

# **CARSON CITY PARKS AND RECREATION COMMISSION**

## **Minutes of the December 4, 2007 Meeting**

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A regular meeting of the Carson City Parks and Recreation Commission was scheduled for 5:30 p.m. on Tuesday, December 4, 2007 in the Community Center Sierra Room, 851 East William Street, Carson City, Nevada.

**PRESENT:** Chairperson Donna Curtis  
Vice Chairperson John Felesina  
Tom Keeton  
Pete Livermore  
John McKenna  
Kathryn Shabi  
Glenn Tierney

**STAFF:** Linda Ritter, City Manager  
Roger Moellendorf, Parks and Recreation Department Director  
Scott Fahrenbruch, Parks and Recreation Director of Operations  
Vern Krahn, Park Planner  
Joel Dunn, Recreation Manager, Sports  
Nikolas Providenti, Senior Accounting Manager  
Will Geddes, Deputy District Attorney  
Kathleen King, Recording Secretary

**NOTE:** A recording of these proceedings, the commission's agenda materials, and any written comments or documentation provided to the recording secretary during the meeting are public record, on file in the Clerk-Recorder's Office. These materials are available for review during regular business hours.

**CALL TO ORDER AND DETERMINATION OF QUORUM** (5:34:19) - Chairperson Curtis called the meeting to order at 5:34 p.m. Roll was called; a quorum was present. Commissioners Bauman and Wontorski were absent.

**CITIZEN COMMENTS ON NON-AGENDIZED ITEMS** (5:34:47) - Kyle Horvath, a tennis pro in Carson City and Zephyr Cove, circulated among the commissioners informational materials regarding disc golf. He reviewed the "top 15 reasons why disc golf should come to Carson City." Chairperson Curtis requested Mr. Moellendorf to agendize an item for presentation and discussion at a future meeting.

- 1. ACTION ON APPROVAL OF MINUTES** (5:44:24) - None.
- 2. MODIFICATIONS TO THE AGENDA** (5:44:27) - None.
- 3. STAFF UPDATES**

**3-A. UPDATE ON THE GRAND OPENING PLANS FOR JOHN MANKINS PARK** (5:44:37) - Chairperson Curtis introduced this item. Mr. Moellendorf advised that the park dedication had been rescheduled for Thursday, December 13<sup>th</sup> at 3:00 p.m. State Archivist Guy Rocha will be the featured speaker. Mr. Moellendorf advised that press releases had been sent, and reviewed the list of invitees. He invited the commissioners to attend. Chairperson Curtis noted the letter to the editor from Rachel Rombardo which was included in the agenda materials.

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### **4. NON-ACTION ITEMS:**

#### **4-A. DISCUSSION ONLY REGARDING THE AFFECTS OF IMPLEMENTING REDUCTIONS TO THE PARKS AND RECREATION DEPARTMENT BUDGET (5:46:17) -**

Chairperson Curtis introduced this item. Mr. Moellendorf reviewed the staff report and the attachments. He acknowledged that a five percent reduction is not currently scheduled for action by the Board of Supervisors.

Commissioner Livermore commented that the presentation represented the “worst case scenario.” He discussed the importance of being conscious of operational costs. He noted that recreation program fees don’t yet cover 100 percent of the associated costs, “which could happen.” He advised that the Youth Sports Association was impacted by the loss of seasonal employees during the first round of budget cuts which took place last year. He reviewed Youth Sports Association funding sources, and advised that substantial funding is committed to Parks Department Operations to maintain the Governor’s Field and Edmonds Sports Complexes. He further advised of plans to “step up farther” next year and fund four additional part-time, seasonal employees in the approximate amount of \$40,000 to \$50,000. This will require doubling fees paid by Youth Sports Association participants. Commissioner Livermore advised of having met last week with Ms. Ritter, Mr. Moellendorf, Mr. Fahrenbruch, and a Sheriff’s Department representative to discuss the possibility of using inmates for park maintenance. He expressed a preference for reducing personnel rather than supplies and services. “We have a huge investment ... in the turf.” He assured the commissioners that Mr. Moellendorf had presented the worst case scenario. He commended Mr. Moellendorf on the “seven, almost eight percent reduction in his department budget.” He expressed the hope that the City’s revenue cycle improves, and reviewed various economic development projects underway around town. He complimented Mr. Moellendorf on his presentation, but advised “we’re not there yet.”

In response to a question, Mr. Moellendorf advised that personnel reduction through attrition would be the first choice. Vice Chairperson Felesina expressed the opinion that people will pay for recreation. He inquired as to whether user associations have been contacted to determine their willingness to pay higher fees. Mr. Moellendorf advised that the user associations had not been contacted. He noted that portion of the staff report which indicated the possibility of offsetting budget cuts by increasing fees and charges. Vice Chairperson Felesina suggested inquiring as to the users’ willingness to pay increased fees and charges. “It doesn’t hurt as bad when they volunteer it than when they’re told.” Chairperson Curtis expressed the hope that residents adjacent to neighborhood parks would “step up to the plate” or volunteer services. She expressed the further hope that neighborhood parks would be a priority “and the athletic areas and the areas that affect the usage by people for parks and recreation would be the last.”

Mr. Moellendorf reiterated that the Board of Supervisors had not directed a five percent reduction. The purpose of the subject agenda item was to demonstrate how a five percent reduction would affect service levels. Mr. Moellendorf acknowledged the presentation represented a worst case scenario, and reiterated that the impact could be mitigated. He clarified that careful consideration has to be given to increasing fees and charges in that, if the increases are too high, users will go elsewhere to recreate or refuse to participate. He noted that the parks and recreation master plan element provides for covering 100 percent of the direct cost of recreation programs. He advised that staff has discussed redefining direct costs, and the possibility of identifying and recouping indirect costs as well.

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(6:08:43) Ms. Ritter acknowledged the accuracy of Mr. Moellendorf's statement that the Board of Supervisors had not directed a five percent reduction. She advised of having requested City department heads to provide feedback regarding service levels if the budgets are required to be further reduced. She further advised that the budgets have been reduced by nearly \$2 million in this calendar year. She further advised that a presentation will be made to the Board of Supervisors at its December 6<sup>th</sup> meeting. She will be requesting the Board of Supervisors for direction to develop a multiple year plan. Future presentations would therefore be made to this commission as she anticipates a couple of scenarios. One is "no recovery for the reduction" and the other is rebound. Ms. Ritter expressed appreciation for Mr. Moellendorf's presentation to sensitize the commission. She advised that reductions in ongoing operations, made during the last fiscal year, reduced this year's budget by \$1.4 million. Certain positions were considered and designated as suspended. Consideration would be given to refilling some of the suspended positions in a rebound situation. Ms. Ritter discussed the importance of strategic thought and a multiple year plan that will protect service levels.

Commissioner McKenna expressed the opinion that the presentation more accurately represents a future case scenario considering new parks and facilities. He expressed the opinion that the subject agenda item represented a good exercise "even if it doesn't go anywhere. It's a wake up call as to where Parks and Rec needs to go simply because sales taxes are down, you don't have fewer users, you don't have less grass, you don't have fewer buildings, etc., etc. Your needs are not based upon your tax source." Commissioner McKenna suggested considering the "core business of parks and rec" and the possibility of turning it into an enterprise fund. He further suggested a separate tax base, such as a regional recreation district which could "tap into some of our users such as Washoe Valley, Moundhouse, and northern Douglas County." He acknowledged the suggestion would take legislative action and time, but expressed the opinion that "scary stories like this lead us to the future projection of" parks and recreation not being part of city governments but part of regional governments.

In consideration of strategic planning, Commissioner Livermore advised that a portion of room tax dollars used to be allocated to parks and recreation. He noted that most community events occur in parks or park facilities. Many of the events are funded by room tax dollars. He listed the Kit Carson Rendezvous, the Fourth of July Celebration, and the Silver Dollar Car Classic, as examples. He discussed the difficulty of designating the Parks and Recreation Department as an enterprise fund in consideration of general government services. He noted the freeway and Carson Street median landscape, as examples, and suggested charging enterprise funds to the extent possible. He discussed difficulties associated with allocating funding to the various budget categories each year in consideration of community needs.

In response to a question, Ms. Ritter advised that a contractor does an annual cost study to consider what enterprises should be charged for services provided. Discussions have taken place with Public Works Director Andrew Burnham regarding the Carson Street medians and other right-of-way improvements to determine whether these services should be funded by the Streets Department and the Regional Transportation Commission. Mr. Moellendorf reminded the commissioners that the Parks and Recreation Department does not have a separate capital fund. Projects are assigned to certain departments according to correlation and expertise. In response to a question, Mr. Moellendorf advised that the Parks and Recreation Department is supported and subsidized by the City's general fund.

In response to a question, Ms. Ritter advised that property tax revenues comprise less than 20 percent of the City's annual budget; sales tax revenues contribute approximately 40 percent. "That's why when we see a decline, it hits hard and fast." Commissioner Livermore advised that the rest of the budget is funded by fees and charges. In response to a comment, Ms. Ritter referred to Commissioner McKenna's

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suggestion to consider forming a recreation district. She advised that the Board of Supervisors no longer has the ability to pass property taxes. If the voters decided to tax themselves for more recreation, that would be set up in a separate fund and allocated only for that purpose. Ms. Ritter referred to the cemetery as an example of an enterprise fund.

Commissioner McKenna requested consideration for those functions of the Parks and Recreation Department which have to be part of City government and those functions which should be independent, "raise their own taxes, make their own decisions." He noted that there are no defined boundaries between Carson City and adjacent counties for parks and park facilities. He reiterated the suggestion to consider allowing the citizens, rather than the Board of Supervisors, to decide "what they want for recreation and that's what a taxing district does." Mr. Moellendorf advised that recreation taxing districts are common all over the country.

Chairperson Curtis called for public comment; however, none was forthcoming. She thanked Mr. Moellendorf for his presentation.

**4-B. PRESENTATION AND DISCUSSION ONLY REGARDING FUNDING SCENARIOS FOR THE PROPOSED INDOOR RECREATION CENTER AND IMPACT ON QUESTION #18 QUALITY OF LIFE FUNDS (6:27:42)** - Chairperson Curtis introduced this item. Mr. Moellendorf provided background information and reviewed the staff report. (6:29:05) Ms. Ritter distributed to the commissioners and staff copies of Question #18 and the Quality of Life FY 2008 Estimated Budget, which she reviewed. She reviewed detail of the Quality of Life Fund Parks Capital budget category and noted the total available funding for the new gymnasium is approximately \$9.6 million. In response to a question, she advised that funding not spent on the fairgrounds improvement project will be reallocated to the Parks Capital budget. In response to a question, Mr. Moellendorf advised there will be no indication of left over funding until the fairgrounds improvement project is closed out. Ms. Ritter noted the importance of retaining a "healthy contingency" for a project of that size.

(6:35:47) Mr. Providenti provided background information on and reviewed the General Obligation Park Bonds Coverage Calculations, copies of which had been distributed to the commissioners and staff. He acknowledged that the bond payments double from 2006 to 2021.

(6:40:30) Ms. Ritter reviewed the results of the FY 2007-08 Capital Improvements and Acquisitions proposal, copies of which had been distributed to the commissioners and staff, and advised that the same would be presented to the Board of Supervisors at their December 6<sup>th</sup> meeting. She further advised that users of the Sierra Room will be requested to contribute to its improvement.

Commissioner McKenna referred to Question #18 as an example of how to segregate functions of government. If parks and recreation had its own income flow, it could bond its own general obligations, with approval of the Board of Supervisors. "Then we could bond to build whatever recreation center we wanted to while still staying under City government in full faith and credit." Commissioner McKenna noted the proposed distributions of funding on the Capital Improvements and Acquisitions table. He advised that the only difference with a recreation district is "the public would decide what they wanted for recreation and leave more essential government services to government."

In response to a question, Mr. Providenti advised that the City is obligated to pay the 1998 and 2005 bonds in the approximate amount of \$700,000 per year until 2030. There is approximately \$170,000 per year left over. Mr. Moellendorf acknowledged an approximate \$6 million in available funding. In response to a

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further question, he advised that constructing the recreation center with current available funding would be a considerable reduction from what will be presented as part of the next agenda item. He acknowledged the decision will be a larger recreation facility “if we bond and, if we don’t bond, we get a smaller facility but we have more cash available for other projects.”

Commissioner Livermore reviewed historic information on Question #18 and its purpose. He noted that Question #18 was never intended to serve as the funding stream for every park capital project “down the line.” He further noted that, with the exception of the multi-purpose gymnasium, most of the Question #18 projects have been funded and built. He discussed various options for generating additional funding.

Chairperson Curtis expressed the opinion that the commission serves as “custodians” of the Quality of Life fund. In reference to the residential construction tax process, she advised of “several good projects that couldn’t be funded either because we didn’t have enough money in that fund or weren’t eligible.” She expressed concern over “putting all our eggs in one basket” to construct the recreation center. She noted that the language of Question #18 states a “gymnasium,” and expressed the opinion that a gym can be built “significantly easy” to provide for the needs of the community, including the Boys and Girls Clubs. She discussed concern over pledging “basically all the funds that are going to be in this pot for the next twenty years for this project.” She requested the other commissioners to consider her concerns as well. Commissioner Livermore expressed concern over “tinkering with the will of the voter” as indicated in 1996 with the passage of Question #18. Commissioner McKenna commented that the voters passed Question #18 to provide for open space and parks and recreation. “We’re deciding, in that, what exactly the voter was looking for.” Commissioner McKenna suggested that “every voter looked for something different,” and read a portion of Question #18 into the record. He suggested considering whether to “tie up all the funds for twenty years to do something or do we get part of the revenue every year and do a little bit.” He expressed a preference for accomplishing a large project and, “if we have to, we’ll enjoy that until we can afford the next thing.”

Chairperson Curtis called for public comment; however, none was provided. She thanked Ms. Ritter and Mr. Providenti for their presentation.

### **5. ACTION ITEMS:**

**5-A. ACTION TO RECOMMEND TO THE BOARD OF SUPERVISORS APPROVAL OF THE DRAFT CONCEPTUAL PLAN FOR THE MULTI-PURPOSE INDOOR RECREATION CENTER TO BE BUILT NEXT TO THE BOYS AND GIRLS CLUBS OF WESTERN NEVADA CLUB HOUSE (6:54:25)** - Chairperson Curtis introduced this item and Architect Brent Tippets. Mr. Moellendorf reviewed the staff report and provided background information on Mr. Tippets’ involvement in design of the recreation center. Mr. Tippets emphasized the conceptual nature of the plan, and narrated a SlideShow / PowerPoint presentation (Exhibit A). He expressed the belief that the Boys and Girls Clubs site is “as good a site as we’ve had the opportunity to work with” in Carson City. He described it as a good opportunity and a good partnership. He noted that redundancies, in the form of parking areas, landscape, restrooms, and public spaces, would be eliminated by building one facility. He reviewed the original Boys and Girls Clubs plan. He reviewed the cost estimate, attached to the staff report as Exhibit B. He reiterated the benefit of the partnership opportunity, and expressed the opinion that the site is a good one. He noted the infrastructure already in place at the site, including utilities and a soil stabilization geofabric.

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In response to a question, Mr. Tippets pointed out, on a displayed site plan, the large amount of space available for expansion. He acknowledged the possibility of incorporating an outdoor aquatic element “or other spaces” off the south side of the building. He acknowledged there are several meeting areas in the Boys and Girls Clubs floor plan which could be shared.

In response to a question, Mr. Moellendorf advised that negotiations regarding various methods for developing the project with the Boys and Girls Clubs are ongoing. The City’s purchase of land may or may not be a factor. Mr. Tippets advised that the cost estimate anticipates full build out. He suggested there are trade offs for the land costs. Commissioner McKenna discussed the importance of coming to an understanding because of the Boys and Girls Clubs need for funding to finish their building. Mr. Moellendorf advised that the development agreement will include certain elements of the project, such as who will own the property, who will own the building, etc. He agreed with Mr. Tippets that there may be trade offs the City could use in lieu of funding. Likewise, the Boys and Girls Clubs have made investments to the site which bring value to the project.

Commissioner Shabi commended the conceptual plan. She expressed surprise over the apparent insufficient space for a party room. She expressed the opinion that the conceptual plan lacks elements for younger children in consideration of a family-oriented recreation center. In response to a question regarding racquetball, Mr. Tippets advised that limited funding is driving the design. In response to a further question, he advised that the amenities were proposed by City staff, Boys and Girls Clubs representatives, and others involved in the design charette. He noted that national trends were also considered. He advised of a suggestion to include a splash pad and party areas as outdoor amenities. He acknowledged that these amenities would then be seasonal. Commissioner Shabi commended the splash pad concept, but suggested it would be more usable as an indoor amenity. In response to a question, Mr. Tippets advised that an outdoor leisure pool would cost approximately \$6 to \$7 million to develop. He acknowledged that a splash pad could be enclosed, but doing so would increase costs. In response to an earlier comment, Mr. Moellendorf advised that racquetball was studied “long and hard.” National trends indicate racquetball has been dwindling in popularity. Racquetball requires a great deal of floor space which doesn’t lend itself well to multiple uses.

Commissioner Livermore complimented Mr. Tippets on the conceptual design and on his tenacity with the subject project. Commissioner Livermore described the Boys and Girls Clubs site as another opportunity. Mr. Tippets acknowledged that available funding is “going much further” because of the Boys and Girls Clubs partnership. Commissioner Livermore noted the benefit of no requirement for off-site improvements associated with the project. In response to a question, Mr. Tippets advised that the size of the proposed gymnasium is the same as the existing Community Center gymnasium. The design will be more functional, however. Commissioner Shabi recalled that previous racquetball courts in Carson City were multi-purpose. Mr. Tippets acknowledged the accuracy of her statement, but noted the restraint of the court proportions. Exercise studios are ideally twice the size of a racquetball court. In response to a question, Mr. Tippets advised that the rigidity required for racquetball walls is pretty specific.

Chairperson Curtis advised of an interest in indoor tennis, and of the need to designate uses for the existing Community Center gymnasium during the day. She noted that a walking club has been started. In response to a question, Mr. Tippets advised that the proposed gymnasium floor is wooden. There are opportunities to put surfaces over a wood floor to accommodate indoor tennis. Mr. Tippets suggested this may be a better use for the existing gymnasium. Mr. Moellendorf advised that wooden floors are considered multi-use surfaces. He suggested the auxiliary gymnasium could have a different floor surface which would lend itself to other uses. In reference to earlier discussion, he emphasized that a splash pad is not being

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considered in the project budget. Chairperson Curtis advised of the Boys and Girls Clubs future intent to develop play fields. Mr. Tippets advised of a grant and additional funding for the Boys and Girls Clubs to build play fields.

In response to a comment, Mr. Moellendorf advised that the construction process will be included in the development agreement. He reviewed various options. Commissioner Livermore advised that the Sheriff's Department was constructed under a construction management process and "came in under budget." He further advised that the School District is also using a construction management process in its renovations. Chairperson Curtis expressed concern over approving a concept in light of available funding and the cost estimate. She inquired as to the possibility of constructing the gymnasium now and the "rest of the rec center" later. Mr. Tippets advised he couldn't quantify this, but estimated that substantial costs would be added to the project because of phasing.

In response to a question, Commissioner Livermore expressed the opinion that the public envisioned "probably a \$3 million facility" at the time Question #18 was passed. He discussed the increase in construction costs over the years, and the value of partnering with the Boys and Girls Clubs in use of their facility. He listed the amenities of the Boys and Girls Clubs facility, and suggested that the gymnasium, locker rooms, and party room were likely envisioned as part of Question #18. Commissioner McKenna recalled speculation that the gymnasium would be part of a Boys and Girls Club. "That's part of the reason the \$120,000 is going to Boys and Girls Clubs maintenance." He offered to make a motion.

In response to a question, Mr. Moellendorf reviewed available funding. He advised that the Boys and Girls Clubs participation in the project would be in "some manner or form the provision of the land to build this facility and then to enter into a joint use with us ..." The Boys and Girls Clubs would have no cash outlay toward the \$9 to \$10 million project being considered. In response to a further question, Mr. Moellendorf advised that operating costs would also be considered as part of the development agreement. Mr. Tippets advised that partnerships are common in construction of recreation facilities. He emphasized the "great benefits and little risks as long as there is a great joint use agreement." He noted that community meeting rooms, the serving kitchen, and public restrooms, are already provided in the Boys and Girls Clubs facility. He reiterated that the site has already been upgraded with utilities, the fire line, the geo cover. He further reiterated "the risks are minimal as long as you have a good joint use agreement between the two ..."

In response to a question, Mr. Moellendorf advised that an appraiser has been hired to appraise the property. He agreed with Mr. Tippets' previous points on the value of the land and the improvements already paid for by the Boys and Girls Clubs. Vice Chairperson Felesina suggested there is no place in Carson City "where we can build anything like this at this cost at this location." He noted that many sites throughout the City had already been considered. Mr. Moellendorf agreed the site is excellent in that it is centrally located, will have good access with the new freeway, great intermodal transportation access with pathways and trails, adjacent open space wetlands, and parks and schools in close vicinity.

Commissioner Livermore noted the entire facility will comprise 50,000 square feet to serve the community. Chairperson Curtis expressed support for the concept, the location, and "getting this project going." She will be "looking for the other means that Commissioner Livermore has been referring to when this comes back to us in terms of how we can get that gap of funding met and hopefully in such a way that we will be leaving some money in the Question #18 fund for future uses." She expressed the opinion it will be "very irresponsible otherwise" to approve a project that will "wipe out" Question #18.

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Chairperson Curtis called for public comment; however, none was forthcoming. Mr. Moellendorf noted that the commissioners had asked some very pointed questions associated with the project. He advised that some of the details have yet to be “nailed down” with the Boys and Girls Clubs representatives. Meetings have taken place and Boys and Girls Clubs representatives have indicated the need to discuss details with their Board of Directors. “There are some details that are just not settled enough” to discuss at this meeting.

Chairperson Curtis entertained a motion. **Commissioner McKenna moved to recommend to the Board of Supervisors approval of the draft conceptual plan for the multi-purpose, indoor recreation center to be built next to the Boys and Girls Clubs of Western Nevada clubhouse. Vice Chairperson Felesina seconded the motion.** Commissioner McKenna noted the words “draft conceptual plan.” He suggested that such things as use of the Boys and Girls Clubs restrooms as public restrooms need to be further considered. He acknowledged that the plan will change as it moves forward. Commissioner Shabi advised she would not support the motion. She expressed concern over not expanding the size of the gymnasium initially. In addition, she expressed the opinion that the conceptual design is “missing some components ... that will introduce the quality of life at younger ages.” She disagreed that the plan represents a good first phase. Commissioner Livermore called for the question. Chairperson Curtis called for a vote on the pending motion; **motion carried 5-2.** Chairperson Curtis noted “strong reservations” voiced by the commissioners. Commissioner Tierney expressed support for the conceptual plan. He cautioned that the commission represents the City; and the Boys and Girls Clubs representatives represent the Boys and Girls Clubs, and provided anecdotal information with regard to the same.

#### **6. COMMISSIONERS’ ANNOUNCEMENTS AND REQUESTS FOR INFORMATION**

(8:04:31) - None.

#### **7. FUTURE AGENDA ITEMS** (8:04:38) - Chairperson Curtis noted the table included in the agenda materials. She advised the commissioners that a meeting would be scheduled for Wednesday, January 2<sup>nd</sup>.

#### **8. ACTION ON ADJOURNMENT** (8:05:01) - Vice Chairperson Felesina moved to adjourn the meeting at 8:05 p.m. Commissioner Keeton seconded the motion. Motion carried 7-0.

The Minutes of the December 4, 2007 Carson City Parks and Recreation Commission meeting are so approved this 2<sup>nd</sup> day of January, 2008.

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DONNA CURTIS, Chair