2007 | Legends of the Fuel | Small Parade | \$70.00 | | | | (\$1,203.30) |
| 7/28/2007 | Division/Clinton Street Fair Parade | Small Parade | \$70.00 | | | | (\$2,621.01) |
| 8/4/2007 | Fremont Fest Bicycle Parade | Small Parade | \$70.00 | | | | (\$2,083.05) |
| 8/18/2007 | Multnomah Days Parade | Small Parade | \$70.00 | | | | (\$1,584.73) |
| 8/19/2007 | Lents Founders Day Parade | Small Parade | \$70.00 | | | | (\$1,862.96) |
| 8/28/2007 | Ringling Brothers Animal Walk to Arena | Small Parade | \$70.00 | | | | (\$2,012.68) |
| 9/2/2007 | Ringling Brothers Animal Walk to Train | Small Parade | \$70.00 | | | | |
| 9/8/2007 | Senseless Violence Leads to Silence | Small Parade | \$70.00 | | | | (\$3,136.12) |
| 9/13/2007 | Alberta Street Fair 2007 | Small Parade | \$70.00 | | | | (\$2,120.51) |
| 10/12/2007 | Homecoming Parade | Small Parade | \$70.00 | | | | (\$1,439.83) |
| 10/28/2007 | Westmoreland Monster March | Small Parade | \$70.00 | | | | (\$3,104.01) |
| 11/1/2007 | Dia De Los Muertos Celebration | Small Parade | \$70.00 | | | | |
| 11/9/2007 | Tree Arrival Parade | Small Parade | \$70.00 | | | | (\$783.90) |
| 11/11/2007 | Veterans Day Parade | Small Parade | \$70.00 | | | (\$479.18) | (\$4,709.94) |
| 11/15/2007 | See & Be Seen Bicycle Light Parade | Small Parade | \$70.00 | | | | (\$989.30) |

Appendix 2: Chapter 2

Figure A2-1 provides an overview of the major services impacted by special events – both within the scope of the City of Portland as well as services within other levels of government affected by special events.

Figure A2-1: Important questions for event organizers and City staff during the event planning process

Although the City recovers few costs for special events every effort is made to reduce costs within the system currently in place. Outlined below are some of the questions and statements that the Special Events Coordinator, Special Events Committee, and event organizers consider throughout the special event permitting process. These criteria, however, are not currently presented to event organizers or included in the special event application.

- 1. Emergency services**
 - Does your proposed route allow access to fire and emergency services?
 - Does your event require safety personnel be present?
- 2. ODOT**
 - Is your route on a state bridge and/or highway?
 - ODOT has full cost recovery for their services. Have you budgeted for that?
- 3. PDOT**
 - Does your proposed event require the use of barricades?
 - Does your proposed event require signage for re-routing?
 - Will the event cause a tremendous traffic disruption?
 - Does your proposed event block access to parking meters?
 - Will your proposed event necessitate removing/towing cars or displacing parking in a high-density area?
 - Have you designated volunteers to clean up streets after your event or do you anticipate a need for street sweeping after your event?
 - Is there any area construction that could affect your proposed route?
- 4. Multnomah County**
 - Use of county roads or bridges requires additional permits
- 5. Bridges**
 - Does your proposed route cross any bridges?
 - Bridges are a vital transportation link, connecting residents to services, shopping, work, and community. Moreover, preventing a bridge from opening limits river traffic. Bridge use increases costs to police (traffic, safety) and transportation (Tri-Met, signage, etc.) due to safety and rerouting concerns.
 - Bridges are operated by different entities with differing requirements and varying levels of Tri-Met impact(s):
- 6. Tri-Met**
 - Does your proposed event route interfere with Tri-Met (bussing and/or MAX)?
 - MAX cannot be rerouted and delaying MAX reverberates throughout the city. Does your proposed event cross the MAX tracks? Have you considered alternative routes?
 - If busses need to be rerouted (or crosses the MAX tracks) that incurs the costs of signage (and flyers) and supervisors at intersections. We want to encourage event planners to consider routing that affects as few transit areas as possible because transit is a vital connector of people within the city.
 - Timed events provide additional challenges for busses/MAX, because less traffic can be “bumped” through, causing system-wide delays. Timed events are encouraged to work with the Special Events Coordinator to find the best location for your timed event.

7. Portland Streetcar

- Does your proposed event include crossing Portland Streetcar tracks?
- Like MAX, the Portland Streetcar cannot be rerouted and therefore disruptions cause system-wide delays.

8. Parks and Recreation

- Parks and recreation costs are separate and based on the type of park venue used, which can add to the overall costs of your proposed event.
- Does your proposed event include use of a city park?
- Have you considered alternative parks and recreation locations such as Portland International Raceway for your bike race or duathlon?

9. Police

- The size (number of participants), length (both distance and length of time), and complexity of route affect the number of police personnel required to provide crowd and traffic control, and provide safety to event participants.
- In signalized intersections, only police personnel may direct traffic.
- Police labor agreements include a four-hour minimum for overtime.
- Special events are above and beyond the call of duty and usually take place during off-duty hours (i.e., Sunday mornings) and therefore require overtime hours.
- The Special Events Coordinator and Special Events Sergeant can meet with you to discuss how to reduce police costs as you plan your route.

10. Venues (number of venues, parks, Pioneer Courthouse Square, Rose Quarter, etc)

- Rerouting traffic for access to a major venue uses more personnel and therefore more city services.
- Does your proposed route impede access to a major venue?

11. Days, times, holidays

- The central business/downtown district cannot sustain the impact of street events from 6:30 to 9am or 4:00 to 6:30pm Monday through Friday, and therefore no events are to take place during these times.
- Early morning starts on Sunday (or a major holiday) are preferred
- The city cannot sustain more than 2 major athletic events a month this is decided on a first-come, first-served basis.

12. Location

- Certain locations require more city services. For example, downtown is a high density transit hub with several major arterials which require more city services and personnel for crowd and traffic control, signage, bus rerouting, parking meter hoods/signage, and other transportation/maintenance personnel, which in turn makes events more expensive to produce.
- Have you considered multiple locations for your event?

13. Churches

- Is your event on a Sunday morning?
- Will it significantly impede access to area churches?

14. Residents

- Does your event plan include a budget for notifying area residents?
- Have you accounted for residential access points on your route?

15. Businesses

- Does your event plan include a budget for notifying area businesses?
- Have you prepared for business access points along your route?
- Access to parking?

City growth since 1989 correlates to increased city costs to support events. In addition to a burgeoning downtown population, the overall population of Portland has grown exponentially since Portland began charging special events rate fees in 1989. As Portland continues to grow

and develop as a destination, considerations should be made for the types of events the City wishes to subsidize.

City tradition of subsidizing events. Prior to 1989 the City did not charge a permit fee for special events that used City streets. With costs on the rise, it is sensible to reevaluate permit fees; however, feedback from event promoters at stakeholder meetings expressed concern over sweeping changes to the current system – saying anything outside of an incremental increase would hurt their business.

Limited direct revenue streams return to the City as a result of special events. Due to this tax revenue limitation, the City needs to consider and evaluate the positive and negative externalities resulting from special events – economic, social and environmental impacts – and whether these impacts adequately offset a 95% City subsidy for all special events.

Public notification of “free speech” events. In accordance with *Cox v. New Hampshire 312 U.S. 569 (1941)*, it is permissible for cities to charge a permit fee and expenses for free speech acts, so long as questions are limited to time, place, and manner and permitting is not contingent on the content of the message (*Forsyth County v. The Nationalist Movement, 505 U.S. 123 (1992)*).

Bridges serve as key arterials connecting citizens. Our bridge’s beauty is certainly one of the reasons why about half (49%) of event organizers who participated in the “Event Organizer Survey” stated that they hold their event downtown. Additionally, laws that govern the water are outside the City’s jurisdiction, meaning an event (and transit) can be further delayed by bridges opening to accommodate water traffic on the Willamette River. In an effort to inform the public, Keep Portland Moving posts the traffic plans and maps for major special events on their website⁴³. For example, see Figure A2-2 for the traffic plan Keep Portland Moving posted for the 2008 Providence Bridge Pedal, an event that crossed several bridges. Notifying the public is an area of constant concern as not all citizens check “Keep Portland Moving” or read other notifications. Between multiple levels of government and transportation, notification, and connectivity concerns, Portland’s bridges are another important factor in special event planning and policy options.

Figure A2-2: Bridge Pedal details, as posted on “Keep Portland Moving”

Traffic plan set for Providence Bridge Pedal

The 13th annual Providence Bridge Pedal on Sunday morning, August 10, will involve nine Willamette River bridges in Portland. The event includes three different cycle routes and one for walkers. As usual, the event will require some changes in how motorists get around the city, especially when crossing the Willamette River. Several bridges - including the Burnside, Morrison, and St. Johns - will remain open to vehicular traffic in both directions, despite the presence of cyclists and walkers.

Here is the traffic plan for Bridge Pedal, starting with bridges from south to north:

- The Sellwood Bridge will be closed westbound from 6 am to 9 am.

⁴³ Keep Portland Moving website: <http://www.portlandonline.com/keepportlandmoving/>

- The Ross Island Bridge will be closed westbound at 5 am and will reopen by noon.
- The Marquam Bridge/Interstate 5 will be closed northbound (upper deck) from 2 a.m. to noon.
- The Hawthorne Bridge will be closed eastbound from 6 am to 10:15 am, with TriMet bus service operating in both directions. The outside eastbound lane will be closed beginning Saturday at 6:00 pm.
- The Morrison Bridge will be open in both directions. Bridge Pedal routes will not cross the Morrison Bridge.
- The Burnside Bridge will be open in both directions. The westbound right lane and bike lane will be closed from 6:30 am to 11:15 am.
- The Steel Bridge will be closed for MAX construction.
- The Broadway Bridge will be closed in both directions at 6:30 am and will reopen by 12:30 pm.
- The Fremont Bridge/Interstate 405 will be closed southbound (upper deck) at 2:30 am and will reopen by noon.
- The St. Johns Bridge will have one lane open in both directions (the other two lanes will be closed) from 7:30 to 11:30 am.

Bridge Pedal will also require traffic changes on several state highways and

Portland streets Sunday morning, including:

- I-5 and I-405: Motorists approaching the Marquam Bridge on northbound I-5 will be routed to northbound I-405 during the temporary Marquam Bridge closure (from 2:00 am to noon). All southbound lanes of I-5 and all northbound lanes of I-405 will remain open at all times. All southbound lanes of I-405 will be closed between I-5 at the north end and the Marquam Bridge at the south end. Motorists headed for southbound I-405/southbound I-5 will take northbound I-405 across the Fremont Bridge to southbound I-5. All entrance ramps to northbound I-405 will be open through downtown Portland. Access to I-84 will be open from I-5 southbound as well as from the Morrison Bridge.
- The right lane of eastbound U.S. 30 will be closed between NW Kittridge Ave. and the St. Johns Bridge from 6:00 am to noon.
- Motorists traveling eastbound on U.S. 26 (Sunset Highway) to southbound I-405 will be routed to northbound I-405, across the Fremont Bridge to southbound I-5. This detour will be in place from 2:00 am to noon.
- SW Macadam Ave./Highway 43: One northbound lane of Macadam/Highway 43 will be closed between the Sellwood Bridge and Ross Island Bridge, with some delays accessing areas east of SW Macadam Ave. from 6:00 am to noon.
- Highway 99E: One southbound lane of Highway 99E will be closed between SE Mill St. and the Milwaukie Ave. off-ramp from 6:00 am to noon.
- Naito Parkway: Closed in both directions between SW Columbia and the Steel Bridge. NW Naito Parkway/NW Front Ave. will be closed southbound from NW Nicolai to the Steel Bridge. SW Naito will be closed northbound from SW Harrison to Steel Bridge.
- N Willamette Blvd.: Closed eastbound between N Richmond Ave. and N Portland Blvd.
- N Greeley Ave.: Closed southbound from N Killingsworth St. to N Interstate Ave.
- N Ivanhoe St.: Closed between N Leavitt Ave. and N Philadelphia Ave.
- N Interstate Ave.: both directions closed between Larrabee and Mississippi, southbound only closed Fremont to Larrabee.
- SE Milwaukie Ave.: southbound only closed between Schiller and Ellis.
- N Russell St: closed both directions between Kerby and Mississippi.
- SE Clay St.: West of Martin Luther King Blvd., access for local traffic only to Water Ave. (OMSI access provided).

The Broadway, Burnside, Morrison, and Hawthorne drawbridges will not be able to open for river traffic between 6:00 am and noon.

BUSES AND MAX:

TriMet buses and MAX trains may experience delays up to 15 minutes in downtown

during the event. Buses are being routed off the Broadway Bridge for the event, and the Steel Bridge is closed to all vehicular traffic because of construction. Buses that regularly use these bridges are being rerouted to the Burnside, Morrison, and Hawthorne bridges.

The following bus lines will also have minor detours: **4**-Division/Fessenden, **6**-Martin Luther King Jr. Blvd., **8**-NE 15th Ave./Jackson Park, **9**-Powell/Broadway, **10**-NE 33rd Ave., **12**-Barbur/Sandy, **14**-Hawthorne, **15**-NW 23rd Ave., **17**-Holgate/NW 21st Ave.-St. Helens Rd., **19**-Woodstock, **33**-Fremont/mcLoughlin, **35**-Greeley, **43**-Taylors Ferry Rd., **44**-Capitol Hwy/Mocks Crest, **45**-Garden Home, **70**-12th Ave., **72**-Killingsworth/82nd Ave., **77**-Broadway/Halsey, and **83**-OMSI Shuttle. Signs will direct riders to nearby stops where buses are on detours. For more information on TriMet detours, visit <http://www.trimet.org/alerts>.

The Oregon Department of Transportation maintains the Fremont, Marquam, Ross Island, and St. Johns bridges. Multnomah County maintains the Broadway, Burnside, Hawthorne, Morrison, and Sellwood bridges. Union Pacific Railroad owns the Steel Bridge.

Disruptions to Portland’s transit system. TriMet ridership, like Portland’s population, is on the rise⁴⁴. For the past 19 years ridership has increased on Portland’s buses and MAX, expanding TriMet’s efforts to 92 bus lines, with 78 buses connecting to MAX⁴⁵. This spirals out to 7,600 bus stops, 64 MAX light rail stations, and 22 TriMet Park & Ride lots, serving 575 square miles of the urban tri-county area (within this area is the 44-mile, 64 station MAX system)⁴⁶.

The Portland Streetcar is an 8.0-mile continuous loop (4.0-miles in each direction) from NW 23rd Avenue, on Lovejoy and Northrup, through the Pearl District, Portland State University, to the South Waterfront District where it connects with the Portland Aerial Tram to a terminus at SW Lowell and Bond⁴⁷. The Portland Streetcar, a City entity, is also an important partner in planning special events and should be considered in special events policy options.

Laws and labor contracts governing the use of police. According to Title 16.10.030 of the Portland City Code, “officers and reserve officers of the Portland Police Bureau are authorized to direct, redirect, limit or restrict pedestrian and/or vehicular traffic on any public right of way.” As such, the use of police officers and supervisors at special events is established at the discretion of the Special Events Sergeant with the Traffic Division of the Portland Police Bureau. This limits the use of volunteers and/or flaggers at lighted intersections and prohibits volunteers from directing traffic.

Inconsistencies among city, county and state bureaus. According to the event organizer survey, nearly 50% of all special events include a component in Waterfront Park. Portland Parks and Recreation has a detailed fee schedule tied to specific parks and park usage. As a result, the overall costs of a special event increases if the event organizer chooses to have a component of the event in a city park. Holding an event on a state highway or bridge also increases the overall cost of an event because of ODOT’s separate cost recovery fee schedule.

⁴⁴ “Facts About TriMet.” October 2007. www.cts.pdx.edu/prof_courses/LRT_Policy/trimetfactsheet.pdf

⁴⁵ Id.

⁴⁶ Id.

⁴⁷ “Portland Streetcar: Streetcar Service.” <http://www.portlandstreetcar.org/history.php>

Appendix 3: Chapter 3

Special events are part of every city – large and small. As Chapter 2 stated, there are several unique variables within the City of Portland that creates challenges to administering special events permits. There is value in analyzing comparable cities as a means of creating a baseline of “best practices” for administering special events.

The survey instrument was designed to obtain information in the following areas:

- Number of events per year
- Regulations and/or limitations to the number of events
- Categories of special events
- Permit fees
- Administrative fees
- Application process
- Cost recovery of city services
- Street use restrictions
- Fee structures for nonprofit and for-profit groups
- Insurance requirements, and
- Differentiations between athletic events from other special events

Figure A3-1 shows the survey questions asked of other municipalities.

Figure A3-1: Survey questions for other municipalities

City/State or County/State:
Population:

Contact Person:
Title:
Agency Administering Permits:
Contact Telephone:
Contact email:

1. Number of events per year:
2. Number of types: i.e. runs, walks, parades, marches, etc.
3. Number of events per month:
4. Do you have a maximum number of events? Y N
(If no, skip to question 5)
5. If yes, how many and how is it regulated?
6. Do you issue special event permits for processions (marches, parades, walks, or athletic events)?
Y N

What other agencies issue permits for moving special events?

7. What categories do you use for issuing special event permits (i.e., moving v. nonmoving, event type, size, location)? What are the criteria you use to determine which category the event falls within?
8. What is your special event permit application process?
9. Do you charge permit fees? If yes, what are the charges?
10. What is the formula used to determine permit fees?
11. What are the minimum standards for issuance of a permit fee?
12. Do you charge a separate administrative fee for events?

Y N *If so, how much?*

13. Do you recover costs for city services (i.e., police, maintenance)?

Y N *(If no, skip to question 16)*

14. Do you recover costs for police services? What is the ratio of police officers to citizens served? Who do I contact for police info?
15. Is it full cost recovery, or partial?
16. What is the formula used to determine that cost recovery?
17. Do you restrict hours for special events? If so, what are the hours.
18. Do you restrict street use? And if so, how?
19. Do you have any other restrictions, such as location? If so, what they?
20. Do you distinguish between non-profit organizations and for profit organizations?

Y N *(If no, skip to question 21)*

21. If so, how? For example, do you have different fee structures and how do you determine commercial/noncommercial use?
22. At what level do you require insurance?
23. Are athletic events treated differently than other events? How?

Number of events per year. For example, in Charlotte, the City Manager’s Office administers “Public Assemblies” and the Transportation Department administers “parades, festivals, marches, and runs” creating a differentiation that does not occur in Portland. The City of Seattle administers special events through the Parks Department and therefore combines street use and parks permits. Sacramento and Denver have a central location for all “special event” permits (i.e., festivals, neighborhood block parties, static and moving events, events in parks, etc.) and therefore have more total events than Portland simply because all events come through one office. Compare this to the City of Portland’s Revenue Bureau, who administers moving events, but not events in parks, static festivals, or neighborhood block parties.

Sacramento and Denver’s one-stop permitting represents the cutting edge of city special events; not only does a “special events” hub serve as a customer service plus for event organizers, but it also serves the City well in assessing the “big picture” of special events citywide, including the services needed for all events at any particular time – a big picture which is lacking in the City of Portland.

Other cities: Number of events per year

| | |
|-------------------|--|
| Albuquerque, NM | All special events including departmental (city) events 224. |
| Austin, TX | 369 “special events,” about 105 runs, parades, marches, etc. |
| Cleveland, OH | 40-45 events each year; 6-7 huge events per year; also have councilmen-sponsored events (in their districts) |
| Eugene, OR | 24 parades, marches, and runs |
| Fort Worth, TX | 150-200 parades/processionals (including dignitaries, parades, and runs). |
| Houston, TX | 850 events |
| Indianapolis, IN | 500 total special events; 12 major parades, 100 walks and runs. |
| Las Vegas, NV | 170 events per week (includes sweep teams, hotels, casinos, night clubs, parades, sporting events, concerts, “special security”). |
| Milwaukee, WI | 1,100 public right of way; 7 bike races; 23 marches; 52 parades; 43 run/walks; 520 “other” events. |
| Minneapolis, MN | 70 total special events; 30-40 parades. |
| New Orleans, LA | Over 400 special events |
| Nashville, TN | 74 special events (protests do not require a permit, but if blocking street or sidewalk require insurance). |
| Oklahoma City, OK | 15-20 revocable permits each year that are traffic related; 1200 activity permits (i.e., block parties). Parks separate, first amendment marches accepted and forwarded to the police. |
| San Francisco, CA | 200-250 events per year. |
| Spokane, WA | 50-80 per year |
| Tacoma, WA | 100 |
| Tucson, AZ | 250-300 (including neighborhood events, parades, block parties); 125-150 events with planning and barricades. |

Regulations and/or limitations to the number of events. One of the recommendations made during by the 2003 Portland Police Bureau Advisory Committee was “until there is full cost recovery we recommend that there be no permits issued for special events within the City of Portland. The fee for police services should go directly to the Police Bureau rather than the general fund, so that the precincts do not have to use up any overtime allocation to pay for these events⁴⁸.” While it may seem outlandish to consider a moratorium on events, escalating costs and a lack of funding in Milwaukee has led to the police department declining a lot of events. As costs and the number of events continue to trend upward so too does the likelihood that a similar breaking point may be reached in Portland, leading to city bureaus turning away special events. In an effort to avoid this breaking point, the Revenue Bureau analyzed other jurisdictions’ limitations to the number of events and the requirements for issuance of a permit. Currently, there are few administrative mechanisms available to limit the number of events in Portland. The only limitation is two athletic events a month, a limitation circumvented if the event organizer is willing to pay a secondary police contract.

The same is true among the additional cities surveyed. Most other cities do not regulate the number of events, those who do are concerned with smaller events “piggy-backing” on larger events (Spokane) or events impeding on each other (Albuquerque). Only New Orleans limits events to 4-5 functions at a time.

Other cities: regulations and/or limitations to the number of events

| | |
|-------------------|---|
| No maximum | Oklahoma City, OK; Nashville, TN; Austin, TX; Tacoma, WA; |
|-------------------|---|

⁴⁸ “2003 Report.” Portland Police Bureau Advisory Committee. Prepared for Mayor Vera Katz. 8 Apr 2003.

| | |
|-------------------------|---|
| number of events | Indianapolis, IN; San Francisco, CA; Cleveland, OH; Minneapolis, MN; Houston, TX; Las Vegas, NV; Tucson, AZ; Fort Worth, TX |
|-------------------------|---|

| | |
|-----------------|--|
| Albuquerque, NM | They ensure that events do not impede on each other. They keep track of where and when events take place in a database of what's going on – preventing overlap and events coinciding. It is handled on a first-come first-served basis with larger annual events given first right of refusal. |
| Spokane, WA | No, but they do not allow smaller events to “piggy-back” on bigger events. |
| Milwaukee, WI | Put a moratorium on events when police become too stretched at any one time. |
| Eugene, OR | Managed so there's no conflict, but also make sure there's not depleting resources. |
| New Orleans, LA | 4-5 functions at a time, no more than 1 per day in the morning. |

Other cities: categories for issuing permits

| | |
|---|---|
| No categories for issuing special events permits | Albuquerque, NM; Cleveland, OH; Indianapolis, IN; Las Vegas, NV; Nashville, TN; Spokane, WA; Tacoma, WA; Tucson, AZ |
|---|---|

| | |
|-------------------|--|
| Austin, TX | Parade permits, street closure permits, and hybrid events (like fun-runs that require both parade permit and street closure permit) |
| Eugene, OR | They have criteria for different events some events are a parade (by definition) but don't require a permit. A parade is defined as 10+ people 100+ feet and no permit for less than 100 people on sidewalks. Block party permit, parade permit, right of way use permit. |
| Fort Worth, TX | One stop permitting for anything on a public street: festivals, parades, marches, block parties, etc. Categories based on event magnitude. |
| Houston, TX | Parades, street functions, dignitaries, large sporting events (i.e., Super Bowl), press conferences, “other” – this is a one-stop permitting shop out of the Mayor's Office. |
| Milwaukee, WI | Events categorized into A, B, C, and D. Classification set by police. Class A: Requires 100 or more police service hours, \$1,850; additional fee of \$335 per day beyond 3 rd day Class B: 25 to 99 hours of police: \$400 Class C: 1-24 hours of police: \$110 Class D: no hours of police service, may need to pay for equipment: \$0 The fee sheet also includes costs for barricades (from \$20 to \$38), equipment costs, (garbage carts, meter hoods, street sweeper, damage deposits, etc), and traffic control planning fees from \$240 to \$900. |
| Minneapolis, MN | Demonstrations on sidewalks only; parade permit, race permit. |
| New Orleans, LA | Site security, parades (divided into carnival and noncarnival), then differentiated by nonprofit and for-profit. |
| Oklahoma City, OK | Activity permit (small) and revocable permit (large). Revocable permits require City Council approval. |
| San Francisco, CA | demonstration, march/parade, street fair, celebration, and athletic event. |

Permit fees and administrative fees. The City of Portland's permit fee is based on the size, city services needed, and location of the event. The fees correlate to these criteria, resulting in fees between \$0 and \$2,300. A portion of the fee is applied to administrative costs, and other percentages are dispersed to maintenance and police. Portland does not have a separate administrative fee.

Permit fees vary from no permit fee (Cincinnati), to a minimal permit fee (Charlotte, \$10; Kansas City, \$50), to a permit fee based on the number of participants (Sacramento, \$50-\$200), to a permit fee based on multiple criteria (Seattle, \$220-\$39,090 +\$0.50/entrant for sporting event, fees based on whether the event charges an entry fee and the number of participants), and permit fees based on the event costs and structure (Denver).

Other cities: application fees

| | |
|-------------------|--|
| Albuquerque, NM | \$35 application fee |
| Austin, TX | No permit/application fee. |
| Cleveland, OH | \$20 parade permit; \$0 for other events. |
| Eugene, OR | \$0 |
| Fort Worth, TX | \$150 application fee, plus \$700 refundable deposit (for clean up) |
| Houston, TX | \$250 nonrefundable fee (can be waived for nonprofits) |
| Indianapolis, IN | \$25 for events closing city street; \$0 for other events |
| Las Vegas | Police charges +12% |
| Milwaukee, WI | Based on categories A, B, C, and D. Organizers must also be prepared to hire off-duty police officers if the event will warrant it. (As determined by fee schedule, needs of event). Veteran's Day, Milwaukee Public Schools events, no fees, but everyone else pays event fees. |
| Minneapolis, MN | Parade, \$25; race, \$100, plus \$0.50 per participant (based on pre-registration numbers). |
| Nashville, TN | \$30 application fee (plus \$50 if submitted late) |
| New Orleans, LA | \$200 (for-profit) and \$50 (nonprofit) |
| Oklahoma City, OK | No application fees |
| San Francisco, CA | No fees for parade permits, there may be fees for other aspects (i.e., parks, fire) but parade permits are free. For 10B (athletic) events they are charged full cost recovery for all city services, plus 14% admin fee. |
| Spokane, WA | \$50 application fee |
| Tacoma, WA | \$20 application fee |
| Tucson, AZ | Most applications are free; \$75 for barricades (large events). |

Other cities: administrative fees

| | |
|---------------------------------------|--|
| No separate administrative fee | Albuquerque, NM; Austin, TX; Cleveland, OH; Eugene, OR; Fort Worth, TX; Houston, TX; Indianapolis, IN; Milwaukee, WI; Minneapolis, MN; Nashville, TN; Oklahoma City, OK; Spokane, WA; Tacoma, WA; Tucson, AZ; |
| Las Vegas, NV | Administrative fees rolled into overall cost recovery plan of overtime costs +12% (12% is administrative fee) |
| New Orleans, LA | Yes, administrative fee depends on the size of the event and planning required (i.e., a small foot parade that will take 2 hours and needs 3 officers will pay \$90 per officer plus a \$25 administrative fee). |
| San Francisco, CA | 14% administrative fee for 10B (athletic) events; other events, no. |

Application process. Sacramento and Denver have extensive event planning guides that include all of the city codes and fee schedules. They also have staff to walk event organizers through the process, including a primary contact within a special events office as well as personnel in partner agencies (i.e., police, transportation, fire). These jurisdictions also request more specific information from event organizers – including a tax exempt number, estimated attendance, detailed street closures, security plan, volunteer usage, and marketing plan. Presently, the City of Portland does not need to ask for this information since cost recovery is not a priority; however,

by requesting this information it engages event organizers more deeply in the planning process and creates a better-organized event.

Other jurisdictions also have Special Event Review Committees, which, like Portland meet on an as-needed basis to review applications and meet with event organizers. The most unique and efficient usage of this committee is in Albuquerque, New Mexico, where the committee is comprised of all entities that issue permits for special events and/or provide city services. In Albuquerque, event organizers meet with the group as a whole and then move from station to station paying and submitting information – by the end of the meeting they have paid for services (Albuquerque has full cost recovery) and obtained a permit. The Special Events Coordinator in Albuquerque also has a continually updating computer map of special events and construction, which allows the coordinator to respond quickly to date requests and rerouting needs. The Revenue Bureau is currently evaluating ways to improve its application process through an online system, but there are opportunities for improving the information gathered from applications as well as the use of online calendars and mapping to assist event organizers and City staff.

Other cities: application process

| | |
|------------------|---|
| Albuquerque, NM | Call the community events division (administrator); completely fill out the application summary; attend permit meeting; be prepared to answer pertinent questions; maintain original copy of event permit; comply with requirements and recommendations; fees for services detailed by department on survey response form; complete survey response form. |
| Austin, TX | Application. Agree to pay for police, agree to route. |
| Cleveland, OH | Application; steering committee review; approval/denial. |
| Eugene, OR | Turn in application (at least 48 hours prior – wishes it was more) Eugene PD reviews, distributes if needed. Meet with event organizers to discuss details, checks for safety, etc. Approve or deny. |
| Las Vegas, NV | Application fee tied to police costs: overtime rate +12%. |
| Fort Worth, TX | Application and fees paid; reviewed by one stop permitting shop; organizers meet with special event review committee; committee brainstorms the feasibility of the event; if a large event (or repeat event) meet well in advance; feedback from fire and police; new events highly scrutinized; event approved or declined; can have a post-event hearing to address issues of an event and/or why \$700 deposit is not being returned. |
| Houston, TX | An application for a parade permit shall be submitted not less than 10 business days prior. The coordinators shall review each application to ensure that the time, place, and manner of the proposed parade complies with the provisions of this division. Each application for a parade permit must be accompanied by a non-refundable fee of \$250. Can be reduced or waived if unable to pay/nonprofit. \$250 Parade (10 days prior (less than 250 ppl less than 12 vehicles), ROW 90 days prior, \$50 Street Function (90-120 days prior; parks at least 30 days prior). |
| Indianapolis, IN | Submit application to controller's office. Pay the special event fee of \$25. Large events of over 1,000 people must provide public safety contact, medical assistance info, insurance info, amenities info and clean-up plan and supply an event address. Must account for areas closed, parking meter blockage, food and alcohol and fire. Application will be approved or denied by Events Advisory Board. Online system shows calendar, archived events have been granted a permit. If an event closes a city street it costs \$25. If not, no special event application fee. |

| | |
|-------------------|--|
| Milwaukee, WI | Apply 30 days in advance. Agencies coordinate – at their discretion determine permit fees on a case by case basis based upon events' needs. |
| Minneapolis, MN | Parade: application up to 5 days prior. Route approved by transportation and police. After route approval, traffic control plan submitted. Authorized control agents or police personnel provided at intersections. Barricades must be installed and removed. Volunteers provided. Residents must be notified. Race Permits: application up to 60 days prior. Race Route approved by transportation and police. Route approved, must supply traffic control plan. Event must be between 6 am and 3 pm on Saturday, Sunday or legal holiday. Proof of insurance needed. Authorized personnel or police must be provided. Barricade must be provided. Volunteers must be provided. Residents and property owners must be notified. |
| Nashville, TN | Submit application (with \$30 application fee and additional \$50 if application received less than 45 days early), which coordinator reviews and then distributes to her special events committee (transit, police, fire, etc.) for committee review, coordinator/committee give guidance and permit information, approval or denial determined. Every effort is made for an event to happen. |
| New Orleans, LA | Application detailing parade and event is sent to City Hall for coordination between departments and charges for police calculated. Superintendent has final say (route, hours, etc.) and the permit is issued after fees and costs (i.e., police time) are paid. |
| Oklahoma City, OK | Complete and submit application. If activity permit (small; minimal/no impact) approved in office. Revocable – must attend a revocable permit meetings “City Services Meeting” which includes fire, police, health, licensing, transportation (and other impacted areas) to discuss the event. Applicant learns costs for police and barricades, presents proof of insurance. Approval at City Services/Revocable Permit meeting and then goes on to City Council for final approval. Final approval by City Council. Permit Issued. |
| Spokane, WA | The application for special event permit shall be filed with the City license officer 30 days before an event. Application reviewed coordinated with other departments, \$50 administrative fee paid, discussions about payment (case by case). |
| Tacoma, WA | Submit an application it's sent out to the Special Events Committee, which includes everyone in the city who would be affected (application scanned in and dispersed). After agreement and coordination with police event is approved/denied. |
| Tucson, AZ | Application, City of Tucson Dept of Transportation; fee paid, \$75 (for large events with a barricades), otherwise free; Officer Johnston reviews and sends it around to important departments (up to 8 divisions); estimations, determinations, and sign-offs; event organizers told about costs for barricades, off-duty officers, and clean-up; if they can pay, groups agree; event approved. |
| San Francisco, CA | Submit an application, which is distributed to affected parties. If 10B (athletic event) collect cost recovery, final approval/denial by district police. |

Cost recovery of city services. Portland’s city code, FIN-2.06 – Revenue, defines full cost recovery as “all direct costs, bureau overhead, General Fund overhead, loss of interest and depreciation on capital plant and equipment.” Some cities move beyond a moratorium on events and are forced to close the fiscal gap with a citywide full cost recovery model.

For example, in Pittsburgh, Pennsylvania⁴⁹, fiscal irresponsibility forced the city into cost recovery⁵⁰. Krissy Gasiorowski of the Pittsburgh Police department states that the city contracts with an organization called “Cover Your Assets” to account for all on-duty and off-duty police hours and to assist with the police department’s cost recovery model. Gasiorowski states that Pittsburgh, which has over 400 special events per year (including neighborhood events), hasn’t seen a decrease in special events due to a move to full cost recovery. Gasiorowski believes cost recovery does deter new, smaller events who cannot afford to pay the full costs for an event. In Pittsburgh, there is a \$125 application fee plus the full costs for city services charged to event organizers. Exact fees are determined on a departmental basis and an invoice is given to the event organizer to be paid no later than 4 days prior to the event. For example, in the Police Department, the rate for a special event is the off-duty officer rate (between about \$40-\$50/officer/hour, 4-hour minimum), \$25 per police vehicle per hour, plus \$3.85 per hour for administrative costs (there is an additional 10% administrative fee for secondary detail requests). The only costs the City of Pittsburgh covers are the first \$750 of costs for first amendment rallies and neighborhood events. Many cities recover police and transportation costs; what makes Pittsburgh unique is that the City also recovers vehicle and administrative costs. If Pittsburgh’s cost recovery model is on one end of the spectrum, among comparable cities, the City of Portland resides on the opposite end of the spectrum.

Outlined below are some of the specifics of each jurisdiction’s special events cost recovery model. The commonalities of the model are lower recovery of administrative costs and higher recovery of direct services.

- **Charlotte:** Recover costs for police (off-duty officers only), fire (100%), and solid waste (60%). The cost of event planning meetings with police and other administrative costs are considered daily duties and these costs are not recovered. It is difficult to quantify the exact costs for on-duty police services so event organizers are rarely billed for on-duty rates. The event organizers pay for off-duty officers and the money goes directly to the officers.
 - Charlotte states the City uses a partial cost recovery model: 60% waste recovery, 100% fire; 0% on-duty police officers; 100% off-duty police officers. Permit application fees are low; therefore, administrative costs are estimated at a recovery level of about 2%.
- **Cincinnati:** Four events are identified as partial repay (“city sponsored events”) and the event organizers only pay 10% of city services. Otherwise, event organizers pay for the city services they use (special events and parades).
 - Partial cost recovery model, estimates: administrative 0% (no application fee), 85% police recovery; 85% transportation, because of city-sponsored events.

⁴⁹ Pittsburgh, PA, is outside the criteria of the special events rate study survey (it is not a top-50 city or regional city), but it serves as a model of “forced” full cost recovery unlike most cities who develop full cost recovery as part of their status as a “destination” city.

⁵⁰ Per survey interview, Pittsburgh, PA.

- **Denver:** Denver utilizes a partial cost recovery model with fees determined on a per event basis.
 - Groups don't pay to close the streets, but they do pay for barricades and parking meters.
 - Freedom of speech/parades (treated the same) – 15 blocks at no charge, includes barricades. After that they pay the off-duty police rate.
 - Runs/races/other events: pay \$50-\$60/hour for police.
 - Partial cost recovery model estimated at 3% administrative costs recovered, 65% police, 65% transportation, due to the 15-blocks at no charge structure, and the fee/service waiver for certain nonprofit events.

- **Kansas City:** Kansas City's Public Works Department, Street and Traffic Division administer the parade permits in coordination with the Police Department. Kansas City recovers costs for the police department at the overtime rate (uniform, car, and administrative planning costs are not recovered). Payment must be received on the last working day before the event. Event organizers submit a proof of clean-up agreement and traffic plan with their application. Failure to clean-up after an event will jeopardize future permit privileges.

- Cost recovery estimates: 1% administrative, 85% police, 70% transportation (Event organizers must submit a traffic control plan, site plan, and pay for the barricades and signage. The 30% unrecovered here is indicative of personnel working as a result of the street closure.)

- **Sacramento:** Sacramento recovers costs for police, but not for maintenance (however, event organizers pay for maintenance and barricades); administrative costs are not entirely recovered. The City provides event support services – i.e., equipment – for a fee. Overall, the special events coordinator states that it is a partial cost recovery model but close to 100% cost recovery.
 - Police Officers are billed at the following rates:
 - \$68 per hour for an officer, four-hour minimum
 - \$83 per hour for a sergeant, four-hour minimum
 - \$25 per vehicle per day
 - They require a ratio of about 1 officer for every 1,000 people; if traffic related may be more like 4-6 officers per block. There is a 4-hour minimum. For every sergeant, there are 5 officers. Sacramento PD has a special events unit and when the Special Events Coordinator requires use of officers s/he has event organizers work directly with the police.
 - Event organizers are responsible for erecting and removing barricades and signs, providing and moving garbage or waste receptacles, and for the cost of city personnel who are required to work overtime to perform duties as a result of street closure

- Sacramento has a fee waiver for city-sponsored events. City Sponsorship requires the City logo on collateral and other guidelines to connote City Sponsorship of an event. Currently Sacramento lacks mechanisms to determine who should receive City Sponsorship – dictated on a case-by-case basis.

- Cost recovery estimates: 5% administrative, 90% police, 70% transportation (Transportation costs *are* recovered because contractually event organizers must submit a traffic control plan, site plan, and pay for the barricades and signage – typical costs within a transportation department – the 30% unrecovered here is indicative of straight time costs of personnel working as a result of the street closure.)
- **Seattle:** Seattle’s model is similar to Portland’s because special events permits are not tied to cost recovery but flat fees based on event type, admission fee, and estimated attendance.
 - If the City says police officers are essential for an event then the police come with the permit – thus the permit fee includes city services. If an event planner wants police and the city does not recommend it, then the event planner pays for police on top of fees.
 - For an extra large athletic event in Seattle the top fee of \$39,090 (plus \$.0.50 per entrant) would be close to full cost recovery of city services; however, the Special Events Coordinator in Seattle states that events are heavily subsidized by the City. This could be due to several factors. First, one of the problems with a flat fee system is that event organizers are charged based on criteria that may not impact the cost of city services (i.e., the number of participants). Secondly, city structures, including differing police contracts, differing street and transit systems, and laws also contribute to a flat fee structure leading to heavily subsidized events. It is difficult to determine the level of cost recovery in Seattle without obtaining an itemized list of events and city costs.
- **Portland:** Like Seattle, Portland has a flat fee system in place for special events. Fees range from \$0 to \$2,300 based on the size and type of event. Portland faces similar constraints to their fee structure because fees are not connected to direct costs and therefore when the cost of providing services increases there is no mechanism for filling the gap. Over time, this has led to an erosion of cost recovery for the City, leading to an estimated cost recovery in 2007 of 7% for administrative costs, 7% for police costs, and 4% for transportation costs.

Figure 3-2: Estimated percentage of cost recovery for special events

| City | Administrative | Police | Transportation |
|-------------|----------------|--------|----------------|
| Kansas City | 1% | 85% | 70% |
| Cincinnati | 0% | 85% | 85% |
| Sacramento* | 3% | 90% | 70% |
| Denver | 3% | 65% | 65% |
| Charlotte** | 1% | 100% | 60% |
| Portland | 5% | 5% | 4% |
| Seattle*** | N/A | N/A | N/A |

* Maintenance covered by event planners (outside company or city services)

** Cost recovery of off-duty officers only; on-duty paid by City.

*** Seattle is not based on a cost recovery model, but a permit fee schedule based on the number of people, entry fee / no entry fee (from \$220 to \$39,090). Sporting events have an additional \$.50 per entrant charge. For an extra large athletic event in Portland this structure would recover costs; however, without an itemized list it is difficult to estimate cost recovery.

SOURCE: Rate Study Survey Interviews, estimates based on information provided.

Other cities: cost recovery for city services

| | |
|------------------|---|
| Albuquerque, NM | Yes, full cost recovery for direct police, fire, transportation services determined on a per-event basis. |
| Austin, TX | No permit fee.....just the charge for the Police Officers time. The rate charged to a promoter for Police Officers time is set by the City Council each fiscal year during budget preparation. Note: our Council has not raised the rate charge since 2003, although Officers pay has increased. The Police Department ends up actually subsidizing the Officers pay due to the difference in what the fee is compared to the actual cost of an Officer. No charge for transportation costs. |
| Cleveland, OH | Event planners provide security and clean-up, but if additional city services (i.e., on-duty police) are required in addition to what the planners pay for the city supplies it. |
| Eugene, OR | No cost recovery for administrative cost, police planning time, etc., but there is an "outside overtime" recovery for events that charge admission and use resources like the Eugene Marathon. Costs: \$74/hour; 3-hour minimum, plus other rate for supervisors. Events that do not charge a fee do not pay for police services. Other services not recovered. Partial, outside overtime rates. |
| Fort Worth, TX | Partial, administrative costs only \$150 application fee, off-duty police, barricade company, cleanup service paid by event organizer (or \$700 deposit kept). |
| Las Vegas, NV | Full cost recovery |
| Houston, TX | Yes -- Sometimes co-sponsorship means waiving some fees or brokering city services, it depends. Sometimes the city just lends its name. Walks/runs – recover costs, they had so many requests for special treatment for nonprofits they had to stop. Street Functions: by ordinance the event planners must pay for police and maintenance either paying the police department and/or public works directly or establishing a plan to pay outside contractors in coordination with police and/or public works. Parades: at no cost for the first 15 intersections along the proposed parade route. For each intersection thereafter along the proposed parade route, a fee of \$1,000.00 per intersection. Recovered costs allocated to city's general fund. I do not know of an exact formula, it is based on the event(s) needs/costs, and type of event (parade or street function). |
| Indianapolis, IN | Organizers hire off duty police officers to work. The money goes directly to the officers but there is no recovery for administrative fees, uniform, car, etc. Fire charges \$100 and the ambulance companies recover costs. Organizers hire their own clean up crews and take care of public works needs, with the exception of events that were "grandfathered" in. Currently reevaluating the process for higher recovery. |
| Milwaukee, WI | Recoup on signage, meters, street sweepers, but a lot of events don't require these things. No, it is only partial cost recovery (similar scale to Portland). As a result of the lack of funding the police department has started declining a lot of events. Organizers can hire off-duty police officers. |
| Minneapolis, MN | With the exception of some street sweeping services, and nonprofit parking signs waived, everything else is recovered. (For profit pays for parking signs at \$30/block and up to \$1750 for up to 80 blocks, after 80 blocks add in time and materials, which is cost out for 5-6 major events each year, the big races.) Barricades rented from a private firm. City charges for lost revenue of parking meters paid in advance, on a 24-hour period charge, from \$10-\$28 depending on the location and day of meters being hooded. As for the police, if an event requires off duty officers for safety, crowds, etc., then it is |

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| | between \$40 -\$50 / hour per officer with a 4 hour minimum. |
| Nashville, TN | There are 2-3 events that are considered “major events” (not city sponsored by city-supported) where the police provide support. Otherwise, the planners pay for off duty police officers and public works. There is also a \$500 sanitation deposit. |
| New Orleans, LA | Yes, full cost recovery. There are a few events identified by the city as providing a large economic influx of people and revenue which the city provides services for free. A few examples are the Sugar Bowl (football), Bayou Classic (festival; football), Essence Music Festival, and Mardi Gras. The logic is that they bring in 1,000s of people, deliver high occupancy rates in hotels, and provide an economic boost. There are no more than 12 such events in New Orleans/year. Full, except for big events (mentioned earlier). Lt. Valiente says that they bill for time outside the normal scope of the work duties (i.e., he doesn’t charge for his time unless they call him after hours and then he tells them it will be \$50/hr and after the first minute it’s \$50). |
| Oklahoma City, OK | Sometimes police provide some services (rarely and for city sponsored events) but applicant pays for off-duty police (\$25/hr for officers and \$30/hr for supervisors). Partial, organizer/permit applicant pays for barricades and police; no admin fees. |
| San Francisco, CA | Parades, demonstrations, no; full cost recovery for athletic (10B) events. |
| Spokane, WA | Currently under review. Some events charged full cost recovery, some not, “willy-nilly” policy. Large events that bring a lot of economic benefit (i.e., Bloomsday) pay 60%, other fun runs, marathons, try to get full recovery. |
| Tacoma, WA | If an event warrants police enforcement, then organizers are charged \$45/hr for police with a 4-hour minimum. Partial cost recovery, mostly police, could condition in public works or recovery of other fees, but usually don’t because would need to get OK’d by the City Council to start charging and get a fee schedule together to implement – hesitant to do so. |
| Tucson, AZ | If the event takes place on city property (including streets) officers are paid at the off-duty rate (\$51 overtime / \$40 off-duty). The role of police in this to preserve the peace and protect city property. The off-duty rate is \$40/hour of that, the city collects between \$6-\$7/per officer. The organizers cover the costs of clean-up, maintenance, barricades, and the primary formula is direct payment to the city for off-duty officers – all else cared for by the organizer. |

Street use restrictions. In Portland, the Bureau of Traffic Management prepares a traffic control plan for large parades, small athletic, large athletic, extra large and exceptions. The traffic control plan indicates the locations where monitors shall be present and provides guidelines on monitor use and barricade locations. The Special Events Coordinator also notifies event organizers of street use restrictions due to high volume traffic, construction, or other safety concerns. There are currently no mechanisms to prevent events from interfering with transit; however, joint efforts are made between the City and event organizers to minimize the impact.

Other cities: street use restrictions

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| Albuquerque, NM | Per City Administrative Instruction 8-6-1, the City’s Chief Administrative Officer (CAO) must approve any closures of Central Avenue. Disturbing this roadway is a major impact to the City of Albuquerque, and should be avoided as much as feasibly possible. |
| Austin, TX | The promoter usually comes to us with an idea or plan and we adjust it as needed for safety. |
| Cleveland, OH | Not really any restrictions on hours/street use/etc. They have designated a specific area for demonstrations, that is free and people can stand and |

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| | speaking their peace. |
| Eugene, OR | Noise ordinances enforced. Won't approve things they can't police (i.e., too many events). No specific street restrictions; but criteria general enough police department feels has leeway to approve/disapprove. |
| Fort Worth, TX | Look at noise, tourism, safety, traffic. They have a "least impact routes" possible system for events to show where the costs are lower and they are less likely to get complaints. But this is not a restriction because an event can be held anywhere; however, if organizers can't live with a "least impact route" they must do a research study for traffic impact and submit that with their application and proposed route. |
| Houston, TX | A parade held on a Saturday, Sunday, holiday, or special event holiday may include no more than 25 street intersections and must be completed in no more than three hours. A parade held on a day other than a Saturday, Sunday, holiday, or special event holiday may include no more than 10 street intersections, must be completed in no more than one hour, and must begin at either 10:00 a.m. or 2:00 p.m. A parade route may not include any streets or portions of streets that are located west of Bagby Street, south of Jefferson Street, east of Chartres Street, or north of Congress Street. A parade route must in its entirety be located either: On Fannin Street or other streets or portions of streets located to the east of Fannin Street; or On Travis Street or other streets or portions of streets located to the west of Travis Street. |
| Indianapolis, IN | They prefer not to shut down main arterials EVER. One main street that divides the city (Meridian St.) isn't shut down for anything. Nothing is shut down during rush hour. Large events can be waived through, but it will require approval. No outdoor noise after 10 pm. They do encourage smaller road races to follow the White River State Park or Downtown Canal loops to ease the costs and keep streets open but they are not "required" routes for runs. |
| Las Vegas, NV | Public works determines whether the route will interfere with other events. Usually City works with event organizers for a solution. |
| Milwaukee, WI | This is all determined by the alderman for the district where the event is to be held. A lot of aldermen do not allow events after dark in their districts but it depends. |
| Minneapolis, MN | Race must take place between 6am and 3pm on Saturday, Sunday or legal holiday. No permit shall be granted for a parade or race to be conducted downtown between 7am and 9am or 4pm and 6pm on any day which is not Saturday, Sunday, or a legal holiday. |
| Nashville, TN | Noise ordinance, safety, they like to finish downtown by 11pm because people live downtown. |
| New Orleans, LA | The superintendent has the final say over all aspects of the event – including event time(s), route, time of day, and considerations of traffic volume; however, they do everything they can to work with the event planners to make the event happen and happen successfully. |
| Oklahoma City, OK | No but there is a noise ordinance after 10pm. Discussed case by case at revocable permit committee meeting. |
| Spokane, WA | No written restrictions, but an evaluation as to whether the event will cause substantial disruptions, unreasonable conflicts, divert police/fire, or interfere with other permitted events. |
| Tacoma, WA | There is a noise ordinance in place and they try to have that enforced. The main problem they have with these types of restrictions is that there is no "Special Events Coordinator" and also no one to monitor everything. |
| Tucson, AZ | No, construction and safety concerns only. |

Fee structures for nonprofit and for-profit groups. Seattle went so far as to have fees structured and enforced by ordinance, effectively eliminating fee waivers. Among the other cities surveyed, about half do not distinguish between nonprofit and for-profit entities. Of the remaining cities, 3 cities do not allow for-profit entities to obtain permits for use of city streets (usually for-profit entities must partner with a nonprofit and make a substantial donation); other cities have discounted fees for nonprofits.

Other cities: fee structures for nonprofit and for-profit groups

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| No distinctions between for-profit and nonprofits | Albuquerque, NM; Austin, TX; Cleveland, OH; Eugene, OR; Las Vegas; Nashville, TN; Tacoma, WA; Tucson, AZ |
| Fort Worth, TX | Currently, the administrative rules state that to close city streets you must be a 501(c)(3) OR partner with a nonprofit organization. |
| Houston, TX | City feels there's a fine line between charging too much and then everything being considered "important" for the city to produce / sponsor. Their office tries to raise funds for the general budget, but they also look at other institutions on public property. They sometimes partner with either nonprofit or for-profit organizations if raising funds for a cause and they (they city) is able to evaluate what the organization brings to the city. |
| Indianapolis, IN | Yes, parking meters – nonprofits can request a waiver to have parking meters shut down. Conversely, for-profits pay \$15/meter/weekday. Otherwise, everything else is the same. |
| Milwaukee, WI | Not really issued for for-profit organizations. |
| Minneapolis, MN | Nonprofits don't pay for parking signs. Otherwise, the same. |
| New Orleans, LA | Permit fee for-profit: \$200; permit fee nonprofit: \$50. All events must pay for police. No money, no permit, no event. Period. |
| Oklahoma City, OK | Don't allow for-profit events on city streets – per ordinance – so if a for-profit group wants to hold an event they must partner with a local charity. They also can't charge admission (except in cases of marathons, fun-runs) but there are no for-profit events on city streets. |
| San Francisco, CA | Yes. There are different fee structures in place for for-profit and nonprofit organizations. |
| Spokane, WA | The way that organizations avoid paying fees is by getting "city sponsorship" for an event, which means the differentiation is between city v. non city rather than nonprofit v. for-profit. |

Other cities: insurance requirements

| | |
|------------------|---|
| Albuquerque, NM | Yes, if it is on City property. Determined on a per event basis. |
| Austin, TX | None for a parade permit; however, hybrid events require insurance on a case-by-case basis. |
| Cleveland, OH | Every event \$1,000,000 (except for parks – which is separate). |
| Eugene, OR | Require \$100,000 liability and \$50,000 property (could be more as determined by city) |
| Fort Worth, TX | \$1 million; \$2 million aggregate for all events downtown, cultural business district, large events. They discourage events in neighborhoods, etc. |
| Houston, TX | Street function: \$500,000 per occurrence; \$1,000,000 aggregate; Parade: \$1,000,000 per occurrence; \$1,000,000 bodily; \$1,000,000 auto |
| Indianapolis, IN | All events except for block parties require insurance of \$5,000,000. |
| Las Vegas, NV | All events are required to carry a rider for the police department. |
| Milwaukee, WI | Classes A-C require insurance. |
| Minneapolis, MN | Athletic: \$30,000 for one claimant; \$1,000,000 for any number of claimants. |

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| Nashville, TN | Permitted events have a \$1,000,000 minimum for insurance, where Nashville/Davidson County are listed as the additional insured. |
| New Orleans, LA | \$1,000,000 |
| Oklahoma City, OK | All revocable permits require insurance, amounts determined case by case. |
| San Francisco, CA | No insurance for marches, other insurance, depends on the event. |
| Spokane, WA | Required for all events. |
| Tacoma, WA | Insurance is required for everything except for a block party. \$1,000,000 insurance policy. |
| Tucson, AZ | Large athletic events, \$1 million insurance required. |

Differentiations between athletic events from other special events. Currently, the City of Portland has categories of “small athletic,” “large athletic,” and “extra large” event (which is for athletic and nonathletic extra large events). The only difference between athletic events and other special events (i.e., a parade) in Portland is the 15-minute per mile pace and the limitation of 2 athletic events per month. The Revenue Bureau wanted to investigate whether other jurisdictions make similar distinctions.

Cincinnati, Charlotte, and Kansas City do not make any distinctions between athletic events and other special events. Denver only differentiates between nonprofits and for-profits but not between athletic and nonathletic. Sacramento requires event organizers to provide a traffic control plan and site plan for athletic events in addition to fulfillment of the regular application requirements. Seattle charges an additional fee per participant for athletic events (\$0.50 per entrant), which is the biggest differentiation between athletic and nonathletic events among the six cities.

Other cities: differentiations between athletic events and other events

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|---|---|
| No differentiation between athletic and other events | Albuquerque, NM; Fort Worth, TX; Houston, TX; Indianapolis, IN; Las Vegas, NV; Milwaukee, WI; Nashville, TN; New Orleans, LA |
| Austin, TX | Police and Right of Way Division work together for best solutions. |
| Cleveland, OH | No, sometimes if in parks there are additional permits and fees, but otherwise the same. |
| Eugene, OR | Large athletic events are billed for services. |
| Minneapolis, MN | City and parks are separate. Must pay fees at different places. For an athletic event that lands in the park, the city doesn't collect per head because Parks collects \$2 / participant. |
| Oklahoma City, OK | Only athletic events are allowed to charge an admission fee for an event using city streets. Also, on a case by case basis some fees are paid by the city for large marathons. |
| San Francisco, CA | Yes – full cost recovery for athletic events. |
| Spokane, WA | Capstone events (Bloomsday and Hoopfest) treated differently. Other events are treated on a case-by-case basis. |
| Tacoma, WA | No; athletic events are typically in parks, which are not permitted through the city – permitted through metro parks, who charge for full cost recovery. |
| Tucson, AZ | Insurance and barricades required. |

City Sponsorships. One unexpected dimension of special events uncovered during the surveys of other municipalities was the notion of city sponsorship of special events. Currently, Portland Sunday Parkways is the only officially city-sponsored event in Portland. Arguably, since the City subsidizes all special events taking place on city streets, all special events in Portland are city-sponsored. Usually, cities that have city-sponsored events choose between two options: (1) identifying up to four events each year that are “city sponsored” events; or, (2) developing a task force to fill a funding gap for smaller events (like the City of Denver’s Task force or Kansas City’s fee waiver for 3 small events per year).

When cities decide to identify four events as “city sponsored,” these events are entitled to a full subsidy for city services. These events are usually placed in the city code and the terms of the city sponsorship are outlined there. These events are typically “hallmark” events that not only bring new money to the city but are also viewed as events local citizens identify as being important to the city (i.e., New Orleans’ Mardi Gras). While city sponsorship of “hallmark” events benefits the city’s visibility, there is also great benefit to utilizing public funds to support the smaller efforts of citizens to improve the local community. For example, the stakeholder meetings revealed that many neighborhood parades operate on a shoestring budget, rely heavily on volunteers, and need lower City fees to keep their events going. Denver’s program also addresses the equity issues between the “haves” (large fundraising events with corporate sponsorships) and the “have-nots” (small events without corporate sponsors), enabling small events to continue while collecting fees from larger events.

Appendix 4: Chapter 4

As Chapter 2 suggests, special events also impact services (such as police, transit, access to roads, bridges, businesses) which could have positive or negative effects.

Each of these bureaus receives a portion of the special event permit fees. Figure A4-1 displays the amount each bureau receives from collected permit fees by event type.

Figure A4-1: Special events permit fee allocation by bureau

| Event Type | Permit Fee | Amt Allocated for Administrative Support per Permit | Amt Allocated for Police Support per Permit | Amt Allocated for Maintenance Support per Permit |
|----------------|------------|---|---|--|
| Small Sidewalk | \$0.00 | \$0.00 | \$0.00 | \$0.00 |
| Large Sidewalk | \$0.00 | \$0.00 | \$0.00 | \$0.00 |
| Street Use | \$0.00 | \$0.00 | \$0.00 | \$0.00 |
| Small Athletic | \$70.00 | \$70.00 | \$0.00 | \$0.00 |
| Small Parade | \$70.00 | \$70.00 | \$0.00 | \$0.00 |
| Large Parade | \$575.00 | \$115.00 | \$287.50 | \$172.50 |
| Large Athletic | \$1,150.00 | \$190.00 | \$580.00 | \$380.00 |
| Extra Large | \$2,300.00 | \$345.00 | \$1,195.00 | \$760.00 |

SOURCE: Revenue Bureau, 2008.

As Figure A4-1 indicates, the allocation to each department varies by event type. The rationale behind this variance is that certain events are thought to need more administrative support (i.e., smaller events) while other events require more police and maintenance support (i.e., larger events).

Portland Police Bureau. While personnel shortage is still the largest contributor to police overtime costs at about \$2 million in FY 2006-2007⁵¹, special events are another significant contributor to a cascading effect of overtime throughout the Bureau. “For example, in Calendar Year 2006, the Traffic Division spent \$363,000 in overtime for special events, while in FY 2006-07 they recovered only \$48,000⁵².” One solution to this problem suggested by the Auditor’s Office is the use of officer sharing (“temporarily assigning officers to other precincts to cover personnel shortages where officers would otherwise be hired on overtime”) for special events “if it can be done without compromising officer or public safety, it should be an option for sergeants and commanders who wish to reduce their overtime expenditures⁵³”. While assessing the personnel shortage in the Portland Police Bureau falls outside the scope of this report it must be acknowledged that this factors into the police expenses for special events.

⁵¹ “Police Overtime: Most Recommendations implemented, but more could be done.” February 2008. Auditor’s Office, City of Portland.

⁵² *Id.*

⁵³ “Portland Police Bureau: A Review of Overtime Management Systems.” November 2000. Auditor’s Office, City of Portland.

PDOT. PDOT does not currently track parking removal costs (\$22/vehicle) related to special events, which is likely a large expense to the City during large special events.

Other affected City Bureaus. There are also several other important internal stakeholders affected by special events, albeit to a lesser degree. These stakeholders include: Portland Parks and Recreation, Office of Neighborhood Involvement, Portland Streetcar, and Portland Fire and Rescue.

Internal Stakeholder Meeting Summary: July 22, 2008

This meeting was well-attended, with representatives from the Portland Police Bureau (Traffic and Central Precincts), PDOT, Maintenance, Portland Parks and Recreation, Tri-Met, Portland Streetcar, Multnomah County Right-of-Way permits, and the Revenue Bureau. Figure A4-2 provides a listing of the feedback and ideas from the Internal Stakeholder Meeting.

Figure A4-2: Feedback and ideas, July 22, 2008 internal stakeholder meeting

Concerns of affected bureaus:

- | | |
|---|--|
| <ul style="list-style-type: none"> • Treating free speech the same (but better to know about marches than force civil disobedience) • Previous proposals failed • Ongoing conflicting goals (i.e., promoting Portland as the place for special events vs. City Codes mandating cost recovery) • Business impact (closing access to business vs. influx that special events bring) | <ul style="list-style-type: none"> • Dignitary expenses • Transit interruption • Parking removal costs • The use of volunteers and/or flaggers and/or security in partnership with police • Timed events – challenging because can’t wait for bump • Parks are open spaces (Springwater Corridor is narrow; if you close trails there are no other alternatives) |
|---|--|

Limitations of the current system:

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| <ul style="list-style-type: none"> • Pricing hasn’t kept pace with the times • Government/City Council structure • Multiple events within one event (no structure in place for separating out and permitting) | <ul style="list-style-type: none"> • Permits in multiple jurisdictions • Area of town, day of the week, time of day, etc. • Need to identify major streets, railroad, construction, etc. |
|--|---|

Ideas for approaches to new policy:

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|--|---|
| <ul style="list-style-type: none"> • Alternate fee schedule for probation events • “Credits” for events that bring economic benefit to the city (i.e. positive economic impact, good press, good for business, etc.) • Economic benefit for events that bring in a lot to city as a whole • Request data from large events for an economic impact statement • Surveys of participants • San Francisco model: charge everybody for everything and then let the city council decide waivers • San Francisco “10B” strategy: full cost recovery for athletic events • No fees for free events • Fees passed on to participants | <ul style="list-style-type: none"> • Free speech events are different from “special events” • Non-profit fees vs. for-profit fee structure • Fee structure based on the size of the entity • Based on percentage donated to charity • Fee schedule based on paid participation versus free (i.e., Race for the Cure charges a fee) • Percentage of cost recovery based on criteria (i.e., fee-based, non-profit, for-profit, etc) • Permitting fees based on area of town • 15 intersections cost X, every block over 15 intersections costs Y • Restrict number of events • Moratorium on events |
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- Straight up cost of living increase
 - Time limit to event length
 - Better defined categories for events
 - Increase the minimums on participation levels
 - Limits to street use
 - Develop examples of different routes and their costs to show why costs are so different
 - Encourage PDOT/ODOT to think about special events in their transportation plans (i.e., Naito is a great street for special events because of long blocks, few lights, less Tri-Met, etc.)
 - Per mile costs (i.e., \$1,100/mile for fee based events – based on 2006 numbers)
 - Limit times (i.e., 12 minute miles, time of day, days of the week, coordinate with transit schedules if possible)
 - Cost(s) per block and/or intersection and/or street crossing
 - Use of turnarounds and bike paths whenever possible (out-and-backs are cheaper)
 - Designated routes
 - Special events budget – capping the events until funding comes, when dollars are gone, no events unless full cost recovery
 - A La Carte Menu: pay for what you use, costs change with different criteria (i.e., nonprofit, for-profit, athletic, park, pioneer courthouse square, MAX, bus, location, time, signals, personnel) low-cost options prepared for event coordinators (including use of outside contractors, alternative routes, etc), if they choose a different route then they need to pay for the criteria they require
 - Use of parks and/or other spaces
 - Add officers to special events
 - Develop a special events budget instead of taking funds from overtime
 - Provide education to special event promoters (i.e., costs), especially for new players
 - National vs. Local events
 - Per ordinance, no for-profit entities are allowed to use city streets
 - City-sponsored events (i.e., Sunday Parkways) where by agreement, X is paid for by the city but then in return “City of Portland” appears in collateral including advertisements, press releases, shirts...
 - Limit “event within an event” (i.e., Marathon/half marathon/10K/walk) or permit separately to recover costs
 - Fee for use
 - Increase fees based on number of events
 - Gates in strategic locations to prevent traffic (except police/fire), the gates would curtail personnel costs
 - Outside security (although can’t direct traffic, can serve other ways)
 - Flaggers
 - Volunteer “uniforms” and training provided by police prior to the event (more volunteer coordination)
 - City ordinance to prevent permit fee waivers
 - Sanctions/civil penalties for not following rules
 - Compliance security
-

Areas impacted by special events:

- Emergency services
 - ODOT
 - PDOT Bridges
 - Multnomah County
 - Tri-Met
 - Streetcar
 - Parks and Recreation
 - Police
 - Staffing/Personnel costs
 - State highways/bridges
 - Venues (number of venues, parks, Rose Quarter, etc)
 - Barricades
 - Signage
 - Maintenance (street cleaning, etc)
 - Churches
 - Developments
 - Businesses
 - Days, times, holidays
 - Access to freeways/freeway ramps
 - Signalized intersections
 - Location
-

Free Speech Organizers. These organizers may also feel that “free speech” is constitutionally protected as a free act. However, in accordance with *Cox v. New Hampshire* 312 U.S. 569 (1941), it is permissible for cities to charge a permit fee and expenses for free speech acts, so long as questions are limited to time, place, and manner and permitting is not contingent on the content of the message (*Forsyth County v. The Nationalist Movement*, 505 U.S. 123 (1992)).

Events Planner Survey

In addition to stakeholder meetings and telephone interviews, the Revenue Bureau conducted a targeted Internet survey for 2007 special events organizers – one of the primary external stakeholders. A message requesting participation in the survey as well as a link to the survey was sent out to 127 contacts of individuals who participated in planning special events in 2007. The survey had 67 visits and 39 completed surveys for a response rate of 31%.

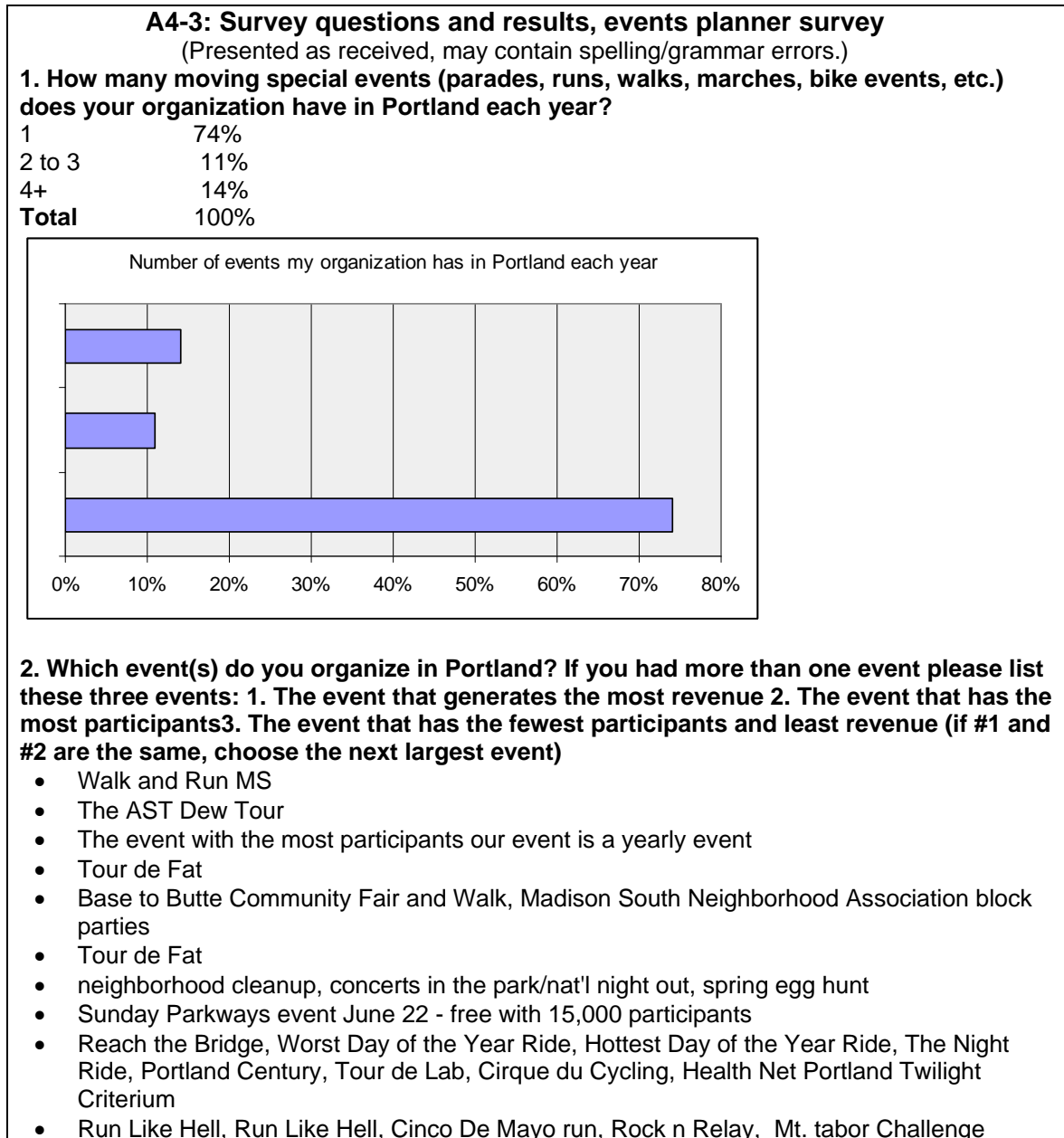
The rationale behind the survey was to not only engage event planners in the rate study process, but also to test some of the assumptions made by the Revenue Bureau with regard to where special events occur, the number of repeat players (organizers who plan multiple events and/or events in multiple cities), and learn general perceptions event planners have regarding the special events permitting process. The survey was comprised of 16 questions some multiple choice, others with open answers (Figure A4-3).

Seventy-two percent (72%) of respondents stated that they have one event in Portland each year, with 14% having 2-3 events, and 14% having 4 or more events. Downtown served as the most popular location for special events with 50% of responses, followed by Northeast (33%), North (22%), Southwest (19%), and Southeast (17%). Interestingly, 33% also listed Waterfront Park as a location which implies that many events utilize both downtown and Waterfront Park, which would require multiple permits. In rating Portland’s special events application process, 9% stated Portland was easier and less time consuming than other cities, 30% stated that Portland was the same as other cities, 17% felt the application in Portland was more difficult and time-consuming than other cities, and 4% stated Portland was the most difficult place to plan an event; however, 39% of respondents answered “other” and wrote in the comment line that they only plan events in Portland. That 39% of respondents only plan events in Portland is important because it helps to contextualize the experiences of event planners and shows the challenges the bureau could face in changing the fee schedule.

When asked how the total fees (including police, parks, maintenance, and other city services) in Portland compare to other cities, nearly 50% stated they “didn’t know” (29%), or wrote “N/A” in the comment line (21%). Twenty-one percent (21%) of respondents stated that Portland costs about the same, 17% stated that Portland is more expensive, 4% stated that Portland is slightly cheaper, and 8% stated that Portland is the cheapest city of its size. It is surprising that 38% of respondents stated that Portland “costs the same” or is “more expensive” than other cities because this does not correlate to the findings of the Revenue Bureau’s survey of other municipalities, where with the exception of Milwaukee, WI, cities of comparable size recover a higher percentage of costs for the city services utilized by special events (resulting in higher fees).

Fifty-seven percent (57%) of organizations stated they are nonprofit organizations; 77% of nonprofit organizations responded that their nonprofit donates over 50% of their event proceeds to “local community programs and projects.” When asked if their organization charged a registration/admission fee to participants, 50% said “yes”, 47% said “no” and 6% stated they charged on a sliding scale or that some participants entered free of charge.

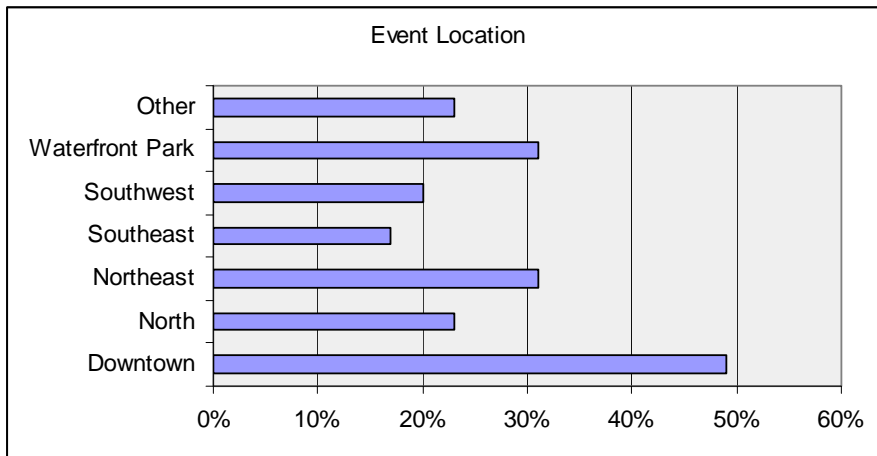
The results of the event planner survey reinforced many of the assumptions made by the Revenue Bureau and written comments in the survey laid the groundwork for feedback received during the external stakeholder meetings. Please see Figure A4-3 for the complete results of the event planner survey.



- Oregon Medical Cannabis Awards (OMCA), Million Marijuana March (MMM)
- Special Olympics Law Enforcement Torch Run
- Ringling Bros. Animal walk to and from Rose Quarter. Typically in August or Sept.
- #1
- Providence Bridge Pedal
- Race for the Roses
- We direct Race for the Cure, which generates the most revenue and has the most participants. The event we direct with the fewest participants is the Jingle Bell Run.
- Annual 4th of July parade from Forest Park Elementary to Mill Pond Park along Miller Rd./Mill Ridge Rd./Engleman St./Mill Pond Rd.
- We have one large event annually, which is our awareness walk in Laurelhurst Park, along with a Gluten Free Food Fair at a neighboring location.
- Martin Luther King Jr. March
- Alzheimer's Association Memory Walk
- City of Portland Triathlon (Aug. 31, 2008)
- The March 19th Iraq anniversary anti war demonstrations.
- The Race for the Cure, The Shamrock Run, The Starlight Run, Nautilus Marathon Relay, Macy's Holiday Parade
- Pints to Pasta 10K
- 2
- ANNUAL N.E. NEIGHBORHOOD ST. PADDY'S DAY PARADE
- Doggie Dash
- #2
- Our event are for community building, Multnomah Days (3rd Sat in Aug), Maplewood Annual Picnic
- The Portland Century, The Healthnet Portland Twilight Criterium, The Hottest Day of the Year Ride
- Waterfront Village, Grand Floral Parade, Junior Parade

3. Where do these events occur? (check all that apply)

| | |
|-----------------|-----|
| Downtown | 49% |
| North | 23% |
| Northeast | 31% |
| Southeast | 17% |
| Southwest | 20% |
| Waterfront Park | 31% |
| Other | 23% |



4. If you have more than one event, please differentiate the locations of the events you

listed above here:

- Hancock Park, NE Dyer (between 88th Pl and 89th), NE 90th (between Tillamook and Hancock)
- 2 are in fernhill park the other is currently at pcc workforce
- OMCA - Ambridge Event Center, MMM - Pioneer Courthouse Square and downtown streets
- Only one event
- Shamrock Run and Race for the Cure start and finish at Waterfront Park. The Starlight Run starts and finishes at Lincoln HS. The Grand Floral Walk starts at Memorial Coliseum and finishes at Lincoln HS. The Macy's Holiday Parade starts and finishes at LHS. The Jingle Bell Run starts and finishes at the World Trade Center at SW Naito and Salmon Street.
- One downtown and one along I-205
- WE HAVE JUST THE ONE (1) EVENT: N.E. NEIGHBORHOOD ST. PADDY'S DAY PARADE
- All our events are in Southwest Portland
- Twilight Criterium - N Park Blocks, Portland Century - S Park Blocks, Hottest Day of the Year Ride - NW, NE, North Portland
- Waterfront Village at Waterfront Park, Grand Floral Parade, NE MLK to downtown, Junior Parade, NE Sandy Blvd

5. How many permits (i.e., from the City of Portland, Portland Parks and Recreation, fire) did your event require? (If you have more than one event, please answer for up to 3 events).

- 3 permits: City, Portland Parks, Bridge permits
- Street Closure Permit
- Two
- three - one parks permit and two city permits for street closures
- Usually 1-3, noise, maybe fire, city, parks
- 6
- 3
- 3 Portland Parks permits for 3 Portland Parks, special events permit with Revenue Bureau, Noise Variance from Piedmont Neighborhood Association
- n/a
- many
- Bridge to Bridge 6, Cinco De Mayo 5, Run Like Hell 6
- OMCA – None, MMM - One permit to march in the streets
- 1
- 1
- Two: One special events, one water meter permitti
- Noise, traffic, park and rec, sound
- four
- 1
- 1, and it still hasn't been issued
- 2
- City Special Event permits: 6 (Shamrock, Starlight, Grand Floral Walk, Race for the Cure and Jingle Bell Run. Parks permits: 2 (Shamrock and Race for the Cure) Fire: 0
- 1 street and sidewalk use (special event) permit
- 2
- 1
- 1
- 11
- Parade permit, Park use permit, Sound use permit
- Three to five, depending on the event. Noise, street, park.

- City of Portland, Portland Parks, Multnomah County Bridges
- 2
- JUST ONE (1) PERMIT
- 4
- one from each bureau.
- 1. Four (4) Permits (Parade, Noise, Street Closure, Banner); 2. One (1) Permits: Noise; 3. One (1) Banner
- Portland Century - 1 Special Event permit, 1 parks permit, 1 Multnomah County for roads and bridge use, 1 Noise Variance, 1 Fire permit, 1 City of Gresham, 1 City of Gresham Parks, 1 Liquor Permit, 3 ODOT District Permits, 1 PSU permission, 1 Metro Parks permit and more for outside of Portland
Twilight Crit - Liquor, City, Parks, Noise,
Hottest Day - City, Parks, Univ. of Portland, PDOT for Road Closure, Mult Cty Bridge use,
- 1. Waterfront Village, 4 (Parks, Police, Fire, Noise Variance); 2. Grand Floral Parade, 4 (City of Portland, Fire, Mult. County, ODOT), 3. Junior Parade, 2 (City of Portland, Parks)

6. Please list from which departments (city, state, etc.) where you obtained permits for your event(s). (If you have more than one event, please answer for up to 3 events).

- City
- Revenue Bureau, The Rose Quarter acquires permits for us as well
- City of Portland(Oregon)
- BDS for noise and OLCC for liquor permit
- Parks Department
Bureau of Transportation
- ODOT, City, parks, fire marshal when we have fire performers (1 event)
- OLCC, Police, Parks, health, fire, city of portland
- city, pps
- Parks, Revenue, Noise Variance?
- n/a
- Revenue bureau, Parks, Transportation, Fire Bureau, Noise Variances, Police
- OLCC / ODOT / City of PDX / Portland Parks / ONI / Mult Co.
- OMCA – None, MMM - City of Portland
- City of Portland
- City Of Portland Revenue Bureau
- 1. Special Events office; 2. Portland Water Bureau
- city of Portland; Mult. County
- Special Events/Revenue Bureau; Parks; Transportation (minor street closure); Noise Variance
- city
- City
- City of Portland
- See #5 above.
- City of Portland
- Parks and Rec and City of Portland
- City of Portland Revenue Bureau
- Parks & Rec
- Portland Parks (city), Street and Sidewalk Use (city), OLCC (state), USA Triathlon (federal), Noise Variance (city), Multnomah County Right of Way (county), Multnomah County Health Department (county), ODOT (state), Fire Bureau (city), Coast Guard (federal), Portland Police (city)
- Parks, Transportation, Police
- See above #5.
- City of Portland – permitting, Parks - special events, Mult Cty Bridges - LUT

- Fire Bureau, Office of Transportation and Event permits
- CITY OF PORTLAND, OFFICE OF MANAGEMENT AND FINANCE / SPECIAL EVENTS
- city, parks, noise, fire
- city of portland, fire dept.
- 1. City, PGE
- 2. City
- 3. City
- ODOT, City of Pdx Revenue Bureau, PDOT St Systems Mgt, Pdx Parks & Rec, City of Gresham Parks & Rec, Metro, Clackamas County Parks and Rec, Liquor Control Board, Bur. Dev. Svs - Noise Office, PSU event scheduling office,
- City of Portland Revenue Bureau, Portland Parks & Rec, Portland Fire Bureau, Portland Police Bureau, Multnomah County, ODOT.

7. What was the total amount of fees and permits your organization paid these various departments to hold your event(s)? (If you have more than one event, please answer for up to 3 events).

- \$500 depending on what category my event falls in eg non profit, large parade
- \$70
- \$70.00 for permits this does'nt include taxes or what expenses we pay to put on parade
- \$200 for noise permit.
- \$441 - for Hancock Park
- \$10 total for block parties
- unsure
- roughly \$5
- \$15
- No permit fees were paid - Parks was a sponsoring organization and Portland Police costs will be paid for from a EPA Federal Grant at approximately \$18,000
- n/a
- not sure
- anywhere from \$3000 to \$10,000
- OMCA - \$0; MMM - \$0
- \$70
- No Fees Paid
- 1. Water- \$105.20; 2. Special events- \$70
- Over \$25,000
- \$2,800
- 500
- 0
- 1250
- \$25,000 for Shamrock, Race for the Cure and Starlight Run combined
- \$70 small parade
- Approx. \$130
- \$0
- \$128.00
- I don't know if you mean 2007 or 2008. All the permit fees haven't been paid for 2008, and for many of them the price hasn't been determined yet. For 2007, I paid about \$5,100.
- Often over \$2000
- Between \$25,000 and \$35,000.
- City of Portland - 1125; Parks 86; Mult Cty. \$150
- Not sure.
- USD 70.00
- \$4411.96
- \$520

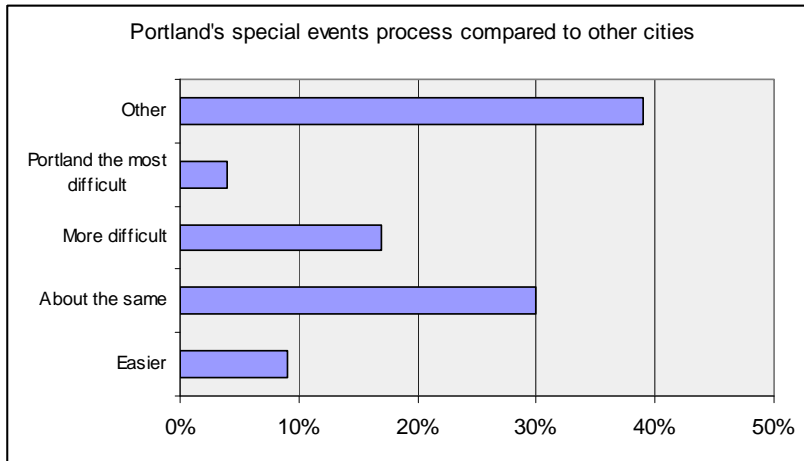
- 1. \$812; 2. \$58; 3. \$333
- \$147,506

8. What other cities does your organization hold events in? (Please list) (If not applicable please go to question 11).

- Eugene, Medford, Pendleton, Vancouver, Corvallis, Salem, Roseburg, Merrill, Heppner, Bend, Ashland,
- Baltimore, MD, Cleveland, OH, Salt Lake City, UT, Orlando, FL
- N/A
- none
- Seattle, Bellevue, Mercer Island, Newberg, Pacific City, Grand Ronde, Amity, Beaverton, Salem, Corvallis
- Seattle, San Fran, Truckee, Denver, Boise, Tempe, Chicago, Ft Collins, Durango, Austin
- none
- throughout the usa
- Seattle
- Bend
- This is a travelling event during June that travels around the state
- Almost every large and medium city in the United States and Canada
- n/a
- None
- Seattle, Tacoma, Woodinville, WA, Vancouver, WA
- none
- none
- Eugene, Medford & Bend
- Geneva, NY, Watkins Glen, NY
- Seattle, WA, Tacoma, WA
- Hillsboro, OR, Tualatin, OR, Champoeg State Park - no city application
- Suburbs, Wilsonville, Beaverton, etc
- NOT APPLICABLE
- n/a
- Seattle, WA, Oakridge, OR
- N/A

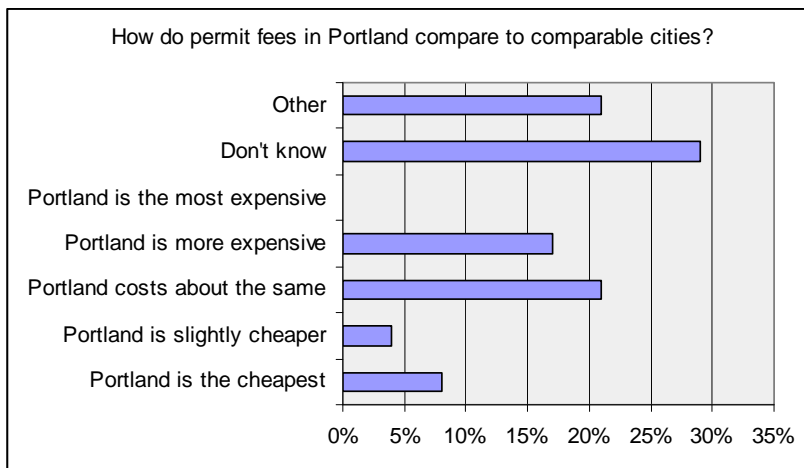
9. How does Portland's special events application process compare to the other cities your organization holds events in?

| | |
|-----------------------------|-------------|
| Easier | 9% |
| About the same | 30% |
| More difficult | 17% |
| Portland the most difficult | 4% |
| Other | 39% |
| Total | 100% |



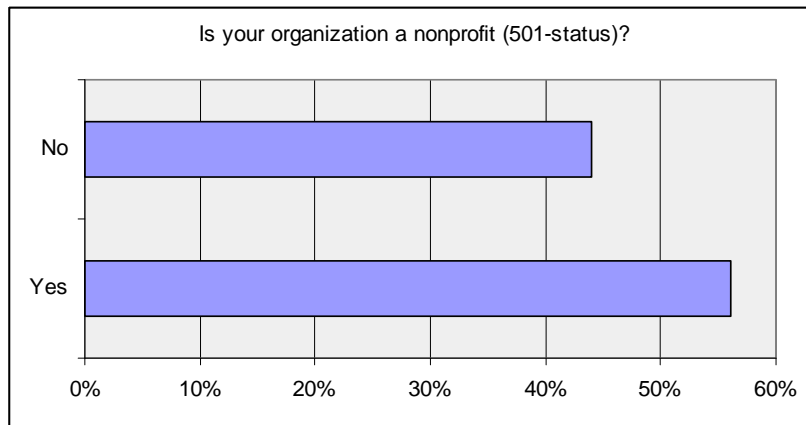
10. How do permit fees (including police, parks, maintenance, other city services, etc.) in Portland compare with the other cities your organization holds events in?

| | |
|--------------------------------|-------------|
| Portland is the cheapest | 8% |
| Portland is slightly cheaper | 4% |
| Portland costs about the same | 21% |
| Portland is more expensive | 17% |
| Portland is the most expensive | 0% |
| Don't know | 29% |
| Other | 21% |
| Total | 100% |



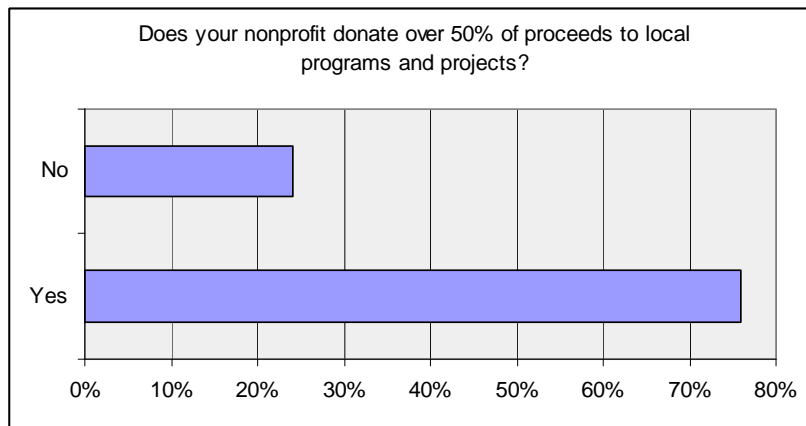
11. Is your organization a nonprofit (501-status)?

| | |
|--------------|-------------|
| Yes | 56% |
| No | 44% |
| Total | 100% |



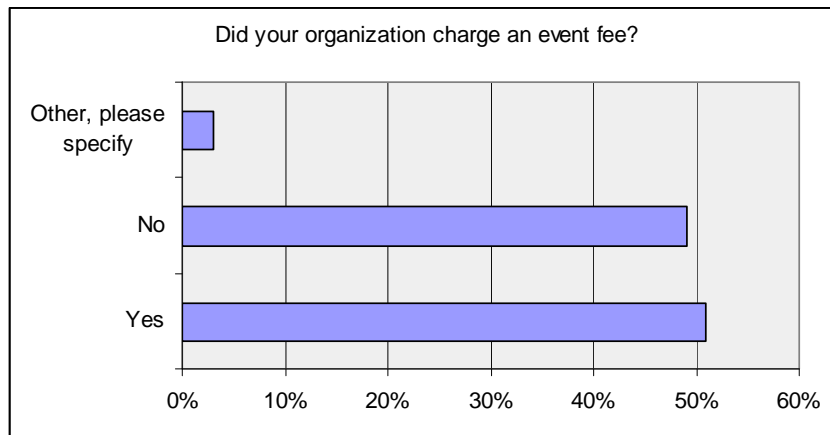
12. If you are a nonprofit organization, does your nonprofit donate over 50% of the proceeds of your event to local community programs and projects?

| | |
|--------------|-------------|
| Yes | 76% |
| No | 24% |
| Total | 100% |



13. Did your organization charge a registration/admission fee to your participants? (If you have more than one event, please answer for the largest event here and type in any different answers below).

| | |
|-----------------------|-----|
| Yes | 51% |
| No | 49% |
| Other, please specify | 3% |



14. If so, how much did your organization charge? (If you have more than one event, please answer for up to 3 events).

- N/A
- \$10 per person for Base to Butte
- Simple event: \$25
Extensive all day gourmet food long route: \$50
- n/a
- \$25
\$30
\$50
- Mt. tabor Challenge \$15
Rock n Relay \$120 per team
- \$20
- Anywhere from \$15-\$60
- \$25 adults
\$10 kids 6-12 years old
5 and under are free
- Ranges from free to \$45. Averages \$25 per participant.
- 15
- \$25
- half marathon varies depending upon date of registration: \$40-\$60
5k varies depending upon date of registration: \$25-\$35
- It ranges from \$10 to \$30 depending upon the event, whether a T-shirt is purchased and when the registration fee is paid.
- \$20 for adults, \$10 for children 6 to 10 and free for those 5 and under.
- \$90 (individuals)
- From \$15 to \$35
- \$30.
- \$20-\$25
- \$20 which included a T-shirt unless they were refugees who were able to participate free.
- Twilight Crit (racers) - \$25
Portland Century - \$60
Hottest Day - \$30
- Junior Parade \$0
Starlight Parade Floats \$250
Starlight Parade Bands \$0
Grand Floral Parade Floats \$300-\$2,000
Grand Floral Parade Horses \$15

Grand Floral Parade Bands \$0
Entry fees account for:
Grand Floral Parade, less than 3% of revenue
Junior Parade N/A
Starlight Parade 19% of revenue

15. How many participants did your event(s) have? (If you have more than one event, please answer for up to 3 events).

- 1600
- approx 175
- 1000+
- 2000
- 200
- all of our events:
700-2,500
- 3000 in 2007
- 100
- 300
- 300
- 15,000
- 300-500
- 1,000
- 1,500
- 2,500
- Mt. Tabor 320
- Rock n Relay 200 teams of 4
- Cinco De Mayo 1200
- Bridge to Bridge 2000
- Run Like Hell 2500
- OMCA - 300
- MMM - 450
- 250
- Approximately 30 law enforcement runners
- 20,000
- 48,000
- 20,000 (2007)
- 300
- 100-200
- 3400
- 70,000 combined with Shamrock Run, Starlight Run and Race for the Cure
- about 100
- 75 - 100
- 330

16. What suggestions do you have for the City of Portland's special events rates/permits?

- have more staffing for questions
- I believe for the non profit organizations should be able to pay a lower permit charge
- Waive fees if the event provides bike parking.
- Can't we submit them online and that would help make sure that they are received?? I'd like to see a confirmation email back that the submission went through - otherwise I end up guessing and then calling staff and bugging them.
- Our special events are activities that keep people healthy. With the rise in poor health and sedentary lifestyles, we need active events more than ever. Portland is a healthy city and rates high on the health and activity factor, but wouldn't be that way without our events. We

are not living large, we scrape by to put on great events. We are a small company with over-worked staff. We keep our costs low and permits going up would likely put us out of business. We prefer to donate our revenue to the non-profit beneficiaries of our events, but if permit fees raise, it will take away from what we are able to donate to their good causes.

- My only beef is that space is limited and our date gets moved around depending on what bigger show is coming to town.
- don't raise them!!
- Need better instructions to go along with filling in permit for Revenue Bureau. Have ready information on Police costs and federal grants.
- none!
- Events such as ours are a valuable part of the civic life of Portland and also contribute millions of dollars to the local economy and help raise needed funds for local non-profit organizations. They are indeed part of what makes Portland a highly livable city! It is an undeniable fact that an increase in city fees would threaten the very existence of many events. Because of the value of these
- That they take into consideration the size of the event if and when the fee increases and what the overall effect will be on the event and the city as a whole. An event the size of Shamrock or the Marathon which have had 30 years to establish themselves can absorb a fee increase much easier than a smaller event such as Cinco De Mayo can. If the price gets raised too much, many smaller yet fun events that bring people into the city on a weekend will go away (see Detroit / Buffalo etc for a good example of what a city looks like when nobody comes downtown) If there are no more events in town people will stop coming into town which hurts everyone that we generate money for (the city / hotels / coffee shops / restaurants etc).

Also, I have heard talk of a per mile fee but what does that mean for events such as the bite or blues fest? Do they pay \$0 even though they are effecting traffic on a daily basis? I think some increase may be OK but we should also look at it from other angles... why have so many highly paid police officers out to direct traffic? Why not use flaggers at \$20 per hour or cadets or some other less expensive alternative?

- Thanks for always taking good care of us!
- I think the fees should be based on how the event impacts the area. I do a bike race and it's low impact. Or how it promotes the city.
- no suggestion
- take into account that non-profit events are very different than for profit events, rallies, political activities, or protests. Non-profit events benefit our community and bring business to downtown. The other events are held for various reasons and interests but typically for profit making purposes on some level.
- a faster response time
- there should be a price differentiation between the nonprofits (especially the local ones) and for profit events that should be considered when deciding rates.
- Keep them the same for special events and make them more reasonable for Waterfront Park
- it was an easy process for us.
- I would not raise the prices for non-profits as that would impact our ability to raise funds for our group.
- The current system favors legacy events - those already on the calendar, even if they are very similar to each other (there are many charity walks and runs, for instance, and 2 triathlons in the same place held by the same organization). I would ask the city to support a more diverse collection of events, and allow new events the chance to seek city support, as well. Some events may not bring in huge amounts of money to the city coffers, but can benefit the city in other ways - by improving its reputation as a great place to live and work, for example.

The same criteria should be applied to every event, instead of favoring some at the expense of others. If everything is applied equally and fairly, it is difficult to find fault with

the process. I thank you for administering this study and looking for ways to improve a system that in many ways works quite well.

- Please do not raise them. This a regressive tax that inhibits free expression and community spirit events.

The city is in danger of viewing the parks and streets as revenue source rather than public rights of way.

When my great great grandfather designed the parks system it was to carve out public space from private, not to create a public space to be rented out like private property.

Pioneer Courthouse Square is becoming just a profit place to rent rather than a free public square. The skating rink idea being the most ridiculous extreme of that.

- I like working with Portland. Doug and Dawn and the police are awesome. My event is approx 60-90 min in duration. I feel like my event has a fairly low impact on the City and it's resources but would be willing to pay additional fees if needed.
 - Create a one-stop shop for permitting. Event organizers should be able to get all permits in one place.
 - ALL OF US INVOLVED IN PUTTING ON THE ANNUAL N.E. NEIGHBORHOOD ST. PADDY'S DAY PARADE CAN'T THANK YOU ENOUGH. WE'VE WORKED WITH CYNTHIA WARREN AND DAWN YAMASAKI OVER THE PAST 18 YEARS AND CAN'T THANK THEM ENOUGH FOR THEIR HELP, SUPPORT AND COOPERATION.
 - Single application for everything and nominal fee for participation and holding in event in the city of roses.
 - I do believe that when an event impacts the Portland Police Bureau's budget (meaning they have to work overtime, bring in more officers, etc.) event holders should either provide their own security or be charged. Also if they destroy public property along the waterfront, or other places event holders should be held accountable.
 - Please please please consider Seattle's process..
Seattle's Special Events Committee all gathers and organizers meet with all officials at once in this monthly meeting setup and resolve issues well in advance of the events - it is the most humane permitting process I've seen. Parks, Transit, Police, Liquor, Business, Sound, City, Risk Management, Transportation and Street Systems Mgt - everyone is together in that room with the event organizers. That way, you can resolve issues right there and then very very early in the planning process.
 - Having participated in these work groups over the years, the challenging factors seem to be correctly assessing both the civic and the economic impact of the events being charged and the need to treat nonprofits differently than profit-making organizations. (Permitting organizations then need to be wary of profit-making event companies using nonprofit 'beards.')
- I was part of the Special Event Fee Construction group that last visited this subject in late 2002/early 2003.

External Stakeholder Meeting Summary: July 23, 2008

This meeting was not as well-attended as the internal stakeholder meeting but consisted of representatives from the Oregon Human Society, Susan G. Komen Race for the Cure, 82nd Avenue of Roses, Run with Paula, SW Neighborhoods, Inc., Bridge Pedal, Inc., Portland Triathlon, and the Portland Marathon. Figure 4-4 provides a listing of the feedback and ideas generated at the External Stakeholder Meeting.

The external stakeholders were also concerned with so much focus on large-scale events versus neighborhood events - each bring something different to the community (local community vs. broader community), the need for more clarity (many event organizers did not know how much special events cost the City), concerns about how routes affect neighborhoods and concerns that the rate study consider the positives and negatives of special events.

Figure A4-4: Feedback and ideas, July 23, 2008 external stakeholder meeting

Concerns:

- Neighborhood events are different (in that they bring a local positive impact that is different than the bigger events but of great value to citizens)
 - Need more clarity for event planners – education
 - Changing routes impacts neighborhoods (i.e., parking, notice, transit)
 - Changing routes impacts the events (i.e., participants like routes)
 - Look at the impacts of an event – positive and negatives
 - Notices, signage, Tri-Met, not always enough
-

Limitations of the current system:

- Not a lot of categories that make sense (current structure doesn't grab the complexity of the events in Portland)
 - Not a lot of information up front
 - Difficult to get a new route
 - Government structure
 - Multiple jurisdictions and entities (county, state, city, transit, parks, etc.)
-

Ideas for approaches to new policy:

- Preparation in advance of special events (i.e., Police Budget; Transportation) for special events
 - Higher fees for bigger events
 - Cost of living adjustment
 - Incremental fee adjustment
 - Use of other areas, Esplanade, Mt. Tabor, Forest Park, trails, etc.
 - Separate political, dignitaries, and demonstrations from "special events"
 - "Credits" benefits for events that bring substantial economic benefit to the city as a whole
 - Surveys for participants
 - Fairness/equity in new system (why should parades pay but not free speech?)
 - Start events earlier for less impact
 - No day-of registration
 - Provide more education to event planners including more options for less impact on city, lower costs, etc.
 - Reduce number of intersections
 - Neighborhood vs. "large events"
 - Length of the event
 - Why is this reviewed only every 7 years? We could handle changes annually, like in business, but something really big all at once, more challenging
 - For-profit vs. nonprofit
 - Pass costs onto participants
 - "Charity" run vs. not
 - Protests, rallies, dignitaries different, but why shouldn't they pay?
 - Events within an event – permits/fees for each event?
 - 5K vs. bike vs. marathon vs. parade....
 - Events that are good for the City of Portland
 - Location
 - Police could work on managing their hours better (i.e., the same events come up every year, why should they always have overtime costs??)
 - Special events "unit" or special budget for police
 - Hire more officers
 - Use of flaggers/security to supplement police rather than have more police to drive up costs
 - Police by area of town
 - Cross-training among different units for special events (not just traffic) for reduction in overtime hours
 - Police provide training for volunteers
 - Consider profit centers within an event (i.e., is part of the event selling something?)
 - Review police contract of overtime rates – why a 4-hour minimum?
-

Areas impacted by special events:

- Bridges
 - Freeways
 - TriMet
 - Police
 - Transportation
-

Great things about special events:

- People come into town
 - Economic impact – it's good for business
 - Health, fitness "mood" of the city
 - Tourism (regional, national, global...)
 - Vibrant neighborhoods
 - It's part of creating a city we want to live in
-

Key policy ideas identified include: developing a special events budget, non-profit versus for-profit fees, hiring more police officers, the use of flaggers, differentiating between neighborhood, political and other special events, creating a special events unit within the police department, police cross-training, increased education, incremental increases, and attention to equity.

Identified options for consideration based on similarities among stakeholders

1. **Cost of Living increase dating back to 2001 (the time of the last rate review).** The Cost of Living calculation from January 2002 to June 2008 is 23.55%. The estimated Cost of Living Adjustment for our current rate schedule is: large sidewalk \$0; street use \$0; small athletic \$85; small parade \$85; large parade \$690; large athletic \$1,380; extra large event \$2,760.
2. **Nonprofit vs. For-profit rate system.** Special event permitting fees for special events would follow one (lower) schedule for nonprofits and a separate (higher) schedule for for-profit entities.
3. **Neighborhood/School rate system.** Neighborhood and school events would follow a separate rate schedule than events which do not fall under this category.
4. **Free Speech pays too.** "Free Speech" events would follow the same rate schedule as other entities.
5. **Events pay police personnel costs only (up to 100% of personnel costs they incur excluding planning time).** Event planners would pay a percentage (TBD) of police costs but would not pay a percentage of other city services.
6. **Events pay public works personnel costs only (up to 100% of personnel costs they incur excluding planning time).** Event planners would pay a percentage (TBD) of public works costs but would not pay a percentage of other city services.
7. **A la Carte Menu—events pay a percentage of what they use.** The "menu" of costs utilizes the criteria that affect special event costs (i.e., location, length of event (time and distance), transportation (bus/MAX/streetcar, barricades, maintenance) impacts, number of police personnel needed). By working with the special events coordinator to reduce costs, event planners pay a permit fee (TBD) and a percentage (TBD) of the city services they use.
8. **City pays costs up to a certain amount – event planners pay the balance.** City sets a level of services they will pay (percentage or flat fee) and event planners will pay the balance of costs for their event.
9. **Special events budget for police.** City Council develops a "special events" budget for the Police Bureau to curtail the costs of special events.
10. **City sponsorship of up to 5 events.** By ordinance, the City Council annually budgets for sponsoring up to 5 events (sponsorship "specifics" TBD, but would be similar to other sponsorship contracts); other events pay a percentage of the services they use.
11. **Fees based on size of the event.** Special event permitting fee schedule based on the size of the event – combination of length and/or participants.

12. **Fees based on location of event.** Special event permitting fee schedule based on the location of the event (because certain areas of town have greater impact on city services).
13. **Fees based on local impact** (i.e., percentage donated to charity, economic impact). Special event permitting schedule based on positive local impacts.
14. **Fees based on per mile calculation.** Special events permitting based on a flat per mile fee calculation.
15. **“Credits” system for events with large economic impact.** Events submit economic impact statements and/or amount donated to charities and fee schedule adjusted through a “credits” system (TBD) to reward these types of events.
16. **City pays for a certain number of intersections – planners pay for percentage of what they use over that.** Special event permitting sets a specific number of intersections (i.e., in Houston it is the first 15 intersections of an event) that the city will pay special event services for. Event planners then pay a percentage of the city services they use for the intersections beyond the number the city pays for. Number of intersections and percentage TBD.
17. **City pays for a certain amount of intersections – flat rate for each intersection beyond that.** Special event permitting sets a specific number of intersections (i.e., in Houston it is the first 15 intersections of an event) that the city will pay special event services for. Event planners then pay a flat rate for each intersection beyond that (i.e., in Houston, there is a charge of \$1,000/intersection). Number of intersections and flat rate TBD.
18. **Permitting fees/pay for each event within an event.** Special event permitting includes provisions for events within an event. For example, on one day, under the umbrella of “Event X” there is a walk, 5K, 10K, bike race, and half marathon. Provisions would include separate permits for each event because of the complexity of multi-event special events (rather than one permit for “Event X” which is the structure today).
19. **Special events budget for the City of Portland. Fees based on routes designated by the city – outside routing at 100% costs to the events planner.** The City Council creates a special events budget for the City of Portland (based on TBD). The special events coordinator works in collaboration with the special events committee and event planners to designate routes of various lengths that create the least amount of impact (possible “impact” criteria: transportation, police, businesses, churches, residents, etc.). Event planners that choose to design a route outside the designated routes pay 100% of costs. Event planners that choose designated routes are covered by the special events budget.
20. **Incremental increase.** Changes to the special event permitting will be incrementally implemented.
21. **Annual cost of living review tied to rate changes.** Any special events rate change will have a provision for annual cost of living adjustments to the rate.
22. **Participant surcharge.** Special event fees will be passed on to the participants (i.e., an increase in registration fees).
23. **Designated routes.** The special events coordinator works in collaboration with the special events committee and event planners to designate routes of various lengths that create the least amount of impact (possible “impact” criteria: transportation, police, businesses, churches, residents, etc.). Designated routes have estimated costs attached to them which will be communicated to event planners. Event planners will pay a

percentage of those costs (TBD). Event planners that go outside the designated routes will have to pay more (TBD).

24. **Flat percentage increase.** New fee schedule will be a flat percentage increase which may be more than the CPI.
25. **Restructuring criteria of the types of events.** The current categories for special events (small sidewalk, large sidewalk, street, small parade, large parade, small athletic, large athletic, extra large use, and exceptions) are confusing, vague, and do not capture the complexity of special events in Portland. The new special events permitting needs to include structures that identify and differentiate types of events and align permitting accordingly. How to align, TBD.
26. **Events that charge a fee vs. events that don't.** Special events fee schedule will include a provision for events that charge an entrance/participation fee versus events that are free of charge for entry/participation. Presumably, free events will pay less than events that charge an entrance fee. Amounts, TBD.

Additionally, the Revenue Bureau added “Do Nothing” and “Full Cost Recovery” to the policy options to represent the full range of policy options; however, these were not viewed as viable options for the City.

Joint Stakeholder Meeting Summary: July 30, 2008

Attendees included representatives from affected city agencies and members of the Special Events Committee (including Portland Department of Transportation, Portland Police Bureau, Revenue Bureau, Portland Parks and Recreation, Multnomah County ROW permits, Tri-Met, and Portland Streetcar), representatives from an area venue (Pioneer Courthouse Square), and special events promoters and organizers (including neighborhood organizers, athletic event promoters, as well as representatives of nonprofit, corporate and city events).

The rationale of the meeting was to collaboratively generate possible options to the Mayor's request for a rate review after a Police Bureau Audit recommended that the Revenue Bureau bring forth proposals to recover special event costs for City Council consideration⁵⁴.

The Revenue Bureau presented the following financial estimations⁵⁵:

- Based on an analysis of 2007 special events, the total estimated costs of permitted moving special events was \$685,000
- The city received approximately \$42,000 in permit fees and secondary police contracts in 2007⁵⁶
- The estimated net unrecovered costs of 2007 special events was \$643,000
- The City of Portland recovers approximately 5% to 7% of special event costs

⁵⁴ “Police Overtime: Most recommendations implemented, but more could be done,” City Auditor's report, Portland, Oregon, February 2008.

⁵⁵ These financial estimations changed as the special events research continued to develop.

⁵⁶ The City of Portland also receives revenues from special events via the Business License Tax and Hotel Tax; however, these revenue streams do not provide relief to the Police Bureau, PDOT or Revenue Bureau's special events budgets. Moreover, it is difficult to calculate the exact financial benefit from these revenue streams because the tax payment schedule does not lend itself to determining the differential between regular business and hotel revenues and the revenues generated during a special event.

The Revenue Bureau also presented information regarding other municipalities:

- The Revenue Bureau conducted 21 city surveys (17 cities representing comparable populations (Top 50 U.S. Cities by Population); 4 regional cities) regarding cost recovery for special events
- The surveys revealed that defining “special events” differs from city to city
- The bulk of the cities do not achieve full cost recovery for special events (with the exception of “destination” locations such as Las Vegas and New Orleans)
- Most cities achieve a higher rate of cost recovery than the City of Portland by implementing various cost recovery models into their special events permit policies (i.e., event planners pay for police services, send event planners to barricade companies)

Aaron Montaglione (Terrapin Events) asked which surveyed cities presented the “best example” of cost recovery. Jennifer McFarland responded by stating that because cities are so different from one another it is difficult to assess which city was the “best”; however, cities like Pittsburgh which did not address cost recovery until after the city went bankrupt presents a “worst-case scenario” with a model of full direct cost recovery plus 14% to cover administrative costs. McFarland stated that the surveys reinforced the importance of tailoring special events policies to fit the needs of a specific city. For example, few cities have the sophisticated transit system that Portland has coupled with a lively downtown with numerous businesses and residents deeply affected (both positively and negatively) by special events.

Dawn Yamasaki and Jennifer McFarland (Revenue Bureau) restated that full cost recovery for the City of Portland is not the goal of the rate review because special events are a tremendously important part of the livability of the City of Portland. Creating a fee schedule which would discourage special events in Portland does not serve the interests of the City of Portland, its residents, or business people who bring these events to Portland. However, recovering some costs for special events allows city bureaus to focus on areas outside of special events, which aids in increasing the overall livability of the city, thereby making the city a more attractive place to hold special events.

Prior to conducting the “straw poll” of options developed at the previous two meetings, discussions revolved around documents emailed to meeting participants prior to the meeting. These documents included: “Draft: Potential Areas Impacted by Special Events,” “Meeting Comments Side-by-Side: July 22 and July 23,” and “Draft: List of Options Based on Meeting Feedback.”

Meeting participants added to the complexity and criteria of special events by discussing their concerns regarding cost recovery. This included discussions of the different types of events (free speech, athletic, parade, neighborhood, school, for profit, nonprofit, fee-based, volunteer, free, etc.) as well as how location, size, route, and other variables affect the cost of city services. Sgt. Robert Voepel mentioned the idea of installing crossing arms at major streets to help with redirecting traffic, which would also reduce personnel costs. Neighborhood groups expressed their concerns, explaining that what differentiates their events from other events is often a budget under \$10,000, the use of volunteers, and the goal of promoting neighborhood vitality and business growth. The meeting participants added the option of a fee schedule choosing between

events that charge an entrance fee versus events that do not. Additionally, clarifications were made regarding each of the options and further questions were addressed.

After participants voted, Les Smith of the Portland Marathon handed out an economic impact survey for the 2007 Portland Marathon, which spurred discussion regarding placing a value on special events, including the positive and negative aspects of special events such as bringing tourism to the city, increased business traffic, engaging the community, and promoting a healthful lifestyle, as well as overcrowding, blocking access to businesses, impaired mobility for non-participants, and whether citizen tax dollars should subsidize over 90% of the costs of special events (particularly for-profit efforts) when not all citizens participate in special events. Peter Mott of the Rose Festival suggested all events draft economic impact statements to show the benefits they bring to the City.

Sgt. Robert Voepel (Portland Police), Shirley Block (TriMet), Lenore DeLuisa (Portland Streetcar), and Doug Thompson (PDOT) explained in detail the personnel, contractual, and re-routing issues associated with special events, including: laws determining the need for police and Tri-Met personnel at intersections, hours minimums for overtime, and system-wide delays for busses and MAX. The floor was opened to event planners to explain the criteria they use for their events – it was determined that each event was different. Discussion then turned to the nonprofit versus for-profit fee schedule. It was decided that this set of criteria was difficult to apply because nonprofits hire for-profit event promoters to organize their races, for-profit entities may put on a parade for community outreach rather than financial gain (i.e., Macy's), which led to group consensus that this option made an arbitrary differentiation and should be eliminated.

Sgt. Erin Smith handed out a Police Bureau Traffic Division report that outlined the police costs for special events. This included events outside the scope of the rate review as the Traffic Division works at events not regulated by the Revenue Bureau. This report generated a lot of discussion regarding the costs for parades and processions and the need to make differentiations between events.

Kyle Camberg (Race for the Cure) expressed concern that the primary drawback of the current system is that the categories do not capture the complexity of special events in Portland. He believes that there needs to be more communication regarding the different types of events, as well as what the events are trying to achieve. Moreover, he is concerned about the rationale and criteria of any new system and wants to ensure that care is taken to design new administrative rules and special events fees to encompass as much of the complexity as possible. A general consensus formed around Camberg's point that in identifying areas of change as many variables need to be considered as possible.

Joint Meeting: Conclusions

This joint meeting laid the groundwork for further development of ideas and options for the special events rate study. The Revenue Bureau is committed to a collaborative effort to grasp the complexities and diversity of special events in Portland and developing an equitable solution that meets the directive of the Mayor's office without hampering the ability to produce high-quality events in the City of Portland. Through ongoing communication, the Revenue Bureau believes this is an achievable goal.

Bureaus and Organizations Represented at the Meeting:

- 82nd Avenue of Roses
- AA Sports
- Alliance of Portland, Oregon Neighborhood Business Associations
- City of Portland Triathlon
- Macy's
- Multnomah County ROW Permits
- NE Neighborhood, St. Patrick's Parade
- Pioneer Courthouse Square
- Portland Department of Transportation
- Portland Marathon
- Portland Parks and Recreation
- Portland Police Bureau, Central Precinct
- Portland Police Bureau, Traffic Division
- Portland Rose Festival
- Terrapin Events
- Portland Streetcar
- Race for the Cure
- Revenue Bureau
- SW Neighborhoods, Inc.
- TriMet

Appendix 5: Chapter 6

Additional policy options and opportunities for improvement

Do nothing. The City should consider leaving the special events program as it exists today retaining the current fees and structure; however, at the bare minimum the City should require all events that do not pay a secondary police contract to place the City logo on advertising, clothing, and collateral to acknowledge the full city subsidy for providing services during the event.

Cost of Living increase dating back to 2001 (the time of the last rate review). The City should consider adjusting rates to align with the Cost of Living dating back to 2001, when the last rate review occurred.

“Best Practice” based on other municipalities: nominal application fee, recovery of direct costs. The City should consider adopting a special events policy similar to Portland’s comparable cities: a nominal application fee and recovery of police and transportation costs. Most other municipalities charge about \$200 for a special events permit, plus a \$500 refundable clean-up deposit, and charge the event organizers the off-duty rate for police services. Additionally, the City would develop a list of barricade companies willing to provide services to street events. The expertise of City staff involved in planning special events (indirect costs) would be provided free of charge as a service to event organizers.

City Sponsorship program to subsidize small community events. The City should consider forming a Special Event Task Force to review requests for cash assistance and city services subsidies for nonprofit groups. In order to qualify for cash assistance from the City, the event must meet certain criteria and have a total budget of under \$50,000. To qualify for city services assistance, budgets can exceed \$50,000 but must meet other criteria. For example, all events must be free to the public, nonpolitical, a secular purpose, and have a major impact (economic, community pride, image, or youth involvement). In exchange, the event must acknowledge City support/sponsorship by providing booth space for the City, acknowledge the City on printed materials, and display City banners. The City would define a maximum number of small events to sponsor each year as well as budget for cash assistance and city services rendered.

Events that charge a fee versus events that do not charge a fee. The City should consider policies for special events that make a differentiation between events that charge an entry fee (including events with corporate sponsors and/or profit centers) and events that do not. The rationale for this distinction is that events that do not charge for participation have fewer revenue streams from which to pay for city services costs. Moreover, events that charge an entry fee are not “open to the public” but are technically private events utilizing public streets and as such should pay for use of city services.

Neighborhood/School rate system. The City should consider a separate rate system for neighborhood and school events that do not charge an entry fee. Oftentimes these events operate on a shoestring budget and if the City decides to move toward cost recovery for special events these types of community events may have difficulty continuing. These events should pay at a lower rate than fundraising events that charge an entry fee.

City sponsorship (partial or full) of up to 5 events that provide high economic impact. The City should consider implementing a program that provides “credits” in the form of City Sponsorships to “hallmark” events that can also provide a well-researched economic impact study and/or a cost-benefit analysis that considers the local community in addition to the new money brought in from outside the community. Benefits to the City would include placement of the City logo on advertisements, banners, and clothing as well as other public acknowledgements. In return, the event would receive a full or partial subsidy in the form of city support services for their event.

Special events budget for police. The City should consider a special events budget for the Police Bureau. Other municipalities have a “Special Events Division” with officers devoted to providing support to special events. By designating personnel to this effort and providing a separate budget overtime costs would be reduced and would alleviate the difficulty in finding personnel to work at special events.

Recovery of administrative fees. The City should consider recovering the administrative fees which would allow the Revenue Bureau, Police Bureau and PDOT to adequately staff the administration of special events – a need identified both within the Revenue Bureau and in the event planner survey. This could lead to better support for event organizers early in the planning process.

Restructuring criteria of the types of events. The City should consider moving away from a classification system for the types of events and move toward broader categories for special events. By simplifying the criteria it creates a more inclusive process for special events and actually encompasses more of the complexity of events rather than forcing events to fit within categories that don’t make sense. This change, however, will need to be coupled with a different fee structure.

Full cost recovery. The City should consider full cost recovery of all indirect and direct costs to bring the affected bureaus (principally the costs to the police, transportation, and revenue bureaus) into compliance with FIN-2.06 – Revenue. This would allow public funds to be reallocated to other areas of need and could lead to fewer events overall; however, the remaining events would be well planned, well funded and showcase the City.

One-stop permitting. The biggest opportunity for improving the special events program could be the creation of one place for special events permits. This would include street permits, demonstration permits, neighborhood permits, and special events permits. One of the challenges to researching this project is the multiple definitions for special events which lead to confusion among City departments, and create challenges to researching the costs of special events. The fiscal challenges could be overcome with streamlined coding and budgeting that comes with administering all special events through one agency. These challenges extend to event organizers who do not know where to permit their event (i.e., Dew Tour, which is technically a static event but has athletic movement inside the static event), or events not filing for a permit (i.e., Hood to Coast, who applied for a “large sidewalk” event permit for the first time this year after a City employee caught the oversight).

Finally, one-stop permitting would provide City staff with a “big picture” view of special events of all types within the City. Currently, there is no one place or person who is aware of all of the events within the City – it is compartmentalized across several bureaus. Among comparable cities Sacramento and Denver have reinvented special events in their cities by streamlining the process through one department. These cities patterned their programs after San Diego, one of the most successful programs in the country. Denver is hosting the Democratic National Convention this summer. Undoubtedly, one reason why is the entrepreneurial, customer service oriented hub through which event organizers are directed to which increases education, decreases confusion and leads to well-planned events. Taken one step further, Houston utilizes their hub to co-produce events and seeks out event opportunities that will bring people together while bringing economic and social wellbeing to the community. If Portland is to elevate its special events program and position as a destination city, then one-stop permitting and greater cost recovery are two places to start the process.

Technology upgrades. Another opportunity for improving special events in the City is to provide an online application system for special events. The Revenue Bureau is currently exploring an online application system and the event planner survey showed that there is interest in the City developing this service. Ideally, this system would include permits for all special events and also provide an online center to view routing options, the location of other special events, as well as area construction or other obstacles to events on public streets. This is a system put in place in Albuquerque, NM, (which also has one-stop permitting and cost recovery for direct costs of special events) where the Special Events Coordinator can answer special event questions on-the-fly. Even without one-stop permitting, an online system including an application, calendar of events, and continually updating mapping system of citywide events and construction would provide City staff and event organizers with more “big picture” information – integral to moving the program forward.

Development of a “City of Portland Special Events Planning Guide.” The City should consider developing a specific, step-by-step special events planning guide for all types of special events throughout the City of Portland. This planning guide would be based upon any new policies and procedures and would assist event planners (first-time and long-time) through each step of the process. Denver and Sacramento have specific guides leading their planners through the entire process, including required permit(s), contact lists, forms, fee schedules, etc., leading to better service and well-planned events that showcase the City. Development of an event planning guide is a logical next step toward elevating the visibility of special events in the City and bringing the special events program on par with leading comparable cities like Denver and Sacramento.