



# PORTLAND PARKS & RECREATION

Healthy Parks, Healthy Portland



## Cost of Service Report

Fiscal Years 2010-11 & 2011-12

May 2014

**Cost of Service Report  
Fiscal Years 2010-11, 2011-12**

**May 2014**

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# Executive Summary



## Cost Recovery Policy (pg. 3)

A Cost of Service (COS) study is required by city policy for bureaus that provide services-for-fees and that receive public subsidy.

As a public recreation agency, reducing barriers to access and providing equitable access continue to be priorities. The current policy sets recovery targets by age group and neighborhood income level to reduce barriers to access for *all* youth and low income participants.

As discretionary budgets continue to decrease, some agencies across the region and nation have begun assigning cost recovery targets based on the “public good” ratio, or the blend of public versus private benefit associated with a particular group of services. This approach moves away from age-based subsidies, based on analysis of boomer generation income levels and willingness to pay. It also represents a departure from geographic-based cost recovery goals, with a focus on need-based financial assistance.

Given budgetary, programmatic, and demographic changes, it is recommended that a service-based COS analysis be completed, complementary to the geographic and age-based view, so that the bureau can consider aligning cost recovery goals with service priorities and desired outcomes.

## Cost of Service Model (pg. 5)

The PP&R COS model includes all costs and revenues for each recreation site or program; therefore, to the degree that each program or site offers free activities to reduce financial barriers to access, the cost of providing those free activities is included in the study and has the effect of decreasing the overall cost recovery rate.

A rigorous attempt is made to include every cost, from instructor wages to facilities maintenance, through bureau and General Fund overhead. Certain costs are directly attributed to activities, such as instructors. Other costs require allocations to attribute portions of costs to activities, such as utility and maintenance costs as well as central services such as finance, human resources, and information technologies. The data model is structured by program, location, and age group.

**PP&R Cost Recovery Policy Targets**

Age Group	Neighborhood Income	Direct Recovery	Total Recovery
Adult	Median & Above	110%	63%
Adult	Low	50%	26%
Youth	Median & Above	80%	42%
Youth	Low	40%	23%
Mixed	Median & Above	95%	53%
Mixed	Low	45%	25%
All	All	70%	39%

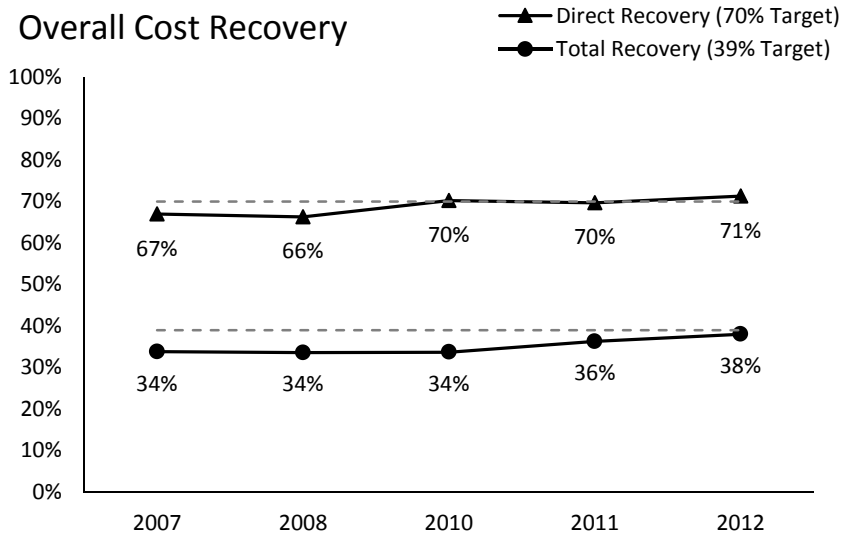
## Discussion of Results (pg. 7)

The purpose of the COS study is to report on the bureau's performance for fiscal years 2010-11 and 2011-12 in terms of the recovery targets established in the Cost Recovery Policy. The methodology and results are comparable to prior years.

Overall, the COS study found that total cost recovery has increased slightly over the last several years. Recent years' general fund discretionary budget reductions have largely been met with increased revenue targets as the bureau has tried to maintain service levels.

In order to meet the increasing revenue targets, program managers have had to move away from more highly subsidized programming toward programs that generate enough revenue to cover increasing costs in place of lost discretionary funding. This budgetary approach has contributed to the upward shift in cost recovery.

Detailed results are provided in the appendices.



## Recommendations (pg. 11)

COS study results can be used to guide decisions regarding policy, fee, and/or service level adjustments, and serve as a foundation for further research and analysis to help the bureau reach performance goals.

1. A service-based COS analysis should be completed to provide context for policy discussions, so the bureau can consider aligning cost recovery goals with service priorities and desired outcomes.
2. Service evaluation tools should be developed to provide a framework for making service decisions and managing service delivery from a system-wide perspective.

# Cost Recovery Policy



A Cost of Service (COS) study is required by city policy for bureaus that provide services-for-fees and that receive public subsidy.

A COS study attempts to determine the true or total cost of providing services to the public, and then compares total costs with revenues. The resulting recovery rate illustrates how much of PP&R's costs are paid for by resources such as program and rental fees, grants, and donations, versus taxpayer dollars.

## Current Policy

In 2005, COS results were used to inform development of a Cost Recovery Policy, which was adopted by Council. The policy set recovery targets by user age along with the income profile<sup>1</sup> of the neighborhood in which the recreation site or program was located.

*“The policy establishes cost recovery goals for the bureau and provides guidance for implementation. Goals are expressed by demographic group rather than by activity. Participation, and reducing barriers to participation, are the current focus of public interest, and that particular activities are a matter of personal interest” (2005 Cost of Service Study).*

The 2005 policy acknowledged the economic theory of “public goods” concept that different services provide varying levels of public versus private benefit. However, the bureau did not set targets based solely on the “public good” ratio of a service. Rather, recovery targets were established based on user age and neighborhood income level in order to reduce financial barriers<sup>2</sup> to participation for *all* youth and low income participants.

## Policy Review

As a public recreation agency, reducing barriers to access and providing equitable access continue to be priorities.

**PP&R Cost Recovery Policy Targets**

Age Group	Neighborhood Income	Direct Recovery	Total Recovery
Adult	Median & Above	110%	63%
Adult	Low	50%	26%
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Youth	Low	40%	23%
Mixed	Median & Above	95%	53%
Mixed	Low	45%	25%
All	All	70%	39%

<sup>1</sup> Each recreation location is identified as being in a Low Income neighborhood or Median & Above Income neighborhood based on the neighborhood's eligibility for Community Development Block Grants (CDBG) from the federal Housing and Urban Development (HUD) agency. Neighborhoods with 51% or more of households whose income is at 80% or less of Regional Median Income are designated as low income by HUD.

<sup>2</sup> Cost recovery targets are one of several factors that affect pricing, so programs in lower income neighborhoods generally have lower prices in an effort to reduce financial barriers to participation.

However, as discretionary budgets continue to decrease and it becomes more difficult to make funding choices, some agencies in the region and across the nation have begun assigning cost recovery targets based on the “public good” ratio, or the blend of public versus private benefit associated with a particular group of services. This approach moves away from age-based subsidies, based on analysis of boomer generation income levels and willingness to pay. It also represents a departure from geographic-based cost recovery goals, with a focus on financial assistance for individuals based on need. PP&R currently offers a selection of free and low cost activities, as well as need-based scholarships. However, with the exception of a few programs that receive scholarship funding through program-specific partnerships or fundraising activities; most scholarships are unfunded, thus the true function of the scholarship program is to discount prices to facilitate access.

In addition to budgetary concerns, several other changes have occurred since the methodology and policy were developed:

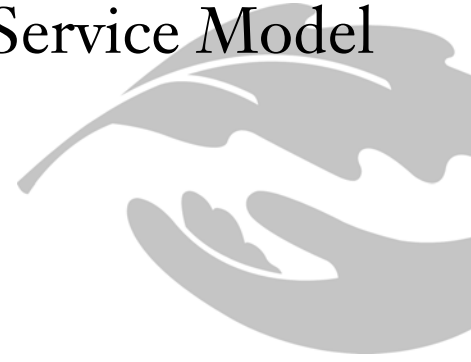
- Programs are delivered differently. The Recreation division has restructured to support a program-focused service delivery model.
- Programs have changed. New programs have emerged, and some existing programs have expanded or ended.
- The needs and characteristics of demographic groups are changing. For example, the financial and health status of aging boomers is much different than prior senior populations.
- The middle class is shrinking; there is a larger need for reducing financial and other barriers to access.

Given budgetary, programmatic, and demographic changes, it is recommended that a service-based COS analysis be completed, complementary to the geographic and age-based view, so that the bureau can consider aligning cost recovery goals with service priorities and desired outcomes.

A service-based COS analysis will provide context for policy discussions about how targets are set and at what level; if targets should remain set according to groups such as age group and neighborhood income level; if adjustments should be set for specific programs, locations, or activities; or if performance should only be measured at a system-wide level.



# Cost of Service Model



A cost of service study is a major undertaking for any organization. Successful completion of the study greatly depends upon availability of source data and, a well-constructed model, and the willingness of staff to participate. This section provides an overview of the methodology used to implement the study, and a detailed methodology description is included in Appendix A.

## COS Model

This is a moderately complex model handling a large amount of data organized by Program, Location, and Age Group.

The fundamental purpose of a COS model is to determine complete or total costs for selected activities and compare those costs to revenues generated by the same activities. With this information ‘cost recovery’ can be calculated. Cost recovery is usually expressed as a percentage of total cost. For example, if it costs \$100 to provide a particular activity, and the participant fee is \$60, then the cost recovery is 60% and the public subsidy is \$40 or 40%.

Once actual cost recovery is known for particular services, it can be compared to the desired or appropriate levels of fee income and public subsidy. Total cost of service and cost recovery results can also be used to make informed decisions about which service can be provided given available public funding and program revenues.

## Recovery Calculations

A Direct Recovery rate is derived by dividing Revenues by Direct Costs. Direct Costs are those that can be controlled by programming activities such as personnel costs, materials, and supplies. Direct Recovery performance is useful in discussing financial performance with recreation program managers because it closely matches their experience and the costs they can control.

A Total Recovery rate is derived by dividing Revenues by Total Costs. Total Costs are Direct Costs plus Indirect Costs. Indirect Costs are those that are not directly related to programming activities such as maintenance, utilities, capital replacement, and overhead. Total Recovery performance forms the basis for policy discussions about cost recovery goals.

*Most costs cannot be attributed directly to any one activity but must be allocated to various activities. Thus, cost allocations are the heart of a cost of service study.*

## Allocations

The heart of a cost of service model are the cost allocations; determining total costs for any activity is the primary challenge. Cost allocations are the methods used to assign the appropriate portions of costs to particular activities so that results can be compared to policy goals.

Often, only a few costs are directly and solely attributable to any given activity. Most costs incurred by a bureau provide support to many different activities. Furthermore, supervisory and administrative services are supporting an increasing array of activities in the effort to become more efficient.

## Activities

Cost of service studies focus on determining costs for, and revenues from, services or activities provided to the public.

All costs and revenues for each recreation site and program are included in the cost of service model. Therefore, to the degree that each program or site offers free activities to reduce financial barriers to access, the cost of providing those free activities is included in the study and has the effect of decreasing the overall cost recovery rate.

Though large, the study is limited in scope and does not cover all of the services or activities provided by PP&R. None of the operations and maintenance functions for parks or natural areas are included, other than those costs related to recreation programming such as maintenance of sports fields, permitted park areas, and community gardens. Furthermore, there are numerous revenue generating sources for PP&R that are not covered by this study.

# Discussion of Results



Cost recovery results are the key product of a cost of service study. The following section presents and discusses results from the study for fiscal years 2010-11 and 2011-12. The methodology and results are comparable to prior years. Results are summarized here by policy target areas, and a detailed report for each year is appended.

There are several factors that affect a given program and/or location's ability to recover costs, such as:

- *Facility limitations in terms of size and/or condition*  
When reviewing detailed results in the appendices, note that the Community Centers Program recovers less than the Combined Centers (Community Centers with Indoor Pools) Program. This is partly due to the synergy that occurs when a facility can offer a diverse activity mix, and partly because many of the locations in the Community Centers Program are smaller and older than the Combined Centers. That said, the smaller centers are important elements of the overall community center distribution, providing recreation services in areas that may not be able to accommodate a larger facility.
- *Attendance, pricing, and ability to generate revenue*  
Recreation programming exists in a competitive and dynamic marketplace. Marketing and outreach play a large role as program managers are challenged to maintain or improve attendance while offering appealing recreational opportunities at accessible prices. Offering free activities and reduced fees through scholarships improves affordability but lowers cost recovery.
- *Ability to control costs*  
Program managers have more control over direct costs (personnel, materials, and supplies) than indirect costs (maintenance, utilities, capital replacement, and overhead). For example, a program manager can cut costs by hiring fewer instructors, but cannot avoid the basic costs required to maintain the buildings and land that make the activities possible.

### PP&R Cost Recovery Policy Targets

Age Group	Neighborhood Income	Direct Recovery	Total Recovery
Adult	Median & Above	110%	63%
Adult	Low	50%	26%
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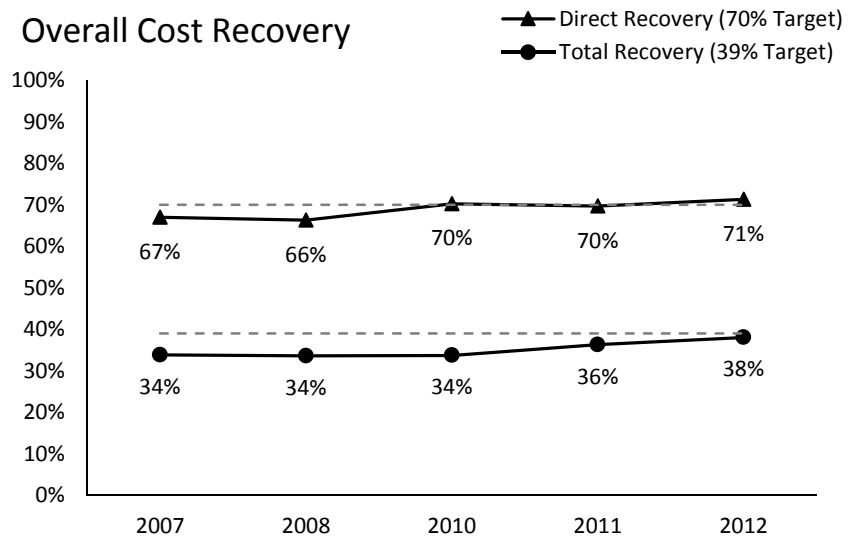
## Overall Results

The cost of service study found that total cost recovery has increased slightly over the last several years.

Recent years' general fund discretionary budget reductions have largely been met with increased revenue targets, as the bureau has tried to maintain service levels. This budgetary approach has contributed to the upward shift in cost recovery.

In order to meet revenue targets, program managers have had to move away from more highly subsidized programming toward programs that generate enough revenue to cover increasing costs in place of lost discretionary funding. This budgetary approach has contributed to the upward shift in cost recovery.

### Overall Cost Recovery



## Results by Neighborhood Income

Each recreation location is identified as being in a Low Income neighborhood or Median & Above Income neighborhood based on the neighborhood’s eligibility for Community Development Block Grants (CDBG) from the federal Housing and Urban Development (HUD) agency. Neighborhoods with 51% or more of households whose income is at 80% or less of Regional Median Income are designated as low income by HUD.

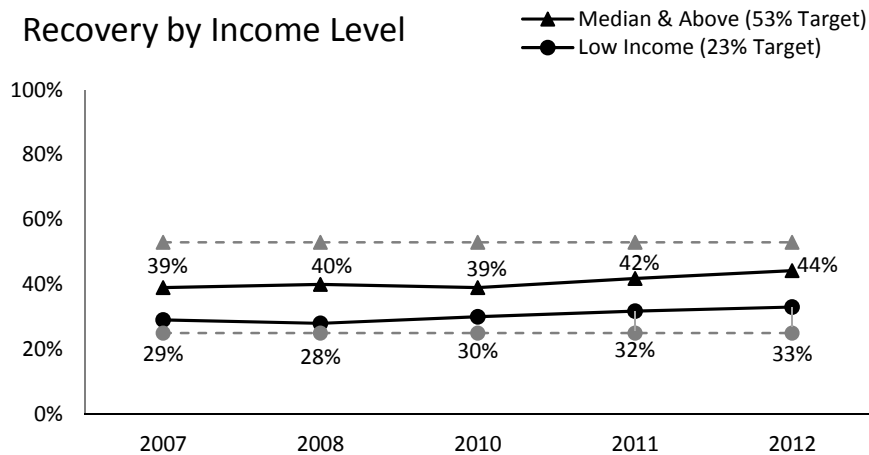
The use of HUD’s low income designation to categorize recreation locations is a proxy to provide guidance on facilitating access to recreational services. PP&R does not collect income information from participants.

Programs in lower income neighborhoods have generally lower prices, but anyone may participate in recreation programs at any location in the city. However, to serve the diversity of individuals, it can be appropriate to have lower-priced offerings at locations in Median & Above Income neighborhoods and higher-priced offerings at locations in Low Income neighborhoods.

Results by neighborhood income show that there is greater cost recovery in Median & Above Income neighborhoods. This means that greater public subsidy is provided in Low Income neighborhoods, in accord with the policy direction.

*It is important not to let the recreation location’s income category constrain perceptions of who is being served or who it is possible to serve at that location.*

Recovery by Income Level



*There is greater cost recovery in Median & Above Income neighborhoods. This means that greater public subsidy is provided in Low Income neighborhoods.*

**PP&R Cost Recovery Policy Targets**

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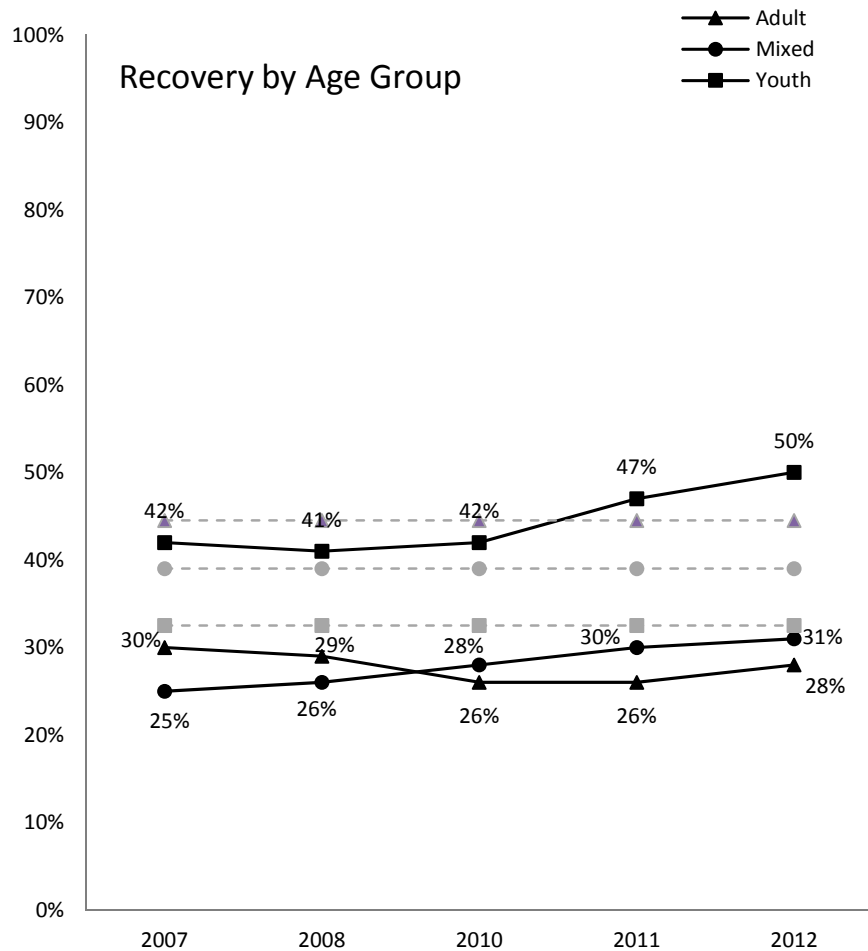
**Results by Age Group**

Cost recovery results show that youth activities recover more than adult and mixed age group activities. In FY 2012, all adult activities recovered 28% of total costs, and all youth activities recovered 50% of total costs. This is contrary to policy targets, which set expectations that adult activities should recover more than youth activities.

PP&R consistently exceeds cost recovery targets for youth activities in all neighborhoods, but struggles to meet adult targets and mixed age group targets.

Prices for youth activities are lower than for adults, in accordance with policy. However, high youth participation results in greater economies of scale for youth activities, which is largely why youth activities recover more than adult activities. This effect has been heightened over the last couple years, due to the push to generate revenue to replace lost discretionary funding.

*Youth activities consistently recover more than adult and mixed age group activities.*



# Recommendations



The results of the COS Study can be used to guide decisions regarding policy, fee, and/or service level adjustments, and as a foundation for further research and analysis to help the bureau reach performance goals.

## Complete a Service-based COS Analysis

As a public service agency, PP&R recognizes the value of identifying levels of public and private benefit associated with service categories and has taken many steps over the last several years to strengthen its ability to assess and manage operations from a service perspective.

Given budgetary, programmatic, and demographic changes, it is recommended that a service-based COS analysis be completed, complementary to the geographic and age-based view, so that the bureau can consider aligning cost recovery goals with service priorities and desired outcomes.

A service-based COS analysis will provide context for policy discussions about how targets are set and at what level; if targets should remain set according to groups such as age group and neighborhood; if adjustments should be set for specific programs, locations, or activities; or if performance should only be measured at a system-wide level.

## Develop Systemic Service Evaluation Tools

One of the steps taken to strengthen the bureau's ability to assess and manage operations from a service perspective was to develop a Service Categories hierarchy which was meant to encompass PP&R work from a service perspective, rather than an organizational perspective. The hierarchy was built into the financial system as "Functional Areas", so that services and service impacts could be considered systemically and from a "customer experience" point of view. The bureau's use of Functional Areas as management tools is maturing as we realize the benefits of simultaneously viewing our work organizationally (by cost center) along with a service perspective (by functional area).

Additionally, the bureau has developed business plans for general recreation community centers, leveraging the extensive, local-market expertise of recreation professionals to develop site-based service and market analyses. The completed plans provide a rationale for making service decisions at the site level, as well as to promote common understanding regarding local practices across the system.

To capitalize on these efforts, it is recommended that systemic service evaluation tools be developed to provide a framework for making service decisions and managing service delivery from a system-wide perspective.



## Detailed Methodology

### Revenues

Revenues for PP&R are recorded by the location or program that generated the revenues. Most recreation program revenues flow through the PP&R Customer Service Center, which books registrations for participants of these programs. As these bookings are made, revenues are credited to the financial code assigned to that particular program or location. Thus, the COS model is able to extract revenues assign them directly to programs and locations.

For Combined Centers (community centers with indoor pools) where all Drop In revenue is posted to a single center code, a portion of those revenues is allocated to the pool. This allows the pools to be compared to those in the Aquatics Program, and the community centers to be compared to those in the Community Centers Program. This allocation is based on a separate analysis completed for the Aquatic Facility Management Plan, which considered Drop In and revenue percentages at community centers with pools.

The rental revenue portion of each location's total revenue is identified directly from the financial system account. This amount is then subtracted from the location's total revenue before the remaining revenue is allocated to activities.

The bureau's class registration and permit booking system collects data by age categories, which the COS model uses to allocate each location's revenue to adult and youth classes. Remaining revenue is allocated to Drop In activities, using attendance methodology which estimates that 67% of Drop In participants are youth and 33% are adults.

Where the Customer Service Center has booked permits for sports, those revenues are moved from the Permits Program to the Sports Program.

Each program's administrative revenues, like concessions revenues in the Aquatics Program, are allocated proportionately to locations.

## Costs and Cost Categories

This section describes how costs were allocated and categorized in the COS study. Cost allocation is one of the central issues for a COS study and is often the most time consuming.

### TYPES OF COSTS

Costs are divided between direct and indirect costs.

Direct costs are those where the cost incurred wholly supports the identified activity and no other activity. The best example is the cost of an instructor hired to teach a special class. The cost of the instructor can be directly attributed to the class and to no other activity. Ideally, direct costs are recorded in the financial system in such a way that they can simply be attributed to the activity.

Indirect costs are incurred by staff or other resources that support many activities; these costs must be allocated among the activities they support.

The question of what is a direct cost and what is an indirect cost challenges many cost of service models, overhead models, and financial analyses. A decision is made when developing these models about where to draw the line between direct and indirect costs. This methodological decision usually revolves around organizational and systemic structures as well as the nature of the activities and services.

### DIRECT COSTS

In the PP&R COS study, actual costs for each program and location are downloaded from the financial system. This data forms the basis for the COS model, and the “direct” cost pool.

Direct costs are defined as those costs that are incurred within a program or location. These include all instructors; lifeguards and other seasonal employees; managers, coordinators, and supervisors on location; and administrative costs directly supporting that program.

*Allocations are the technical vehicles that transform financial system information to cost recovery information.*

Following are several examples of cost allocations that were applied to derive the “cost of service;” i.e., the allocations are the technical vehicles that transform financial system information to cost recovery information:

- Beginning in FY 2005-06, most janitorial expenses and utilities were billed directly to location-specific cost centers. However, those costs are considered indirect expenses in this model; so the amounts are subtracted from the “direct” cost pool and added to the indirect cost pool.

- Staff time is allocated to other programs or locations where staff supervise or work at more than one.
- ADA Accommodations costs are allocated to the programs served, rather than the Adaptive & Inclusive Recreation Program, which is the primary program that supervises staff who provide inclusion services.
- Each program's administrative costs are allocated proportionately to locations.
- The Community Gardens Program is unique in that it contains both programming and maintenance components in its financial cost centers. A series of steps are needed to ensure only programming costs are included in the direct side of the model, and only maintenance costs in the indirect side of the model.

#### INDIRECT COSTS – Maintenance

Maintenance cost data is captured in the bureau's work order system. Data is exported by property, work unit, maintenance type, asset type, hours worked, and cost for materials used. Cost for hours worked was calculated by multiplying hours worked times the average labor rate for that work unit.

Some programs have special circumstances that require further allocations to calculate maintenance costs, but all begin with work order data.

#### INDIRECT COSTS – Utilities

Utilities costs are tracked in a bureau-wide utilities database by meter and location.

Some locations pay their utilities directly, but for this study, utilities are considered to be an indirect expense so these expenses are backed out of the direct side of the model and regarded as indirect.

Not all meters serve discrete programs or locations, requiring further allocations to calculate utilities costs, but all begin with baseline utilities database data.

- Baseline data is used for the following programs/locations: city arts buildings, community gardens, disabled recreation, senior recreation, and tennis centers.
- For Community Centers that share water meters with pools or park irrigation, seasonal billing data is used to calculate an appropriate percentage of use, which is applied to the baseline data.

- For Community Centers that share energy with pools, maintenance allocation percentages are used. See the Indirect Costs – Maintenance section for details.
- Utilities costs for Permits and Sports are calculated in the same manner as maintenance costs.

#### INDIRECT COSTS – Capital Replacement

A capital replacement cost is included in the COS model. This cost represents the amount of major maintenance recommended to keep a building in good condition and is an important component in understanding the true cost of ongoing service needs.

Best asset management practices indicate that 2% to 3% of current replacement value (CRV<sup>3</sup>) should be reinvested as capital repair/replacement on an annual basis. Therefore, the lower end of the range, 2%, was applied to each building’s CRV to obtain a capital replacement cost for this study. This cost is not currently funded, so is not represented by either cash expenditure or a set aside reserved for capital replacement.

#### INDIRECT COSTS – Bureau and General Fund Overhead

Overhead is a broad term generally covering administrative and support costs spread over many activities. The COS model incorporates both bureau and city, or General Fund, overhead.

The overhead model was developed at the city level and includes both bureau and General Fund cost pools. Examples of PP&R overhead cost pools are Community Relations, Finance, and Workforce Support & Development. Examples of General Fund overhead cost pools, each of which is allocated based upon specific metrics, are City Council, the City Attorney’s Office, Central Accounting, and Human Resources. The city overhead model rates are used by the COS model without need to regenerate an overhead methodology.

For bureaus in the General Fund (GF), the GF overhead allocation is absorbed by the General Fund directly on behalf of each bureau. GF overhead is included in the COS model to arrive at a true cost of service, even though the overhead dollars do not flow through the Bureau’s budget.

When analyzing results and developing cost recovery goals, it is important to keep in mind that GF overhead, like capital replacement, represents allocated costs not actually incurred in the Bureau.

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<sup>3</sup> CRV = square feet multiplied by square foot replacement cost

## **Cost Recovery Policy**

Adopted 2004

Accept cost of service study and approve cost recovery policy for City parks and recreation programs. (Resolution)

WHEREAS, a healthy parks and recreation system makes Portland a better place to live, work, and play; and

WHEREAS, the mission of Portland Parks & Recreation is to ensure access to leisure opportunities and enhance Portland's natural beauty; and

WHEREAS, an objective of Vision 2020 is to provide a wide variety of high quality park and recreation services and opportunities for all residents; and

WHEREAS, when organizing recreational opportunities for the public, Portland Parks & Recreation offers activities that promote positive community values such as:

- Lifelong learning;
- Health and a sense of well being;
- A sense of community;
- Respect for the natural environment; and

WHEREAS, Portland's citizens have made a significant investment in parks and recreation facilities so that all citizens can have access to a broad range of positive leisure activities, and all Portland citizens benefit when the community has recreation locations that are clean, safe, and accessible to all; and

WHEREAS, Portland Parks & Recreation is obliged to protect these investments through sustainable operations and maintenance practices; and

WHEREAS, participation in positive recreation activities brings personal benefits to the individual participants such as an increased a sense of well being, life long learning, and enjoyment; and

WHEREAS, public recreation programs also bring benefits to the entire community such as increased community involvement and cooperation, a more attractive location for businesses and

employees, better educated and more responsible youth, improved public safety and health, stronger and more cohesive neighborhoods, and greater respect for the environment; and

WHEREAS, broad participation in public recreation programs by a diversity of citizens from all segments of Portland increases both personal and public benefits; and

WHEREAS, the public interest is furthered in ensuring access to public recreation for groups experiencing barriers to participation; and

WHEREAS, with multiple benefits accruing to both personal and public interests, it is appropriate for public recreation programs to be supported by a blend of participant fees and taxpayer funding; and

WHEREAS, the annual City budget determines the amount of taxpayer support that is available for organized public recreation opportunities; and

WHEREAS, charging fees for participation is a way to increase the availability of those programs by supplementing taxpayer resources; and

WHEREAS, charging fees creates the responsibility to balance the availability of recreation programs with their affordability; and

WHEREAS, recreation programs exist in a voluntary market place where customers have complete choice about whether to participate, and where consumer choices are sensitive to the prices charged and the selection of offerings; and

WHEREAS, Portland Parks & Recreation has prepared a cost of service study that identifies current cost recovery levels for the various types of recreation programs;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Portland that the cost of service study presented by Portland Parks & Recreation be accepted; and

BE IT FURTHER RESOLVED that the following cost recovery policy guide Portland Parks & Recreation's efforts to organize and set prices for recreation programs;

1. PUBLIC INTEREST

The public has an interest in the availability of a broad range of organized recreation opportunities that encourage good health, lifelong learning, respect for the environment, and a sense of community.

## 2. BALANCE OF BENEFITS

Benefits of participation in public recreation accrue to both the participant and to the public and, therefore, it is appropriate that recreation be funded by a balance of participant fees and public resources.

## 3. FOCUS OF COST RECOVERY GOALS

The mission and goals for public recreation activities and programs apply to all citizens of Portland and interests in particular activities are determined by individual participants. The public interest lies in encouraging participation and reducing barriers to access of public recreation. Hence cost of service analysis and cost recovery goals are expressed in broad demographic groups for which there is particular public interest or for whom there exist significant barriers to participation. These groups are identified as follows:

- a. Youth: in order to invest in the future of our community.
- b. Adults: in order to increase the diversity of community participation in public recreation.
- c. Low income citizens: in order to ensure access and mitigate financial barriers to participation.
- d. Disabled citizens and seniors: in order to improve opportunities for inclusion and participation.
- e. New immigrants: in order to increase awareness of, and improve access to, recreation programs.

## 4. COST RECOVERY GOALS

Cost recovery goals express a balance of public and personal benefits defined in terms of the broad demographic groups identified as follows:

- a. Youth: Pricing for youth programs offered outside of low income neighborhoods should be set to recover 42% of total costs.
- b. Adults: Pricing for adult programs offered outside of low income neighborhoods should be set to recover 63% of total costs.
- c. Low income citizens:
  - i. Youth: Pricing of youth programs in low income neighborhoods should be set to recover 23% of total costs.
  - ii. Adults: Pricing of adult programs in low income neighborhoods should be set to recovery 26% of total costs.

#### 5. TARGETED RECREATION PROGRAMS

Portland Parks & Recreation will provide recreation programs targeted to the special needs of disabled citizens, seniors, and new immigrant populations. The disabled citizens recreation, senior recreation, and outreach programs for new immigrant populations will have lower cost recovery rates than general recreation programs because of the fixed costs of organizing these programs. However, to the degree that disabled citizens, seniors, and new immigrants participate in general recreation programs, they are subject to the same prices as the general population, including pricing as appropriate for youth or low income citizens. Exceptions are for multiuse passes, golf, Pittock Mansion, and Crystal Springs Rhododendron Garden, where the bureau may continue the existing tradition of offering separate senior rates.

#### 6. PRICING

Prices are to be set by recreation staff under the authority of the Director of Portland Parks & Recreation. In setting prices, the bureau will balance the goals of program availability and affordability within the constraints of budget allocations, market economics, and cost recovery goals approved herein.

#### 7. FINANCIAL ASSISTANCE

In addition to pricing which reflects cost recovery goals for low income neighborhoods and youth programs, Portland Parks & Recreation will seek to ensure affordability of recreation activities through scholarships, certain free youth activities, time-limited price promotions, and by cultivating volunteers and partnerships. Certain youth activities should be free and regularly available at community centers and SUN Community Schools as appropriate to ensure accessibility and participation as determined by Portland Parks & Recreation.

#### 8. CROSS-SUBSIDIZATION

Cost recovery goals, as determined by this policy, are intended to be averages across the recreation programs. Over-or under-realization of these cost recovery goals by any particular location or activity is acceptable in order that programming and pricing fit the realities of the marketplace and particular neighborhoods while maximizing participation, making efficient use of facility capacity, and maintaining a broad array of recreation offerings.

#### 9. ACTIVITIES REQUIRING PERMITS

A permit is required for certain activities in Portland parks. When permits for picnics or weddings result in exclusive use of an area, pricing should be set to achieve 100% recovery of total costs. When



the purpose of a permit is to reserve a limited area for a limited time, such as a small group picnic, then prices should be set to recovery 100% of the direct costs incurred by the bureau.

#### 10. RENTAL OF FACILITIES

Various facilities are available for use by groups and private parties. Pricing should be set to recover 100% of direct costs for rentals during normally open hours. For events during normally closed hours, prices should be set to recover all incremental costs incurred by the bureau, including staff, maintenance, and utilities. However, recognized friends of parks groups and City of Portland neighborhood associations may have reasonable use of facilities free of charge during normally open hours.

#### 11. WAIVERS OF FEES AND CHARGES

Waiving or reducing certain fees and charges for recreation activities, permits, and rentals is within the public interest in order to reduce barriers to participation, or optimize utilization and revenue generation of existing facilities.

The bureau shall establish an appropriation during the annual budget process to offset revenues lost by waiving fees and charges. Total fees and charges waived annually shall be constrained within this appropriation. The bureau may request budget adjustments during the fiscal year.

#### 12. UPDATING OF GOALS

Information about cost recovery levels should be updated annually, and cost recovery goals should be reviewed and updated at least once every two years.

Whenever the Council approves a cost recovery goal that is higher than the current level of recovery prices should be raised incrementally over time in the affected program categories in accord with market acceptance in order to optimize revenue generation in balance with program availability and participation. Whenever the Council approves a cost recovery goal that is less than the current level of recovery the bureau shall present a budget decision package during the subsequent annual budget process identifying the additional amount of General Fund discretionary resources necessary to achieve the goal and provide options for program changes or reductions in lieu of additional resources.

#### 13. COMPLIANCE WITH BUDGET

Notwithstanding the policy goals for cost recovery described above, the bureau's first responsibility in organizing and pricing recreation

programs is to operate within the budget set by City Council. Cost recovery goals are guidelines for program design and pricing, subsidiary to budgetary allocations and economic realities. Furthermore, cost recovery goals are subsidiary to the bureau's responsibilities for parks system development and maintenance requirements.

#### 14. RECREATION ENTERPRISES

Golf and the Portland International Raceway continue as enterprise operations and should continue to recover 100% of their full costs.

#### 15. INTERAGENCY SERVICES

Services provided to other bureaus or governmental agencies should recover 100% of their full costs, consistent with the City's Comprehensive Financial Management Policy.

**PP&R Cost of Service Study, Appendix C  
FY 2011 Results**

NOTE: Visitation data includes some level of estimation; therefore, Subsidy or Cost Per Visit analyses have only a moderate level of confidence. Where the difference in values is small, ranking results provide inadequate insight for decision making.

	Revenues	Direct Costs	Indirect Costs				Total Costs	Cost Recovery		Visits 2011	GF Subsidy			
		Programming Costs	Maintenance Costs	Utilities Costs	Capital Replacement	Overhead		Direct Recovery	Total Recovery		Total Subsidy	Total Subsidy Per Visit	Cost Per Visit	Revenue Per Visit
<b>Adaptive &amp; Inclusive Rec</b>	\$69,721	\$177,164	\$4,672	\$5,241	\$5,976	\$173,511	\$366,564	39%	19%	2,696	\$296,844	\$110.11	\$135.97	\$25.86
<b>Aquatics</b>														
Buckman	\$50,756	\$168,590	\$26,085			\$48,051	\$242,726	30%	21%	20,336	\$191,970	\$9	\$12	\$2
Columbia	\$233,051	\$415,610	\$101,926	\$112,584	\$121,992	\$145,817	\$897,929	56%	26%	138,244	\$664,878	\$5	\$6	\$2
Creston	\$170,426	\$161,314	\$53,065	\$24,985	\$58,048	\$66,988	\$364,400	106%	47%	31,122	\$193,974	\$6	\$12	\$5
Grant	\$360,761	\$323,736	\$51,514	\$36,223	\$79,282	\$135,058	\$625,813	111%	58%	98,068	\$265,052	\$3	\$6	\$4
Montavilla	\$65,971	\$128,404	\$42,761	\$23,375	\$84,449	\$51,248	\$330,237	51%	20%	25,274	\$264,266	\$10	\$13	\$3
Peninsula	\$52,662	\$73,389	\$36,293	\$34,725	\$86,291	\$30,595	\$261,293	72%	20%	26,275	\$208,630	\$8	\$10	\$2
Pier	\$32,614	\$73,099	\$67,612	\$111,433	\$63,546	\$28,633	\$344,323	45%	9%	23,910	\$311,709	\$13	\$14	\$1
Sellwood	\$271,150	\$248,959	\$38,627	\$28,052	\$87,588	\$104,148	\$507,374	109%	53%	81,778	\$236,224	\$3	\$6	\$3
Wilson	\$308,390	\$291,229	\$63,044	\$21,293	\$80,934	\$96,510	\$553,010	106%	56%	68,876	\$244,620	\$4	\$8	\$4
<b>Aquatics Total</b>	<b>\$1,545,781</b>	<b>\$1,884,330</b>	<b>\$480,927</b>	<b>\$392,670</b>	<b>\$662,130</b>	<b>\$707,048</b>	<b>\$4,127,105</b>	<b>82%</b>	<b>37%</b>	<b>513,883</b>	<b>\$2,581,324</b>	<b>\$5</b>	<b>\$8</b>	<b>\$3</b>
<b>City Arts</b>														
Community Music Center	\$420,297	\$544,897	\$37,542	\$9,101	\$32,000	\$209,889	\$833,429	77%	50%	50,245	\$413,132	\$8	\$17	\$8
Laurelhurst Dance Studio	\$151,643	\$78,519	\$33,341	\$1,487	\$12,620	\$12,255	\$138,222	193%	110%	21,605	-\$13,421	-\$1	\$6	\$7
Multnomah Arts Center	\$1,057,314	\$1,048,492	\$251,979	\$98,846	\$206,236	\$397,482	\$2,003,035	101%	53%	184,985	\$945,721	\$5	\$11	\$6
<b>City Arts Total</b>	<b>\$1,629,254</b>	<b>\$1,671,908</b>	<b>\$322,862</b>	<b>\$109,434</b>	<b>\$250,856</b>	<b>\$619,626</b>	<b>\$2,974,686</b>	<b>97%</b>	<b>55%</b>	<b>256,835</b>	<b>\$1,345,432</b>	<b>\$5</b>	<b>\$12</b>	<b>\$6</b>
<b>Combined Centers</b>														
<b>East Portland</b>														
Aquatics	\$739,015	\$1,065,102	\$207,366	\$202,748	\$166,752	\$283,112	\$1,925,080	69%	38%	52,555	\$1,186,065	\$23	\$37	\$14
Community Center	\$699,296	\$1,109,587	\$113,217	\$79,552	\$218,440	\$316,618	\$1,837,413	63%	38%	374,560	\$1,138,117	\$3	\$5	\$2
<b>Subtotal</b>	<b>\$1,438,311</b>	<b>\$2,174,689</b>	<b>\$320,582</b>	<b>\$282,300</b>	<b>\$385,192</b>	<b>\$599,730</b>	<b>\$3,762,493</b>	<b>66%</b>	<b>38%</b>	<b>427,115</b>	<b>\$2,324,182</b>	<b>\$5</b>	<b>\$9</b>	<b>\$3</b>
Matt Dishman Aquatics	\$283,306	\$599,283	\$176,415	\$109,928	\$96,600	\$208,829	\$1,191,055	47%	24%	27,732	\$907,750	\$33	\$43	\$10
Matt Dishman Community Center	\$301,426	\$693,905	\$144,408	\$66,796	\$195,581	\$193,226	\$1,293,916	43%	23%	141,307	\$992,490	\$7	\$9	\$2
<b>Subtotal</b>	<b>\$584,731</b>	<b>\$1,293,188</b>	<b>\$320,823</b>	<b>\$176,724</b>	<b>\$292,181</b>	<b>\$402,055</b>	<b>\$2,484,972</b>	<b>45%</b>	<b>24%</b>	<b>169,039</b>	<b>\$1,900,240</b>	<b>\$11</b>	<b>\$15</b>	<b>\$3</b>
Mt. Scott Aquatics	\$768,122	\$837,624	\$186,276	\$179,281	\$148,350	\$282,388	\$1,633,919	92%	47%	59,711	\$865,797	\$14	\$27	\$13
Mt. Scott Community Center	\$600,640	\$922,270	\$110,048	\$77,251	\$270,784	\$220,338	\$1,600,691	65%	38%	301,976	\$1,000,052	\$3	\$5	\$2
<b>Subtotal</b>	<b>\$1,368,761</b>	<b>\$1,759,894</b>	<b>\$296,324</b>	<b>\$256,532</b>	<b>\$419,134</b>	<b>\$502,726</b>	<b>\$3,234,610</b>	<b>78%</b>	<b>42%</b>	<b>361,687</b>	<b>\$1,865,849</b>	<b>\$5</b>	<b>\$9</b>	<b>\$4</b>
Southwest Aquatics	\$1,028,733	\$765,131	\$172,464	\$175,692	\$102,120	\$272,830	\$1,488,237	134%	69%	58,869	\$459,504	\$8	\$25	\$17
Southwest Community Center	\$1,110,435	\$1,630,852	\$128,177	\$98,381	\$236,994	\$371,771	\$2,466,175	68%	45%	292,358	\$1,355,740	\$5	\$8	\$4
<b>Subtotal</b>	<b>\$2,139,168</b>	<b>\$2,395,983</b>	<b>\$300,641</b>	<b>\$274,073</b>	<b>\$339,114</b>	<b>\$644,601</b>	<b>\$3,954,412</b>	<b>89%</b>	<b>54%</b>	<b>351,227</b>	<b>\$1,815,245</b>	<b>\$5</b>	<b>\$11</b>	<b>\$6</b>
<b>Combined Centers Total</b>	<b>\$5,530,972</b>	<b>\$7,623,754</b>	<b>\$1,238,371</b>	<b>\$989,629</b>	<b>\$1,435,621</b>	<b>\$2,149,112</b>	<b>\$13,436,487</b>	<b>73%</b>	<b>41%</b>	<b>1,309,068</b>	<b>\$7,905,516</b>	<b>\$6</b>	<b>\$10</b>	<b>\$4</b>
<b>Community Centers</b>														
Charles Jordan	\$292,660	\$822,552	\$149,266	\$65,494	\$172,000	\$214,851	\$1,424,163	36%	21%	124,096	\$1,131,503	\$9	\$11	\$2
Fulton	\$234,217	\$347,018	\$42,032	\$15,499	\$38,000	\$81,215	\$523,764	67%	45%	23,225	\$289,547	\$12	\$23	\$10
Hillside	\$374,834	\$405,193	\$54,313	\$21,250	\$44,300	\$110,766	\$635,822	93%	59%	24,436	\$260,987	\$11	\$26	\$15
Montavilla	\$221,737	\$409,022	\$88,844	\$25,259	\$97,014	\$100,607	\$720,746	54%	31%	47,528	\$499,009	\$10	\$15	\$5
Peninsula	\$197,508	\$483,224	\$84,669	\$21,242	\$146,211	\$112,140	\$847,486	41%	23%	65,434	\$649,977	\$10	\$13	\$3
Sellwood	\$333,841	\$392,251	\$116,011	\$9,912	\$42,096	\$82,880	\$643,150	85%	52%	41,831	\$309,309	\$7	\$15	\$8
St. Johns	\$132,782	\$405,230	\$95,174	\$23,336	\$63,268	\$91,240	\$678,248	33%	20%	52,638	\$545,466	\$10	\$13	\$3
Woodstock	\$42,179	\$57,676	\$3,176	\$4,527	\$12,480	\$11,702	\$89,561	73%	47%	7,558	\$47,382	\$6	\$12	\$6
<b>Community Centers Total</b>	<b>\$1,829,759</b>	<b>\$3,322,166</b>	<b>\$633,484</b>	<b>\$186,519</b>	<b>\$615,369</b>	<b>\$805,401</b>	<b>\$5,562,940</b>	<b>55%</b>	<b>33%</b>	<b>386,746</b>	<b>\$3,733,181</b>	<b>\$10</b>	<b>\$14</b>	<b>\$5</b>

**PP&R Cost of Service Study, Appendix C  
FY 2011 Results**

NOTE: Visitation data includes some level of estimation; therefore, Subsidy or Cost Per Visit analyses have only a moderate level of confidence. Where the difference in values is small, ranking results provide inadequate insight for decision making.

	Revenues	Direct Costs	Indirect Costs				Total Costs	Cost Recovery		Visits 2011	GF Subsidy			
		Programming Costs	Maintenance Costs	Utilities Costs	Capital Replacement	Overhead		Direct Recovery	Total Recovery		Total Subsidy	Total Subsidy Per Visit	Cost Per Visit	Revenue Per Visit
<b>Outdoor Programs</b>														
Community Gardens	\$79,833	\$168,440	\$145,465	\$17,494	\$0	\$43,269	\$374,668	47%	21%	Not Available	\$294,835	NA	NA	NA
Director Park	\$21,223	\$110,489	\$180,183	\$10,995	\$0	\$30,629	\$332,296	19%	6%	Not Available	\$311,073	NA	NA	NA
Environmental Ed	\$158,705	\$525,745	\$587	\$0	\$0	\$164,030	\$690,362	30%	23%	13,964	\$531,657	\$38	\$49	\$11
Outdoor Recreation	\$66,685	\$120,533	\$587	\$0	\$0	\$16,722	\$137,842	55%	48%	1,035	\$71,157	\$69	\$133	\$64
<b>Outdoor Programs Total</b>	<b>\$326,446</b>	<b>\$925,208</b>	<b>\$326,822</b>	<b>\$28,489</b>	<b>\$0</b>	<b>\$254,650</b>	<b>\$1,535,168</b>	<b>35%</b>	<b>21%</b>	<b>14,999</b>	<b>\$1,208,722</b>	<b>\$81</b>	<b>\$102</b>	<b>\$22</b>
<b>Permits</b>										# of permits:				
Other	\$105,946	\$70,814	\$0	\$0	\$0	\$23,929	\$94,743	150%	112%	14,730	-\$11,203	-\$1	\$6	\$7
Picnics	\$101,762	\$92,058	\$11,267	\$2,273	\$0	\$31,107	\$136,705	111%	74%	2,223	\$34,943	\$16	\$61	\$46
Special Events	\$432,611	\$538,187	\$664,519	\$82,387	\$0	\$181,857	\$1,466,949	80%	29%	2,519	\$1,034,338	\$411	\$582	\$172
Weddings	\$54,129	\$7,081	\$139,270	\$7,079	\$0	\$2,393	\$155,823	764%	35%	300	\$101,694	\$339	\$519	\$180
<b>Permits Total</b>	<b>\$694,448</b>	<b>\$708,140</b>	<b>\$815,056</b>	<b>\$91,738</b>	<b>\$0</b>	<b>\$239,286</b>	<b>\$1,854,220</b>	<b>98%</b>	<b>37%</b>	<b>19,772</b>	<b>\$1,159,772</b>	<b>\$59</b>	<b>\$94</b>	<b>\$35</b>
<b>Senior Recreation</b>	<b>\$366,676</b>	<b>\$655,991</b>	<b>\$4,672</b>	<b>\$5,241</b>	<b>\$5,976</b>	<b>\$195,001</b>	<b>\$866,881</b>	<b>56%</b>	<b>42%</b>	<b>22,562</b>	<b>\$500,206</b>	<b>\$22</b>	<b>\$38</b>	<b>\$16</b>
<b>Sports</b>														
Basketball	\$91,180	\$287,528	\$0	\$0	\$0	\$85,925	\$373,453	32%	24%	125,560	\$282,273	\$2	\$3	\$1
Field Sports	\$736,052	\$378,520	\$3,309,786	\$334,974	\$0	\$17,379	\$4,040,658	194%	18%	Not Available	\$3,304,606	NA	NA	NA
Other Sports	\$28,671	\$91,415	\$0	\$0	\$0	\$10,406	\$101,821	31%	28%	24,880	\$73,150	\$3	\$4	\$1
Portland Tennis Center	\$462,230	\$408,029	\$38,692	\$27,435	\$125,616	\$145,801	\$745,573	113%	62%	Not Available	\$283,343	NA	NA	NA
St. Johns Racquet Center	\$64,461	\$43,529	\$44,641	\$47,919	\$101,717	\$16,840	\$254,646	148%	25%	Not Available	\$190,186	NA	NA	NA
<b>Sports Total</b>	<b>\$1,382,594</b>	<b>\$1,209,021</b>	<b>\$3,393,119</b>	<b>\$410,327</b>	<b>\$227,333</b>	<b>\$276,351</b>	<b>\$5,516,151</b>	<b>114%</b>	<b>25%</b>	<b>150,440</b>	<b>\$4,133,557</b>	<b>\$27</b>	<b>\$37</b>	<b>\$9</b>
<b>Summer Free For All</b>														
Movies in Parks	\$68,727	\$110,202	\$2,482	\$0	\$0	\$24,885	\$137,568	62%	50%	Not Available	\$68,841	NA	NA	NA
Summer Concerts	\$232,031	\$243,383	\$2,482	\$0	\$0	\$2,888	\$248,752	95%	93%	Not Available	\$16,721	NA	NA	NA
Summer Playgrounds	\$92,650	\$236,072	\$44,588	\$0	\$0	\$90,100	\$370,760	39%	25%	262,042	\$278,110	\$1	\$1	\$0
<b>Summer Free For All Total</b>	<b>\$393,408</b>	<b>\$589,657</b>	<b>\$49,551</b>	<b>\$0</b>	<b>\$0</b>	<b>\$117,873</b>	<b>\$757,081</b>	<b>67%</b>	<b>52%</b>	<b>262,042</b>	<b>\$363,673</b>	<b>\$1</b>	<b>\$3</b>	<b>\$2</b>
<b>SUN Community Schools</b>														
Alice Ott	\$27,135	\$127,006	\$0	\$0	\$0	\$40,546	\$167,552	21%	16%	9,409	\$140,417	\$15	\$18	\$3
Arleta	\$18,389	\$115,613	\$0	\$0	\$0	\$31,044	\$146,657	16%	13%	9,903	\$128,268	\$13	\$15	\$2
Beaumont	\$33,597	\$118,505	\$0	\$0	\$0	\$30,412	\$148,917	28%	23%	26,215	\$115,320	\$4	\$6	\$1
Centennial	\$22,931	\$121,923	\$0	\$0	\$0	\$27,327	\$149,250	19%	15%	71,290	\$126,319	\$2	\$2	\$0
Faubion	\$29,217	\$133,257	\$0	\$0	\$0	\$32,192	\$165,449	22%	18%	13,874	\$136,233	\$10	\$12	\$2
Grout	\$33,988	\$131,991	\$0	\$0	\$0	\$40,177	\$172,168	26%	20%	14,658	\$138,180	\$9	\$12	\$2
Lane	\$39,676	\$153,876	\$0	\$0	\$0	\$38,236	\$192,112	26%	21%	Not Available	\$152,436	NA	NA	NA
Mt. Tabor	\$41,784	\$149,079	\$0	\$0	\$0	\$41,668	\$190,747	28%	22%	21,904	\$148,963	\$7	\$9	\$2
Parkrose	\$22,334	\$127,650	\$0	\$0	\$0	\$30,576	\$158,226	17%	14%	20,815	\$135,891	\$7	\$8	\$1
Roseway (Gregory) Heights	\$38,381	\$157,165	\$0	\$0	\$0	\$45,678	\$202,843	24%	19%	28,437	\$164,462	\$6	\$7	\$1
Sitton	\$19,803	\$121,493	\$0	\$0	\$0	\$29,447	\$150,940	16%	13%	13,386	\$131,137	\$10	\$11	\$1
<b>SUN Community Schools Total</b>	<b>\$327,234</b>	<b>\$1,457,559</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$387,303</b>	<b>\$1,844,862</b>	<b>22%</b>	<b>18%</b>	<b>229,891</b>	<b>\$1,517,628</b>	<b>\$7</b>	<b>\$8</b>	<b>\$1</b>
<b>Grand Total</b>	<b>\$14,096,292</b>	<b>\$20,224,896</b>	<b>\$7,269,538</b>	<b>\$2,219,289</b>	<b>\$3,203,261</b>	<b>\$5,925,162</b>	<b>\$38,842,146</b>	<b>70%</b>	<b>36%</b>	<b>3,168,934</b>	<b>\$24,745,854</b>	<b>\$8</b>	<b>\$12</b>	<b>\$4</b>

**PP&R Cost of Service Study, Appendix D  
FY 2012 Results**

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	Revenues	Direct Costs	Indirect Costs				Total Costs	Cost Recovery		Visits 2012	GF Subsidy			
		Programming Costs	Maintenance Costs	Utilities Costs	Capital Replacement	Overhead		Direct Recovery	Total Recovery		Total Subsidy	Total Subsidy Per Visit	Cost Per Visit	Revenue Per Visit
<b>Adaptive &amp; Inclusive Rec</b>	\$76,749	\$199,835	\$14,204	\$7,966	\$5,976	\$178,182	\$406,163	38%	19%	3,303	\$329,414	\$100	\$123	\$23
<b>Aquatics</b>														
Buckman	\$56,359	\$186,530	\$29,944	\$0	\$0	\$52,435	\$268,909	30%	21%	23,712	\$212,550	\$9	\$11	\$2
Columbia	\$215,460	\$463,992	\$210,574	\$108,458	\$121,992	\$149,202	\$1,054,218	46%	20%	144,027	\$838,758	\$6	\$7	\$1
Creston	\$161,834	\$169,525	\$69,589	\$25,595	\$58,048	\$62,245	\$385,002	95%	42%	37,030	\$223,168	\$6	\$10	\$4
Grant	\$368,534	\$306,622	\$69,344	\$35,665	\$79,282	\$113,847	\$604,760	120%	61%	81,057	\$236,226	\$3	\$7	\$5
Montavilla	\$65,195	\$137,018	\$38,811	\$20,232	\$84,449	\$45,423	\$325,933	48%	20%	24,809	\$260,737	\$11	\$13	\$3
Peninsula	\$67,097	\$82,229	\$36,327	\$57,045	\$86,291	\$30,572	\$292,464	82%	23%	30,805	\$225,367	\$7	\$9	\$2
Pier	\$36,607	\$85,150	\$41,957	\$66,116	\$63,546	\$29,619	\$286,388	43%	13%	26,816	\$249,781	\$9	\$11	\$1
Sellwood	\$268,761	\$243,292	\$57,853	\$28,138	\$87,588	\$89,847	\$506,718	110%	53%	76,033	\$237,957	\$3	\$7	\$4
Wilson	\$322,118	\$245,136	\$55,733	\$19,845	\$80,934	\$86,432	\$488,080	131%	66%	70,909	\$165,962	\$2	\$7	\$5
<b>Aquatics Total</b>	<b>\$1,561,966</b>	<b>\$1,919,493</b>	<b>\$610,132</b>	<b>\$361,094</b>	<b>\$662,130</b>	<b>\$659,622</b>	<b>\$4,212,471</b>	<b>81%</b>	<b>37%</b>	<b>515,198</b>	<b>\$2,650,505</b>	<b>\$5</b>	<b>\$8</b>	<b>\$3</b>
<b>City Arts</b>														
Community Music Center	\$491,068	\$624,900	\$24,003	\$9,753	\$32,000	\$194,396	\$885,051	79%	55%	50,026	\$393,983	\$8	\$18	\$10
Laurelhurst Dance Studio	\$151,720	\$107,924	\$33,559	\$1,256	\$12,620	\$25,433	\$180,792	141%	84%	21,625	\$29,072	\$1	\$8	\$7
Multnomah Arts Center	\$1,195,495	\$1,135,610	\$157,454	\$96,693	\$206,236	\$377,626	\$1,973,619	105%	61%	171,896	\$778,124	\$5	\$11	\$7
<b>City Arts Total</b>	<b>\$1,838,283</b>	<b>\$1,868,434</b>	<b>\$215,016</b>	<b>\$107,702</b>	<b>\$250,856</b>	<b>\$597,455</b>	<b>\$3,039,463</b>	<b>98%</b>	<b>60%</b>	<b>243,547</b>	<b>\$1,201,180</b>	<b>\$5</b>	<b>\$12</b>	<b>\$8</b>
<b>Combined Centers</b>														
<b>East Portland</b>														
Aquatics	\$862,202	\$1,154,030	\$212,099	\$214,652	\$166,752	\$254,583	\$2,002,116	75%	43%	62,752	\$1,139,914	\$18	\$32	\$14
Community Center	\$775,096	\$1,216,973	\$116,972	\$84,295	\$218,440	\$311,648	\$1,948,327	64%	40%	393,320	\$1,173,231	\$3	\$5	\$2
<b>Subtotal</b>	<b>\$1,637,298</b>	<b>\$2,371,003</b>	<b>\$329,071</b>	<b>\$298,947</b>	<b>\$385,192</b>	<b>\$566,231</b>	<b>\$3,950,444</b>	<b>69%</b>	<b>41%</b>	<b>456,072</b>	<b>\$2,313,145</b>	<b>\$5</b>	<b>\$9</b>	<b>\$4</b>
Matt Dishman Aquatics	\$362,451	\$610,503	\$166,517	\$110,252	\$96,600	\$204,229	\$1,188,101	59%	31%	30,359	\$825,649	\$27	\$39	\$12
Matt Dishman Community Center	\$259,594	\$725,634	\$143,655	\$69,143	\$195,581	\$186,115	\$1,320,229	36%	20%	187,784	\$1,060,534	\$6	\$7	\$1
<b>Subtotal</b>	<b>\$622,045</b>	<b>\$1,336,137</b>	<b>\$310,172</b>	<b>\$179,395</b>	<b>\$292,181</b>	<b>\$390,344</b>	<b>\$2,508,229</b>	<b>47%</b>	<b>25%</b>	<b>218,143</b>	<b>\$1,886,184</b>	<b>\$9</b>	<b>\$11</b>	<b>\$3</b>
Mt. Scott Aquatics	\$805,067	\$896,626	\$230,672	\$166,975	\$148,350	\$262,776	\$1,705,399	90%	47%	61,579	\$900,332	\$15	\$28	\$13
Mt. Scott Community Center	\$599,861	\$964,899	\$138,874	\$74,313	\$270,784	\$217,298	\$1,666,169	62%	36%	409,009	\$1,066,308	\$3	\$4	\$1
<b>Subtotal</b>	<b>\$1,404,928</b>	<b>\$1,861,525</b>	<b>\$369,547</b>	<b>\$241,288</b>	<b>\$419,134</b>	<b>\$480,074</b>	<b>\$3,371,567</b>	<b>75%</b>	<b>42%</b>	<b>470,588</b>	<b>\$1,966,640</b>	<b>\$4</b>	<b>\$7</b>	<b>\$3</b>
Southwest Aquatics	\$1,068,034	\$814,174	\$179,186	\$216,702	\$102,120	\$262,835	\$1,575,017	131%	68%	57,364	\$506,983	\$9	\$27	\$19
Southwest Community Center	\$1,214,989	\$1,610,910	\$99,388	\$88,322	\$236,994	\$357,103	\$2,392,717	75%	51%	292,549	\$1,177,727	\$4	\$8	\$4
<b>Subtotal</b>	<b>\$2,283,024</b>	<b>\$2,425,084</b>	<b>\$278,574</b>	<b>\$305,024</b>	<b>\$339,114</b>	<b>\$619,938</b>	<b>\$3,967,734</b>	<b>94%</b>	<b>58%</b>	<b>349,913</b>	<b>\$1,684,710</b>	<b>\$5</b>	<b>\$11</b>	<b>\$7</b>
<b>Combined Centers Total</b>	<b>\$5,947,295</b>	<b>\$7,993,749</b>	<b>\$1,287,364</b>	<b>\$1,024,654</b>	<b>\$1,435,621</b>	<b>\$2,056,587</b>	<b>\$13,797,974</b>	<b>74%</b>	<b>43%</b>	<b>1,494,716</b>	<b>\$7,850,679</b>	<b>\$5</b>	<b>\$9</b>	<b>\$4</b>
<b>Community Centers</b>														
Charles Jordan	\$204,116	\$747,192	\$177,041	\$53,466	\$172,000	\$172,329	\$1,322,028	27%	15%	115,543	\$1,117,912	\$10	\$11	\$2
Fulton	\$187,244	\$304,925	\$26,254	\$14,624	\$38,000	\$55,012	\$438,815	61%	43%	38,437	\$251,571	\$7	\$11	\$5
Hillside	\$362,776	\$369,516	\$87,857	\$21,118	\$44,300	\$97,413	\$620,204	98%	58%	24,797	\$257,428	\$10	\$25	\$15
Montavilla	\$248,363	\$533,922	\$62,044	\$19,506	\$97,014	\$132,279	\$844,766	47%	29%	60,298	\$596,402	\$10	\$14	\$4
Peninsula	\$236,731	\$473,085	\$58,558	\$17,803	\$146,211	\$108,535	\$804,193	50%	29%	102,910	\$567,462	\$6	\$8	\$2
Sellwood	\$343,599	\$427,166	\$57,918	\$9,891	\$42,096	\$97,360	\$634,431	80%	54%	46,039	\$290,832	\$6	\$14	\$7
St. Johns	\$179,194	\$356,712	\$96,619	\$20,213	\$63,268	\$66,499	\$603,311	50%	30%	45,060	\$424,117	\$9	\$13	\$4
Woodstock	\$38,758	\$62,192	\$10,869	\$4,227	\$12,480	\$11,231	\$100,999	62%	38%	6,492	\$62,240	\$10	\$16	\$6
<b>Community Centers Total</b>	<b>\$1,800,782</b>	<b>\$3,274,711</b>	<b>\$577,160</b>	<b>\$160,848</b>	<b>\$615,369</b>	<b>\$740,658</b>	<b>\$5,368,746</b>	<b>55%</b>	<b>34%</b>	<b>439,576</b>	<b>\$3,567,965</b>	<b>\$8</b>	<b>\$12</b>	<b>\$4</b>

**PP&R Cost of Service Study, Appendix D  
FY 2012 Results**

NOTE: Visitation data includes some level of estimation; therefore, Subsidy or Cost Per Visit analyses have only a moderate level of confidence. Where the difference in values is small, ranking results provide inadequate insight for decision making.

		Direct Costs	Indirect Costs					Cost Recovery			GF Subsidy			
	Revenues	Programming Costs	Maintenance Costs	Utilities Costs	Capital Replacement	Overhead	Total Costs	Direct Recovery	Total Recovery	Visits 2012	Total Subsidy	Total Subsidy Per Visit	Cost Per Visit	Revenue Per Visit
<b>Outdoor Programs</b>														
Community Gardens	\$89,607	\$141,455	\$269,461	\$18,788	\$0	\$59,852	\$489,556	63%	18%	Not Available	\$399,949	NA	NA	NA
Director Park	\$33,762	\$129,186	\$154,991	\$12,414	\$0	\$29,292	\$325,883	26%	10%	Not Available	\$292,121	NA	NA	NA
Environmental Ed	\$170,434	\$526,263	\$599	\$0	\$0	\$152,901	\$679,763	32%	25%	26,214	\$509,329	\$19	\$26	\$7
Outdoor Recreation	\$114,887	\$190,560	\$599	\$0	\$0	\$28,049	\$219,207	60%	52%	1,410	\$104,320	\$74	\$155	\$81
<b>Outdoor Programs Total</b>	<b>\$408,690</b>	<b>\$987,464</b>	<b>\$425,649</b>	<b>\$31,202</b>	<b>\$0</b>	<b>\$270,094</b>	<b>\$1,714,409</b>	<b>41%</b>	<b>24%</b>	<b>27,624</b>	<b>\$1,305,719</b>	<b>\$47</b>	<b>\$62</b>	<b>\$15</b>
<b>Permits</b>										# of permits:				
Other	\$139,054	\$85,333	\$0	\$0	\$0	\$23,430	\$108,763	163%	128%	18,934	-\$30,291	-\$2	\$6	\$7
Picnics	\$124,920	\$110,933	\$13,099	\$2,537	\$0	\$30,459	\$157,027	113%	80%	2,290	\$32,107	\$14	\$69	\$55
Special Events	\$555,241	\$648,531	\$743,849	\$96,202	\$0	\$178,067	\$1,666,650	86%	33%	2,376	\$1,111,409	\$468	\$701	\$234
Weddings	\$63,463	\$8,533	\$263,325	\$5,734	\$0	\$2,343	\$279,934	744%	23%	273	\$216,471	\$793	\$1,025	\$232
<b>Permits Total</b>	<b>\$882,678</b>	<b>\$853,331</b>	<b>\$1,020,272</b>	<b>\$104,472</b>	<b>\$0</b>	<b>\$234,299</b>	<b>\$2,212,375</b>	<b>103%</b>	<b>40%</b>	<b>23,873</b>	<b>\$1,329,697</b>	<b>\$56</b>	<b>\$93</b>	<b>\$37</b>
<b>Senior Recreation</b>	<b>\$443,568</b>	<b>\$715,905</b>	<b>\$14,204</b>	<b>\$7,966</b>	<b>\$5,976</b>	<b>\$191,011</b>	<b>\$935,062</b>	<b>62%</b>	<b>47%</b>	<b>22,562</b>	<b>\$491,494</b>	<b>\$22</b>	<b>\$41</b>	<b>\$20</b>
<b>Sports</b>														
Basketball	\$141,122	\$281,230	\$0	\$0	\$0	\$71,559	\$352,789	50%	40%	129,545	\$211,667	\$2	\$3	\$1
Field Sports	\$685,421	\$402,979	\$3,025,622	\$358,554	\$0	\$19,899	\$3,807,054	170%	18%	Not Available	\$3,121,633	NA	NA	NA
Other Sports	\$63,573	\$90,805	\$0	\$0	\$0	\$8,615	\$99,420	70%	64%	25,575	\$35,847	\$1	\$4	\$2
Portland Tennis Center	\$471,948	\$431,127	\$54,412	\$26,573	\$125,616	\$134,991	\$772,719	109%	61%	Not Available	\$300,771	NA	NA	NA
St. Johns Racquet Center	\$70,695	\$47,197	\$115,093	\$40,859	\$101,717	\$19,019	\$323,885	150%	22%	Not Available	\$253,189	NA	NA	NA
<b>Sports Total</b>	<b>\$1,432,759</b>	<b>\$1,253,338</b>	<b>\$3,195,126</b>	<b>\$425,985</b>	<b>\$227,333</b>	<b>\$254,083</b>	<b>\$5,355,866</b>	<b>114%</b>	<b>27%</b>	<b>155,120</b>	<b>\$3,923,107</b>	<b>\$25</b>	<b>\$35</b>	<b>\$9</b>
<b>Summer Free For All</b>														
Movies in Parks	\$61,630	\$139,910	\$2,532	\$0	\$0	\$22,303	\$164,745	44%	37%	Not Available	\$103,115	NA	NA	NA
Summer Concerts	\$243,710	\$280,920	\$2,748	\$0	\$0	\$38,113	\$321,780	87%	76%	Not Available	\$78,070	NA	NA	NA
Summer Playgrounds	\$85,636	\$208,356	\$60,177	\$0	\$0	\$99,203	\$367,735	41%	23%	251,500	\$282,099	\$1	\$1	\$0
<b>Summer Free For All Total</b>	<b>\$390,976</b>	<b>\$629,185</b>	<b>\$65,457</b>	<b>\$0</b>	<b>\$0</b>	<b>\$159,619</b>	<b>\$854,261</b>	<b>62%</b>	<b>46%</b>	<b>251,500</b>	<b>\$463,285</b>	<b>\$2</b>	<b>\$3</b>	<b>\$2</b>
<b>SUN Community Schools</b>														
Alice Ott	\$30,034	\$131,064	\$0	\$0	\$0	\$33,827	\$164,891	23%	18%	11,217	\$134,858	\$12	\$15	\$3
Arleta	\$20,630	\$122,813	\$0	\$0	\$0	\$34,889	\$157,702	17%	13%	9,870	\$137,071	\$14	\$16	\$2
Beaumont	\$39,468	\$124,336	\$0	\$0	\$0	\$30,792	\$155,128	32%	25%	28,398	\$115,661	\$4	\$5	\$1
Centennial	\$25,582	\$125,164	\$0	\$0	\$0	\$25,710	\$150,874	20%	17%	71,290	\$125,292	\$2	\$2	\$0
Faubion	\$41,373	\$145,676	\$0	\$0	\$0	\$43,131	\$188,807	28%	22%	13,874	\$147,434	\$11	\$14	\$3
Grout	\$34,165	\$133,496	\$0	\$0	\$0	\$32,718	\$166,214	26%	21%	16,018	\$132,049	\$8	\$10	\$2
Lane	\$23,549	\$145,848	\$0	\$0	\$0	\$31,285	\$177,133	16%	13%	12,237	\$153,585	\$13	\$14	\$2
Mt. Tabor	\$41,934	\$156,189	\$0	\$0	\$0	\$36,721	\$192,910	27%	22%	30,712	\$150,976	\$5	\$6	\$1
Parkrose	\$22,211	\$141,769	\$0	\$0	\$0	\$33,709	\$175,478	16%	13%	31,691	\$153,268	\$5	\$6	\$1
Roseway (Gregory) Heights	\$59,480	\$184,728	\$0	\$0	\$0	\$52,361	\$237,089	32%	25%	27,325	\$177,609	\$6	\$9	\$2
Sitton	\$20,069	\$124,258	\$0	\$0	\$0	\$34,257	\$158,515	16%	13%	12,373	\$138,445	\$11	\$13	\$2
<b>SUN Community Schools Total</b>	<b>\$358,494</b>	<b>\$1,535,342</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$389,400</b>	<b>\$1,924,742</b>	<b>23%</b>	<b>19%</b>	<b>265,005</b>	<b>\$1,566,248</b>	<b>\$6</b>	<b>\$7</b>	<b>\$1</b>
<b>Grand Total</b>	<b>\$15,142,238</b>	<b>\$21,230,786</b>	<b>\$7,424,584</b>	<b>\$2,231,889</b>	<b>\$3,203,261</b>	<b>\$5,731,010</b>	<b>\$39,821,530</b>	<b>71%</b>	<b>38%</b>	<b>3,442,024</b>	<b>\$24,679,292</b>	<b>\$7</b>	<b>\$12</b>	<b>\$4</b>