



Haringey Council

Agenda item:

Cabinet **On 22nd January 2008**

Report Title Subsidy and Pricing Policy Review	
Report of : Director of Adult, Culture and Community Services	
Wards(s) affected: All	Report for: Key Decision
<p>1. Purpose</p> <p>1.1 To consider a new subsidy and pricing policy for Recreation Services in the light of the need for more effective targeting of subsidy to those who are the most disadvantaged and to optimise income.</p> <p>1.2 To review fees and charges for individual use at the leisure centres for the year 2008-09 and approve group prices increase by 2.5%.</p>	
<p>2. Introduction by Cabinet Member</p> <p>2.1 We need to ensure that public subsidy is directed to those who are financially disadvantaged and thus 'ability to pay' is central to this policy revision.</p> <p>2.2 We also need to improve efficiency and reduce cost to the council tax payer, by improving income and reducing net cost of the service and thus enabling investment in other corporate priorities</p> <p>2.3 Finally our pricing approach must underpin our commitment and drive to increase sport and activity participation by 4% (7,000 more adults) by 2010.</p>	
<p>3. Recommendations</p> <p>3.1 That the Cabinet formally approve the new subsidy and pricing policy for Recreation Services.</p> <p>3.2 That Cabinet formally approve further consultation on pricing for club/ group use of facilities, as set out in the report.</p> <p>3.3 That Cabinet formally approve the proposed fees and charges to be implemented from 7th April 2008.</p>	
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4. Director of Finance Comments

4.1 The current budget planning proposals for the Council's 2008/09 to 2010/11 financial plan includes a target for Recreation Services to achieve £215k additional income in 2008-09 from a review of the sports and leisure pricing policy. This report sets out a number of assumptions to achieve this target through increased take up of direct debit facilities and increased usage of sports facilities. Resources for marketing and communications have also been included within the assumptions. Achievement of this strategy and the impact on performance targets will need to be closely monitored throughout the year.

5. Head of Legal Services Comments

5.1 The Head of Legal Services has been consulted and comments that the power to provide recreational facilities under Section 19 Local Government (Miscellaneous Provisions) Act 1976 confers a very wide discretion including power to provide facilities without charge or subject to such charges as the authority thinks fit.

5.2 The exercise of its discretion by the authority should be reasonable in all circumstances. The report sets out relevant considerations to be taken into account by the Council in reaching its decision. Such considerations would include the consideration of any representations made to the authority by interested parties. The intention is to carry out a consultation exercise with over 65s indicated at paragraph 7.9 regarding transitional arrangements and phasing of charges for this group. While a decision can be made in principle regarding the application of the new criteria for charges for the over 65s, full consideration should be given to any representations received in the course of this consultation exercise

6. Local Government (Access to Information) Act 1985

- 6.1 Sport England Active People Survey 2006
- 6.2 Pricing Issues Paper 2007
- 6.3 Is the Price Right – Audit Commission 1999
- 6.4 Haringey Participation Study 2007

7. Strategic Implications

7.1. Recreation services initiated a review of fees and charges for the provision of services in leisure centres and parks. The underlying policy objectives guiding this review have been:

- a. To seek to optimise cost recovery from users who have the ability to pay.
- b. Support key activities and council sports development initiatives
- c. To increase usage by residents who are financially disadvantaged through more effective targeting of the subsidy the service enjoys.

7.2. This review has been prompted by:

- a. The length of time since the last review (1997)
- b. The need to strengthen the relationship between the cost of certain activities/period of hire and income recovery.
- c. The need to encourage more use by low income residents (currently 2.5% of users compared to 16.6% population)
- d. The need to encourage more Haringey residents to participate in sport or physical activity at least three times a week.

- e. The need to further align the Active Card to prices across the board, particularly for juniors.
- f. The need to improve value for money as measured by Audit Commission KPI's e.g. subsidy per visit.
- g. The need to embed good practise as outlined in Audit Commission recommendations regarding targeting subsidy to the most disadvantaged in the fairest and simplest way.
- h. The need to finance an ongoing investment programme at the leisure centres and parks in order to compete in the market place and continue to improve usage performance.

7.3. The review has been given additional impetus by the need to find efficiency savings, and meet a £215,000 income improvement target.

Proposed Individual Charges

- 7.4. The proposed new pricing structure for individual prices incorporates the above principles and delivers the 8% (plus 2.5% for inflation) increase in income required. It also negates the need to apply a blanket 10.5% increase on prices across the board which might actually suppress use.
- 7.5. The structure does this by simplifying the number of pricing bands and by incentivising customers to take up monthly pre payment by direct debit. Findings from other authorities that have implemented similar policies (Oxford and Belfast) indicate that this will increase the spend per head as well as delivering increases in usage – particularly from those who are most disadvantaged. These are the key changes being proposed.
- 7.6. The structure also takes into account the acceptance that some activities e.g. swimming will continue to be subsidised to a lesser or greater extent for all users.
- 7.7. The most significant challenge of the new policy and pricing structure is the proposed discontinuation of blanket non targeted free use for the over 65's. The proposal offers the over 65's who qualify as economically disadvantaged (approximately 37% of all borough over 65's) a large discount and other over 65's a lesser discount on the standard price.
- 7.8. A programme of targeted communication, transitional incentives and a phased introduction will be put in place to mitigate the affect of the potential criticism. In terms of incentives and a phased approach; potential ways forward are outlined below in 7.9 as well we will be actively seeking ideas from the over 65's.
- 7.9. Transitional incentives for the over 65's may include a stepped approach to Direct Debit payments, free months if DD if signed up before a certain date, lower starting DD etc.
- 7.10. It is critical however that the principle of subsidy being directed to those most in need is not diluted.

Proposed Group Charges

- 7.11. Group charges at both the leisure centres and all park based hire is proposed will increase by 2.5% on April 7th in order for budget targets to be realised.
- 7.12. From February 2008 consultation will commence with groups who hire space at the leisure centres and in parks regarding changing the group pricing policy and structure.
- 7.13. Agreement is being sought to propose to groups a new overall pricing strategy based on:

- Identifying the true cost of hire and maximising cost recovery from users who have the ability to pay.
- Achieving full cost recovery plus a loading (of a percentage to be determined) regarding commercial hire.
- Achieving full cost recovery plus a small loading for non resident hire
- Achieving full cost recovery for resident hire
- Targeting the subsidy to:
 - Borough sports clubs engaged with the council and National Governing Body's policies (quality, child protection etc)
 - Supporting key areas for sports development and overall government policy such as swimming (school swimming in particular), football, netball, 2012 agenda etc
 - Increasing participation and health initiatives (walking, jogging, cycling etc)
 - Increasing usage by resident groups who's client group are in the main financially or otherwise disadvantaged.

Note: This is not an absolute exercise as other pricing influences need to be taken into account such as:

- The prevailing market
- Previous pricing
- Overall centre/area budget

7.14 After the consultation period it is proposed that the new group pricing policy and structure be implemented from September 1st.

8. Financial Implications

Individual Pricing

8.1. An analysis of the new pricing structure shows:

- That for the proposed new prices there are three price bands –
 - i. Standard,
 - ii. Advantage Plus (students OAPs and children),
 - iii. Advantage (those residents who are economically disadvantaged and their children)
- There are no differences between peak and off peak pricing.
- There are no family swim prices (for swimmers who attend in groups; prices will increase for non economically disadvantaged but decrease for the economically disadvantaged)
- There is a significant reduction in the price barrier for those residents who are the most economically disadvantaged in all activities.
- Many prices decrease or remain the same, the main exception being exercise classes – which currently, in comparison to the market, are under priced and where there is strong demand.
- Direct debit prices – particularly for students, OAP's, children, and those most economically disadvantaged are extremely affordable in relation to the local market and surrounding boroughs. They also offer clear enticement to pay by direct debit.
- There are a number of incentives to take up direct debit pre payment – such as free inductions, affordability (in comparison to the local market) and additional benefits such as the inclusion of swimming lessons in some categories.
- There are disincentives to pre pay monthly in cash as the proposed difference between charges for monthly direct debit as compared to monthly cash/cheque have increased. Monthly cash customers will also be charged an administration fee when they restart their payments after any break in continuity of payment.
- New customers wishing to use the gym will be strongly encouraged by the pricing structure and the incentives outlined above to take up direct debit.

- There is no monthly cash option for Advantage Plus and Advantage – their cash option is to pay as they go (which is now generally less expensive)
- There is no separate ‘Blue’ or swimming monthly option for Advantage and Advantage Plus.
- Resident and non resident Students, Juniors and OAP’s will fall into the Advantage Plus category.
- Haringey residents in receipt of benefits and their children will qualify for the Advantage category.
- Disabled people will pay the standard rates unless economically disadvantaged. If they are disadvantaged they will receive the greatest level of subsidy (Advantage). As at present, for all disabled users irrespective of economic status, their carer will have free use when accompanying them.
- Proposed OAP prices (while no longer free for the over 65’s) are generally still less expensive across the board than other boroughs (particularly for over 65’s who are economically disadvantaged)

Sample Prices

Current Swim			Proposed Swim	
Current Standard Price	£3.35		Proposed Standard Price	£3.50
Current Concession Price	£1.55		Proposed OAP, Student & Junior Price	£1.50
Current Junior Price	£1.80		Proposed Beneficiaries & their Children Price (resident)	£1.00
Current Gym			Proposed Gym	
Current Standard Price	£6.15		Proposed Standard Price	£6.15
Current Concession Price	£4.20		Proposed OAP, Student Price	£4.20
Current Junior Price	NA		Proposed Beneficiaries Price (resident)	£2.00
Current Monthly Pre Payment			Proposed Monthly Pre Payment	
Standard Direct Debit	£35.50		Standard Direct Debit	£36.00
Standard Cash	£39.00		Standard Cash	£42.00

- 8.2. Note: A table of all old and new prices is appendix A. A summary of new prices compared with old prices and other boroughs is appendix B.
- 8.3. In predicting the expected uplift in income provided by the new pricing structure; estimates have been made about the numbers and the speed at which existing customers and a percentage of new customers will take up the direct debit option; once that it becomes more attractive than paying cash.
- 8.4. These estimates are based on previous experiences in authorities such as Oxford and Belfast that have changed their pricing structure in a similar way. Indeed in both authorities the income uplift has been greater than we have predicted in our situation; but clearly we need to take a conservative approach. Additionally many authorities in London and elsewhere take up to 60%

of their leisure centre income through direct debit – thus as we are currently only taking 16% via this method it would appear that there is a great deal of room for improvement.

- 8.5. Therefore the increase in predicted income would principally occur through a change in the way people pay. The number of persons switching to or taking up paying monthly by direct debit is predicted to increase from 1608 currently to 4,508 over 12 months. In simple terms the income uplift occurs because direct debit customers pay for approximately 52 weeks of use whereas pay as you go customers and cash monthly customers pay for approximately 35 weeks.
- 8.6. The table outlined below demonstrates the expected income uplift. In the monetary value column the figure represents and average monthly direct debit in that category, multiplied out for the expected time period, less the amount we would expect in cash from those customers (excepting new business).

Type of Current Customer	Time period assumption for changeover in first year	Approximate budget value (time to change taken into account – less expected on cash)	Number & % of customers in each category
Monthly pre payment by cash	1 month	£ 63,434	700 (70%)
Monthly pre payment by cash	6 months	£ 9,932	200 (20%)
Pay as you go current concessions	6 months	£ 15,444	500 (50%)
Standard Gym Pay & Play	3 months	£ 8,972	100 (70%)
Juniors – swim lessons	11 months	£ 2,079	300 (17%)
Casual Users	11 months	£ 4,985	500 (10%)
3% uplift in individuals	1 - 6 months	£143,100	600 (60%)
		£247,946	2,900
Over 65's (pay as you go)	0 months	£ 51,968	715 (65%)
Less reduction in monthly pre payment collected from current concessions	0 months	-£ 66,600	600 (100%)
Total		£233,314*	

* Additional cash required to fund marketing

- 8.7. See appendix D for a sample of different pricing scenarios for the various categories of customers.
- 8.8. The launch of the new pricing and associated promotional activity is proposed will begin on March 1st in order to maximise opportunities to move people onto direct debit. Marketing, staff training and customer communication implemented in a professional, clear and positive manner are essential for success. These elements are being developed currently so that

customers are encouraged pro actively (and via changes to the pricing structure outlined in 8.1) to move to direct debit and return a greater spend per head.

- 8.9. The increase in income is predicted to be 8% or a minimum of £215,000. Additional costs include marketing and staffing associated with the launch estimated at £20,000. Some of these costs will be charged to the existing marketing budget and the balance from the additional revenue.
- 8.10. An analysis of the true cost of key activities and the current income received was also undertaken by centre. While the results of this exercise will always alter dependent on user numbers; findings indicate that swimming is subsidised at approximately £1.80 per visit and gym visits return an approximate surplus per user of £1.53 (excluding White Hart Lane Community Sports Centre)
- 8.11. It is proposed that swimming continues to be subsidised for all users – with children, students and OAP’s receiving a greater level of subsidy and the most economically disadvantaged who are residents receiving a substantial subsidy.
- 8.12. It is proposed that all other activities either return a surplus or at a minimum break even. Prices have been configured to ensure that as per in 8.11 subsidy is directed to children, students and OAP’s on one level of pricing and the economically disadvantaged who are residents receiving a greater level of subsidy on a lower pricing level.
- 8.13. Below are outlined examples of the current subsidy/surplus per visit and the approximate subsidy/surplus per visit based on the proposed new pricing structure.

Activity	Current Subsidy/Surplus	Proposed Subsidy/Surplus
Swimming	-£1.80	-£1.80
Gym (TG & PR)	£1.53	£2.50
Swimming Lessons	£1.31	£1.50

Group Charges

- 8.14. In respect of groups hiring facilities in parks and at leisure centres the effect of applying the new pricing policy cannot be quantified until the consultation exercise has been completed and groups have applied within the new structure. In previous authorities (e.g. Ipswich) the effect on income has been beneficial whilst at the same time the initiative has been welcomed by the vast majority.
- 8.15. What is clear currently; is that when using Audit Commission approved methodology the true costs associated with hire of leisure centre and parks space does not always have a strong relationship to the actual cost of hire; thus the subsidy is not targeted as effectively as it could be. The consultation exercise will be actively exploring with clubs and other groups methods to strengthen this relationship.
- 8.16. Examples of current true cost of hire and current hire charges are as follows:

Area	True Cost per hour	Current standard hire per hour	Current commercial hire per hour
Main Hall TGLC	£92.17	£56.75	na

Main Hall & Kitchen	£104.70	na	£233.33
Teaching Pool TGLC	£30.50	£28.49	na
Football Pitch	£79.00	£43.00 (av)	na

8.17. Enclosed below is the proposed pricing structure for group prices which will be taken to customers for consultation:

Criteria	% discount/loading
Commercial	xx% above Cost recovery
Standard Group – non resident	xx% above Cost Recovery
Standard Group – 50%+ resident	Cost Recovery (<u>less any level of general subsidy which maybe applied</u>)
Constituted Club and engaging with the council regarding quality etc matters (list to be updated regularly from application process). Also key Haringey partners such as the PCT, HAVCO etc (list to be developed)	Standard Resident Group Price less xx%
Group/Club providing primarily for juniors/students/OAPs (list to be updated regularly from application process). – 50%+ attendees juniors/students	Standard Resident Group less xx%
Group/club providing primarily for the economically disadvantaged (list to be updated regularly from application process) beneficiaries and their children – 50%+ attendees in this category	Standard Resident Group less xx%

Summary

- 8.18. Currently the Key Performance Indicator (KPI) of number of visits per net expenditure (subsidy per user) is £2.09. The London average is currently £1.40. If the overall £315,000 saving is made (this represents the leisure centre aspect of the total £465K saving for Recreation Services) the subsidy per user will improve to £1.77.
- 8.19. The enclosed proposals regarding the pricing policy and future structure for individual prices will deliver the £215,000 income element of the above £315,000 saving target.
- 8.20. Additional income may also accrue from any changes to the group pricing policy and structure once the consultation has been concluded. We will not know what affect any change will have on future income until the consultation has taken place. It is envisaged a true full year affect will not be achieved until year end 09/10.

9. Legal Implications

- 9.1 Section 19 Local Government (Miscellaneous Provisions) Act 1976 provides that in addition to providing facilities (with or without charges) a local authority may contribute by way of grant or loan to any voluntary organisation providing any recreational facility which the authority has power to provide. "Voluntary organisation" is defined to mean any person carrying on or proposing to carry on an undertaking otherwise than for profit.

10. Equalities Implications

10.1 An Equalities Assessment has been carried out.

The key positive impacts relate to increasing predicted usage by the most economically disadvantaged as the price barrier will be significantly reduced. This in turn should have a positive impact on usage by ethnic minorities, the disabled and women as these groups are disproportionately represented within the economically disadvantaged.

A promotions plan is currently being developed to spread the good news about lowered leisure centre prices for these groups. The plan will incorporate taster sessions at the facilities as well as specific outreach work amongst the more hard to reach communities.

- 10.2 The encouragement of more economically disadvantaged residents to use the leisure centres is part of a broader strategy around increasing participation across the board and the proposed pricing policy and structure is but one part of this.
- 10.3 The key negative impacts revolve around potential decreases in usage by those who are over 65 as this group will now be obliged to pay. Currently usage is 34,500 per annum by 1,105 individuals. If they are economically disadvantaged the extra cost will be approximately £1.00 per week based on current usage patterns. If they have more ability to pay (i.e. do not receive Council Tax benefit) the extra cost will be approximately £1.50 per week. Alternatively they may take up direct debit at either £15 per month or £21.00 per month if they are more frequent participants. (more detail regarding over 65 usage patterns is contained in Appendix C)
- 10.4 In order to avoid alienating this group specific communication and consultation will be carried out with them in order to explain the proposals and explore options for implementation; including incentives to sign up to direct debit.
- 10.5 Disabled customers (currently 262 registered users) will also no longer be given a discount based on their disability status – instead it will be based on their ability to pay. Those disabled customers who are economically disadvantaged (estimated to be 75% of registered users), it is proposed, will receive a higher level of subsidy than at present. For both groups of disabled customers their carer will have free access when accompanying them.
- 10.6 Generally the impact on usage is estimated to be positive; with the few economically active disabled who use the leisure centres possibly welcoming a more targeted approach to pricing for the disabled. Again specific communication and consultation will be carried out with this group to ensure that with the lowering of the price barrier for the majority of disabled users and potential users; (allied with proactive outreach to the disabled) that there continues to be improvements in use by this group.
- 10.7 Additionally a great deal of excellent outreach work is being carried out by the leisure centres to cater for groups of disabled people attending for specific sessions with their carers. These sessions are either free or at very low cost and have increased disabled use substantially. The proposed group pricing strategy will ensure that this aspect of leisure centre programming continues.
- 10.8 The proposed new policy and prices are also beneficial in that no group is confined by price to just attending at off peak times. This is effectively current policy but it should be recognised that most local authorities in London exclude disadvantaged groups on the basis of price from attending the centres at peak times.

11. Consultation

- 11.1 Communication and a degree of consultation is a critical to the initial and on going acceptance by the public of the change of strategic direction regarding Recreation Services fees and charges
- 11.2 This communication should focus on policy objectives and principles rather than specific prices. Although good news stories such as less expensive swimming for many should feature.
- 11.3 The key messages will include:
- Overall the changes represent a good deal for both individual and group users
 - The changes are designed to increase usage, by decreasing the price for some groups and making direct debit options more attractive.
 - There are some losers and communication will be carried out with the groups of individuals affected.
 - Consultation with clubs and community groups will take place in respect of leisure centre and park group prices
 - The Active Card brand and usage of the card will be strengthened with a clear alignment to prices and ongoing promotion; with for example cards distributed to all new school starters in the borough annually.
- 11.4 Key customer groups such as the over 65's and disabled customers will be communicated and consulted with directly and ideas sought from them regarding the implementation process and transitional arrangements.
- 11.5 Support from the Consultation Manager and the Council Communications department will be obtained to take these proposals forward.

12. Background

- 12.1 In examining charges and methods of application consideration has been given to the guidance contained in the Audit Commission's publication *Is the Price Right* which states ' a thoughtful review of the role and level of charges can underpin the continuous improvement of services'. The consequential questions raised by the issue of charging which lie at the heart of any strategic policy making are:

Why are we providing the service?

Who benefits from the service- individuals or the wider community?

Why do we subsidise it?

How much do residents and businesses value the service?

- 12.2 The current charges were judged against the following four principles advocated by the Audit Commission – the outcomes being addressed in the new proposals:

Is it Simple and Easy to Understand: The current structure is judged to be complicated with six levels of cash payments and eight membership options.

Is it Fair and Reasonable Charging: Levels for a sample of activities were compared with the six surrounding boroughs and found to be generally within the lower quartile. However, in respect of the financially deprived, Haringey's charges were generally higher than many of the surrounding authorities.

Good Value for Money: For the regular non concession user the monthly payment options represent good value. Currently around 2,800 customers pay for inclusive packages ,

generating around 16 % of total visits. The number of monthly payment options has grown by 200% over the last two years mainly due to the upgrade in health and fitness facilities at Tottenham Green and Park Road Leisure Centres. For the economically disadvantaged however the monthly direct debit/monthly cash is fairly expensive when compared to surrounding boroughs (although most surrounding boroughs confine these packages to off peak) – there are 600 registered on these schemes currently.

Targeting the Disadvantaged: it is estimated that 2.5% of residents who are financially disadvantaged are regular users of the facilities, using the Active Card. Residents over 65 years have free use irrespective of their financial status. This percentage is below the national average of 3.5% which is in itself criticised by the Audit Commission. It is significantly below the 16% achieved by those authorities, such as Oxford City Council, cited as best practice by the Audit Commission.

- 12.3 The objective of the new pricing proposals have been to develop, streamline and re-market all existing schemes into one fully comprehensive and inclusive product, building and incorporating on the success of the Active card. This will be easy to understand and access and would uniformly promote the Council and its partners. In doing so this will aid the strategic planning and understanding of the community's needs and behaviours by using centralised customer data. It will ensure streamlined prices, increase customer loyalty and provide a fuller understanding of customer preferences and usage patterns; as well as the opportunity to holistically plan and merchandise the Service
- 12.4 The proposed changes to further strengthen income performance, should be seen in the context of recent better income out turns by the leisure centres due to capital developments. This is in contrast to the negative cost driven strategy, a traditional approach for the majority of public services, which inevitable results in a decline in services with the resultant increase in costs.
- 12.5 Income has risen considerably at both Tottenham Green and Park Road Leisure Centres, an increase of £1,053 million (53%) for the last financial year. However historically income had been declining against inflation for the three proceeding years. More importantly last years income's contribution as a percentage of costs rose by 4% to 53%, including capital repayments. This has reversed a 9% decline during the proceeding three years. Income's contribution is important since its effects the subsidy per visits which is within lower thresholds, based on the current results of the National Benchmarking Service.
- 12.6 In the wider context Central Government's target to increase the percentage of the adult population who participate regularly in sport and physical activity to 50% by 2050 in order to reduce public expenditure on healthcare caused by a lack of participation adds an extra impetus.
- 12.7 Allied to this is the target to reduce health inequality, one of the Haringey Strategic Partnership's mandatory LAA targets, with health conditions such as coronary heart disease and diabetes which are linked to physical inactivity disproportionately affecting people on lower incomes.
- 12.8 The Council's External Income Policy specifically allows for subsidised leisure facilities conditional to annual review. In undertaking this review in the light of both central government and Haringey Council policy we note that the 2006 Sport England Active People Survey data finds that only 22.9% of Haringey's adult population participate in sport and physical activity 3 times per week for 30 minutes. Of particular concern is that one of the key factors in predicting who will not participate is household income as demonstrated in the enclosed table.

Group	% Adults 3 x week participation
Up to £15k	14%
£15-26k	26%
£26-36k	29%
£36-46k	29%
Over £46k	34%
Overall	22.9%

13. Conclusion

- 13.1 These proposals are achievable and can contribute positively to budget targets for 2008/09 for the Service. Additionally while only conservative usage increases have been used for income prediction purposes it is clear that usage will increase – particularly by the most economically disadvantaged.
- 13.2 The proposals are a natural extension to the improvement to the Service initiated by the Sport and Leisure Investment Project (SLIP) – further increasing income rather than adopting a cost cutting approach to achieve budget targets.
- 13.3 To maximise the effect, communication with current and potential customers needs to be reviewed both in terms of the promotional material and the built environment with the reception areas.

14. Use of Appendices / Tables / Photographs

- A. Fee Comparison: Old Leisure Centre fees/structure v new fees/structure
- B. Key Price Comparison – Surrounding Boroughs/Market
- C. Over 65: Analysis of Current Use
- D. Price Scenarios
- E. Summary Communications & Promotions Plan
- F. Current Membership