

**PARKS AND RECREATION COMMISSION
STAFF REPORT**

MEETING DATE: January 2, 2013

AGENDA ITEM NUMBER: 4E

APPLICANT: Roger Moellendorf, Parks and Recreation Director
Vern L. Krahn, Park Planner

REQUEST: **For Possible Action:** To approve a planning process time frame for developing a site development plan for JohnD Winters Centennial Park.

GENERAL DISCUSSION: At the December 4, 2012, Parks and Recreation Commission meeting, the Commission requested an update on a time frame for developing a site development plan (Master Plan) for JohnD Winters Centennial Park (JDWCP). As a part of this agenda item, Parks and Recreation Department staff wanted to share with the newer members of the commission some background on staff's previous planning efforts and current use of the remaining Quality of Life Initiative (Question 18) funds allocated for JDWCP. These funds, along with staff time, have been used for the past couple of years for minor capital improvement projects to offset the loss in the department's operation and maintenance budget, for public safety improvements, for projects to improve the facility to retain sports tournaments, and to provide matching funds for grants. Staff believes this current use of funds and staff time has been a better use of City financial and employee resources instead of hiring and managing planning consultants to develop a site development plan (Master Plan) for the park.

- April 6, 2006** Parks and Recreation Master Plan adopted by the Board of Supervisors. This planning document identified various improvements to the JDWCP. (Exhibit A)
- Aug. 4, 2009** Parks and Recreation Department staff provided a detailed presentation to the Parks and Recreation Commission regarding the need for a site development plan for JDWCP. (Exhibit B)
- Aug. 19, 2009** City staff requested the City's Purchasing and Contracts Division to solicit Statements of Qualifications (SOQ's) from consultant teams for developing a site development plan (Master Plan) for JDWCP.
- Oct./Nov. 2009** City staff reviewed SOQ's and selected a consultant team for this planning project. Parks and Recreation Department staff reported back to the Parks and Recreation Commission on its progress at the November 3, 2009, meeting. (Exhibit C)
- Dec. 2009 to Feb. 2010** City staff continued to refine the project's planning scope of work and negotiate design fee with the consultant team.
- Jan/Feb. 2010** City staff began to work with Silver State Charter School staff and their consultant team to locate a site for a new high school at the park.
- Mar. 2, 2010** The Parks and Recreation Commission voted to "recommend to the Board of Supervisors a land transfer concept including the basic components of a joint use agreement with the Silver State Charter High School and Middle School to be located at JDWCP." (Exhibit D) It was noted in the minutes that Parks and Recreation Department staff was "*hesitant about pre-planning the Master Plan because they want to ensure that the components make sense in their relationships to each other.*"

- Mar. 26, 2010** The consultant team presented the City with a \$156,800 fee proposal for design and planning services for the development of a site development plan for the park. At that time, the City only had \$103,567 (FY 08/09 – 1/12/10) available in the Quality of Life Initiative (Question 18) funds to pay for the project.
- May 4, 2010** The Parks and Recreation Commission voted to “recommend to the Planning Commission approval of a special use permit application for the Silver State Charter High School and Middle School to be located at JDWCP.” It was noted in these meeting minutes that “*staff is currently in negotiation with the consultant to adjust the scope of work relative to fees*” for the park’s site development plan. (Exhibit E)
- Summer, 2010** During this time period, both City staff and Silver State Charter School staff became increasingly concerned with the lending institution’s requirement that the school had to own the property so it could be used as collateral for the building loans. Another issue regarding property ownership was state requirements that there would be no reversionary clause in the land transfer agreements. In addition, City staff realized reaching an agreement with the consultant team on their design fees which would match the City’s available project funds was not going to be possible.
- Sept. 7, 2010** Early in the summer, City staff started having discussions with the local lodging properties about the possibilities of increasing the lodging room tax to fund very necessary improvements at JDWCP to retain tournaments. Parks and Recreation Department staff developed a list of projects for the both the Parks and Recreation Commission and lodging properties to review. This list was based on projects identified in the Parks and Recreation Master Plan for JDWCP, urgent maintenance needs, and the desire to make critical improvements that would retain sport tournaments in Carson City. The Commission voted to “recommend a project plan to the Board of Supervisors regarding the use of a proposed lodging room tax increase for improvements to the JDWCP athletic field complex.” It was noted in the minutes that Parks and Recreation Department staff felt, “*the urgent needs were some very necessary and basic improvements.....*” and “*was not part of the master plan to redesign the park.*” (Exhibit F)
- Sept., 2010** Silver State Charter School started looking for a different site for their school rather than JDWCP.
- Winter, 2010** Due to the past several years of budget cuts to the Parks and Recreation Department’s operation and maintenance budget and not having enough funds to hire a consultant team for developing the JDWCP site development plan, Parks and Recreation Department staff decided to use in-house City staff to design and develop the plan. In addition, staff felt it was necessary to start using the remaining Quality of Life Initiative (Question 18) funds for small capital improvement projects for user safety and retain sport tournaments, including the use of these funds to match future grants. The Parks and Recreation Master Plan for JDWCP was used to start identifying projects that could be submitted for possible grant opportunities.
- Late Fall, 2011** Linda Barnett, General Manager for the Hampton Inn and Suites, approached the Parks and Recreation Department staff with a possible new source for grants to make improvements at JDWCP. This grant source was the Nevada Commission of Tourism and Cultural Affairs (NCOT).

- Jan. 20, 2012** Parks and Recreation Department submitted two grant applications to NCOT for new scoreboards and ADA/Site Amenities Improvements at the upper sports complex.
- Spring, 2012** Parks and Recreation Department staff began to make needed safety and fencing improvements to the upper sports complex using the Quality of Life Initiative (Question 18) funds in preparation for the 2012 tournament season.
- June 20, 2012** NCOT announced that Carson City received a grant for (4) new scoreboards.
- Aug. 31, 2012** Parks and Recreation Department submitted a grant application to Nevada State Parks for a Land and Water Conservation Fund grant application for ADA/Site Amenities Improvements at the upper sports complex.
- Nov. 5, 2012** Parks and Recreation Department staff submitted a nomination package to the Bureau of Land Management for a Southern Nevada Public Land Management Act (SNPLMA) grant for two new multi-purpose fields at the lower sports complex.

Parks and Recreation Department staff agrees with the Parks and Recreation Commission that developing a site development plan (Master Plan) for JDWCP is growing a need within the community, and City staff is looking forward to begin this planning effort later this year. This planning effort will be a joint venture between the Parks and Recreation Department, Public Works Department, and hopefully, Eagle Valley Golf Course staff. The planning process will include a number of stakeholder meetings, public information meetings, and of course, involvement with the Parks and Recreation Commission. In reviewing both current Parks and Recreation Department projects (previously discussed in Agenda Item 4D) and discussions with Jeff Sharp, City Engineer, on the Public Works Department current staffing levels, previous commitments, upcoming design projects, and projected workload, City staff will not be able to begin the design and planning on the JDWCP site development plan until May or June, 2013. City staff will return at the next Commission's meeting to discuss a detailed project time frame and scope of work for a six to nine month planning process to complete the plan for the park.

RECOMMENDED ACTION: I move to approve a planning process and time frame for developing a site development plan for JohnD Winters Centennial Park, as outlined above.

6.3 COMMUNITY PARKS

LOS ANALYSIS	Existing Acres:	65
	Existing LOS:	1.18
	Buildout LOS (if no additions):	0.87
	Recommended LOS:	1.5
	Additional Acres Needed by Buildout:	55

6.3.1 EXISTING CONDITIONS

Community parks are larger parks (15 to 30 acres typically) that include a variety of activity areas such as broad open turf areas, natural areas with trails, pavilions and picnic areas, playground facilities for children, built facilities (recreation centers, community centers) and are suitable for active community events (e.g. book fair, art fair, farmer’s market, etc.) They are considered drive-to facilities that serve the whole community or a significant portion of the community. They may include active sports facilities (such as basketball courts and tennis courts), and can even contain sports fields, but their primary function is for more passive recreation activities (walking, picnicking, informal games, etc.). They often also serve a neighborhood park function for adjacent residential areas.

Carson City currently has two parks that meet the definition of Community parks: Mills Park and Fuji Park. The total of 65 acres equals an LOS of 1.18 (1.18 acres per 1,000 population). This is low by many community’s standards, although there is great variability (Sacramento=2.5, Reno=0.55, St. George UT=3.0).

Mills Park is the most popular community park in Carson City. Forty percent of survey respondents said that they use Mills Park more often than any other park. Twenty-two percent of respondents consider Mills Park to be the park nearest their home (and therefore probably most convenient). Due to its central location, there are a large number of community events held in Mills Park throughout the year. This high volume of use in Mills Park is often taxing to its facilities, indicating the need for the City to construct additional community parks. Fuji Park is small by Community park standards, and is not centrally located. The indoor hall is used for a variety of events throughout the year. There is a natural area along Clear Creek, and picnic facilities. According to many survey comments, the fact that dogs are allowed in the park contributes to its high level of use.

6.3.2 NEEDS

The high level of use of Mills Park is a strong indication of the need for another Community park. This is reinforced by the public opinion survey, where 45% of survey respondents indicated it was important or very important for the City to add more Community parks to the City. An additional one or two Community parks in Carson City would help to alleviate the pressure that is currently being placed on Mills Park.



Mills Parks is Carson City's most heavily used community park.

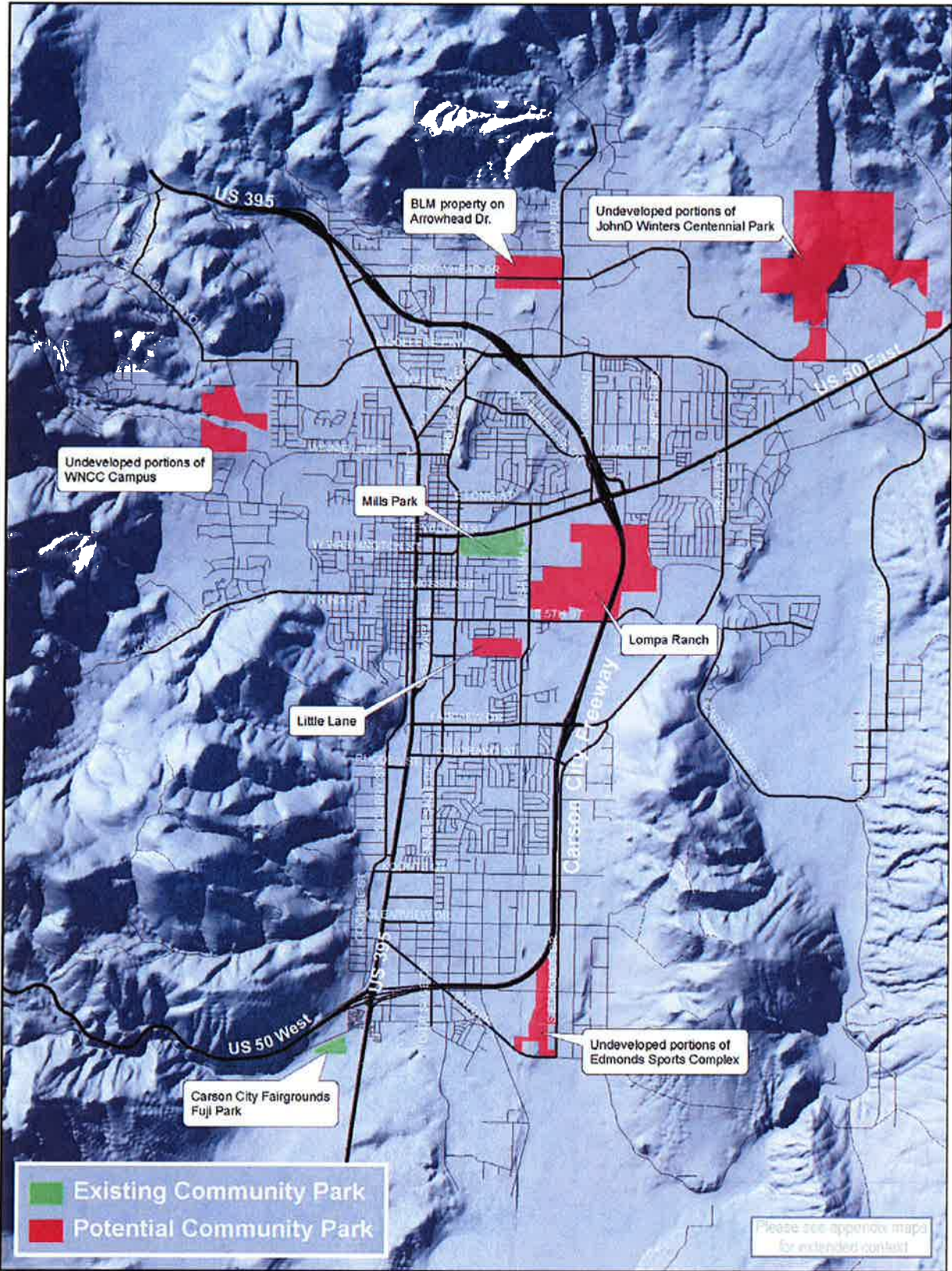
6.3.3 OPPORTUNITIES

There are currently a number of vacant tracts of land within Carson City large enough to be considered for Community parks. Each is evaluated below:

- ⊗ **Undeveloped portions of Edmonds Sports Complex**—The freeway will cut off a portion of Edmonds, but it will still have undeveloped areas that could become a Community park. Although relatively central to Carson City in the east/west dimension, it is somewhat south of the core area of the community. This land is already in City ownership. It will not have direct, convenient Freeway access, and Freeway crossings will make it a little difficult to access from neighborhoods to the northwest.
- ⊗ **Undeveloped land on Little Lane**—This relatively large tract of land on the north side of Little Lane is relatively flat, surrounded by residential development and very central to the city. But it is only 1/2 mile south of Mills Park and significantly duplicates its service area. The fact that it is in private ownership, with relatively high densities surrounding suggests that it may be somewhat expensive to acquire.
- ⊗ **BLM property on Arrowhead Drive combined with additional unused Airport land west of Goni Road**—The BLM manages an 80-acre parcel that spans both sides of Arrowhead Drive, northwest of the airport, all of which would make an excellent community park. The eastern 40 acres of this BLM property are currently used (under a patent/lease) as a milling site. The City may not be able to acquire the eastern 40 acres until it is no longer leased for private use. The land is gently sloping to the south, but has excellent views of the City. It could be combined with unused airport land to the southeast (flight patterns make it unusable for development purposes). The BLM parcel is central to the city in an east/west direction and could serve the northern quadrant of the community. It will have relatively good access from new Freeway exits. It may be possible to acquire the BLM parcel through the Recreation & Public Purposes (R&PP) process. A no- or low- cost-lease may be possible from the Airport Authority.
- ⊗ **Lompa Ranch property**—Perhaps the largest vacant parcel in Carson City is the Lompa Ranch. It is adjacent to Carson High School and they could have joint uses. However, there are a number of considerations that make the Lompa property less suitable for a Community park:
 - It is relatively close to Mills Park.
 - Its visibility from the Freeway suggests a value as a commercial use.
 - Private ownership will increase the cost of acquisition
- ⊗ **Portions of the WNCC campus**—As the WNCC campus continues to expand, there is growing interest in providing sports fields for student use. It may be possible to joint venture with the College to develop a Community park with sports facilities shared between the college and the city. However, the negative factors are that the campus location is not central or accessible from a significant portion of the city, and there are major practical challenges to shared uses with a college program—the demands for use will be concurrent rather than complementary.
- ⊗ **Undeveloped portions of JohnD Winters Centennial Park**—There are portions of JohnD Winters Centennial Park large enough to serve Community park functions, but they have rolling, steeper terrain and are not particularly close to, or accessible from, residential areas.

6.3.4 IMPLEMENTATION STRATEGIES

1. Priorities for a third Community park for the city are:
 - A. Arrowhead Drive/Airport parcel
 - B. Improve undeveloped portions of Edmonds Sports Complex as a Community park



Existing Community Parks and Potential Community Park Sites.

6.4 SPORTS COMPLEXES

LOS ANALYSIS		Soccer/ Football	Babe Ruth Baseball	LL Baseball	T-ball	Softball
	Existing Facilities:	14	2	4	4	11
	Existing LOS:	0.25	0.04	0.07	0.07	0.20
	Buildout LOS:	0.18	0.03	0.05	0.05	0.14
	Recommended LOS:	0.25	0.04	0.06	0.05	0.18
	Additional Facilities Needed at Buildout:	6	1	1	0	3

6.4.1 EXISTING CONDITIONS

Sports complexes are regional facilities that include multiple fields that can be used for City sponsored sports teams, sport groups belonging to the Youth Sports Association, independently sponsored sports teams, and tournament play. Ideally the fields are lighted for night use.

Carson City's primary sports complexes are Edmonds Sports Complex, JohnD Winters Centennial Park, and Governors Field. These comprise 195 acres. Together these provide the following sports fields:

- 14 soccer/football
- 2 Babe Ruth baseball
- 4 Little League baseball
- 4 T-ball
- 11 softball (8 softball and 3 multi-use softball/soccer)



*The sports fields at
JohnD Winters Centennial Park.*

The excellent condition maintained on the City's fields is an attraction to the growing tournament play the City has conducted over the past several years (see Section 5.4 The Economic Benefit of Tournaments). Also, Hispanic soccer teams use the JohnD Winters Centennial Park's lower complex soccer fields, and Mills Park for their championship games.

In addition, there are a number of specialized sport facilities such as the JohnD Winters Centennial Park Archery Range, the Pony Express Pavilion, the Pony Express Model Airpark, the Rifle and Pistol Range, and the Capitol City Gun Club, which provides trap/skeet/sporting clays and shotgun activities.

6.4.2 NEEDS

The City facilities are fully utilized, to the point of taxing maintenance capabilities to keep up with the level of impact. Grass fields require a certain amount of regeneration time to recover from use. Often cities have extra fields that allow rotation of play during the season, with some fields able to be recuperating from time to time. An absence of extra fields requires additional maintenance in terms of watering, aerating, fertilizing, overseeding and shifting play areas where possible (e.g. soccer goals). Carson City appears to be at the limit of use for its existing fields, especially soccer fields.

The City appears to be meeting the demand for facilities for its youth sports. The AYSO sponsored leagues are losing some players to the competitive leagues. On the other hand, the City's adult soccer program continues to grow and increasingly cannot find open fields. The demographic projections imply that this age group will continue to grow by about 10% over the next 10 to 15 years.

The focus group interviews revealed that there is a higher-than-realized weekend use of Carson City fields for Hispanic play (as many as 25 teams currently). Furthermore, Hispanic organizers anticipate that the current 25 teams will grow to 50 within 5 years. This will put further significant pressure on the City's existing fields, indicating a need for additional soccer facilities.

WNCC has needs for sports fields as its campus continues to grow and gradually increase the component of resident students. There is a potential opportunity to jointly develop fields for college/city use.

The Trap and Archery ranges are relatively close to other JohnD Winters Centennial Park uses and pose potential conflicts, if not risks. The gun club membership indicates significant potential for growth. A larger facility, in a more remote location appears to be desirable and needed. The archery range can take advantage of a larger facility in providing camping areas that are becoming a staple at other archery facilities.

If Carson City wishes to continue to grow as a center for sports tournaments, it will need to improve and expand its existing sports fields. Additional softball fields and soccer fields have the potential to draw more large tournaments and increased amounts of revenue to Carson City. The sales tax revenues generated by additional tournaments have the potential to offset the cost of constructing additional sports facilities.

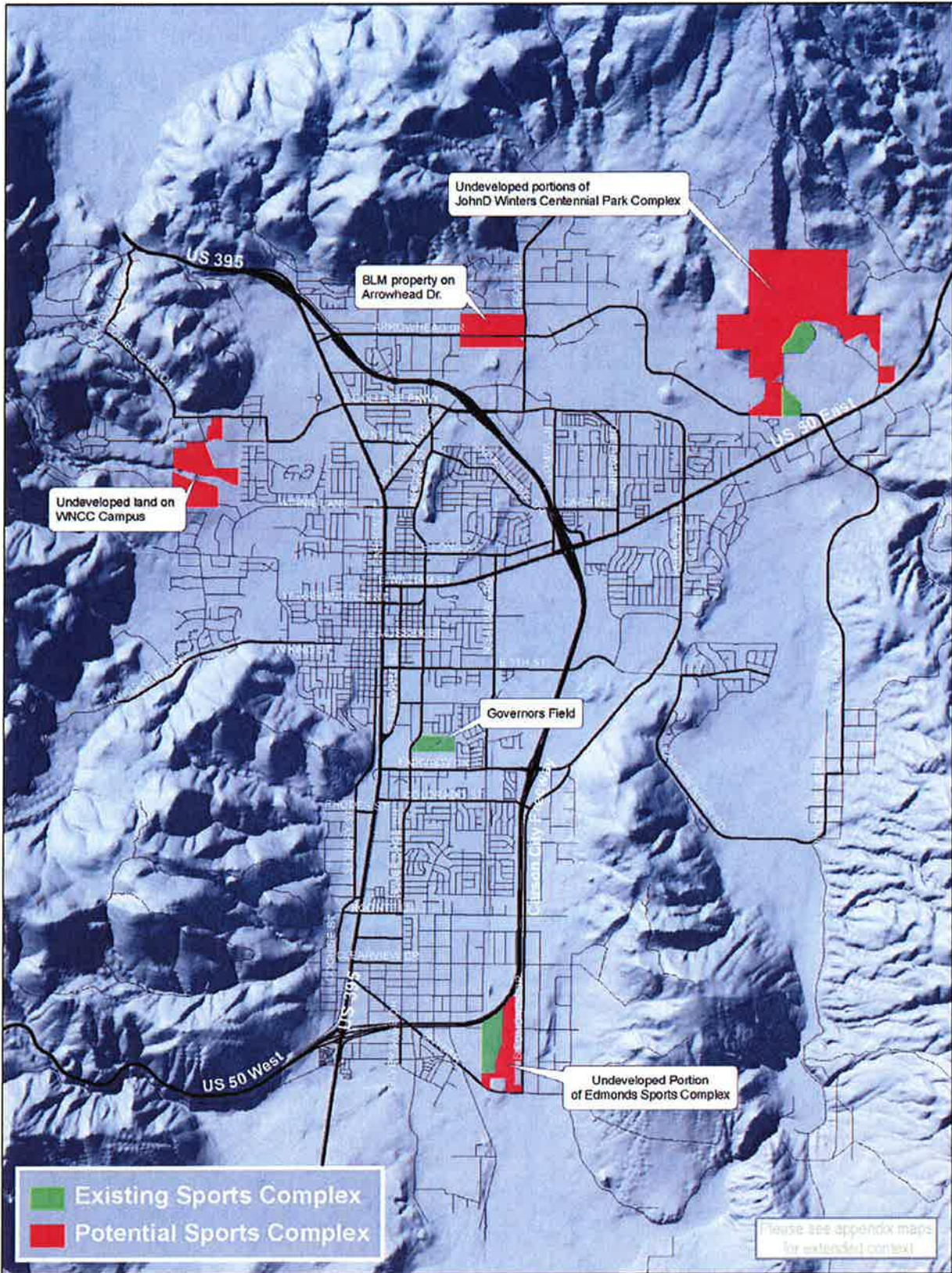
6.4.3 OPPORTUNITIES

Potential field locations include:

- Two more multi-use fields at JohnD Winters Centennial Park, perhaps with WNCC participation/use.
- Additional multi-use fields at the Edmonds Sports Complex.
- New fields jointly developed at the WNCC campus, with City use.
- New fields at the proposed Arrowhead/Airport community park.

An alternative to increasing the number of fields is to install artificial turf. Significant advances have been made in recent years, so that artificial turf no longer resembles the old, hard 'Astro Turf'. Modern versions have the look and resilience much closer to natural grass surfaces. While they are more expensive than grass to install, they save money by eliminating mowing, watering, fertilizing, aerating. These surfaces can withstand almost any level of use and allow play all day (and night), 7 days a week without need for regeneration time. There is eventually a replacement cost. Manufacturers currently estimate a life-cycle cost that equals that of grass over a 7-year period.





Existing and Potential Sports Complex Locations

6.4.4 IMPLEMENTATION STRATEGIES

1. In the near term, provide the equivalent of 4 additional soccer fields (multi-purpose—soccer and Pop Warner football) and 2 multi-use softball/soccer fields to accommodate the near-term growing needs for adult sports, Hispanic demand, and the potential for increased tournament play.
 - A. As an alternative to increasing the number of fields, do a detailed feasibility analysis of the use of artificial turf (that allows longer hours of use) as a means of accommodating increased demand for soccer and baseball/softball play.
 - B. Do a detailed analysis of the potential development of playfields at the recommended Arrowhead Drive/Airport community park site.
 - C. Explore with WNCC the potential of joint development/use of fields at JohnD Winters Centennial Park and/or the proposed Arrowhead/Airport Community Park.
 - D. Explore the potential of joint development/use of sports fields at the WNCC campus.
2. Evaluate the potential of increased use of fields for tournament play as an economic development activity for the City:
 - A. Do a detailed feasibility analysis of the cost of additional sports fields and tournament support vs. the benefit of additional expenditures at local businesses and the resulting sales tax proceeds to the City.
 - B. Work with the Convention and Visitor's Bureau to share the proceeds of the room tax to help finance development and maintenance of fields and other facilities to allow expanding sports tournaments as economic development tools.
3. Reserve land for additional soccer, baseball, and softball fields per the build-out projections above (Section 6.4).
4. Develop a large, remote, combined facility for rifle, pistol, trap and skeet, and archery—with provisions for a combined clubhouse, RV/camping accommodations, and parking that will accommodate tournament use.

6.5 GOLF COURSES

6.5.1 EXISTING CONDITIONS

Carson City currently owns two public golf courses; the Eagle Valley East and West Courses, which are managed and operated by the same non-profit corporation. The operation and management of the golf courses is contracted out to a private non-profit organization, therefore it will not be addressed in this plan.



MEETING ON MONDAY, AUGUST 17, 2009, TO HEAR A PRESENTATION FROM BLACK AND VEATCH REGARDING CARSON CITY'S PRESENT WATER DEMANDS AND LONG TERM NEEDS (6:19:35) - Mr. Krahn advised that it would be advantageous for CRAC, Open Space Advisory Committee (OSAC) and PRC to have this presentation as the Parks and Recreation Department (PRD) is the biggest water user in the community because of all the parks and sports complexes. The OSAC would invite the committees to attend on September 14, not August 17. They want to provide the opportunity and it will also be available to watch on public access television.

4. NON-ACTION ITEMS - DISCUSSION AND PRESENTATION ONLY

4-A. DISCUSSION AND PRESENTATION ONLY REGARDING THE PARKS AND RECREATION DEPARTMENT'S SUMMER KAMP PROGRAM (6:22:40) - Mr. Moellendorf introduced Ms. Soracco who manages the latchkey and summer camp programs. Ms. Soracco advised there is one week left ending August 14. After a two year lapse, the kinder summer camp program was brought back for children entering kindergarten which transitions into kinder latchkey. They had 330 registrations although a lot come only one week in the summer while others come all nine weeks. The average daily attendance is about 200 children who are divided between the community center and the Pony Express Pavilion. Last year they had approximately 255 per day and have been able to reduce fees to \$85 per week per child. Out of town field trips are an option for children whose parents can afford the additional cost and there are regular camp activities at Mills Park for children unable to attend. By the end of camp, they will have done 47 local field trips and will have had 1,000 participants going to the aquatics facility. Approximately 45 children have taken swimming lessons through the aquatics facility. UNR Cooperative Extension has come in for different science activities and Kid Bright Fitness for tumbling classes as well as different physical activities. They have also had guest speakers including McKenna Bell, a race car driver; Wild About Smiles dentistry; and Carson City Sheriff Department's drug dogs. In response to a question, Ms. Soracco replied that the scholarship program is available. Funding ran to mid-May and began again in July so some is being utilized for summer camp. Latch key will begin August 24 and will be taking scholarship applications. Commissioner Walt commended Ms. Soracco as the children are kept busy and active, and counselors are responsible and kind. In response to a question, Ms. Soracco replied that the day camps run from 6:30 a.m. to 6:00 p.m. but meals are not provided. They have breaks for lunch and snack periods but don't provide food. In response to another question, she replied that there are a lot of field trips where they generally eat out and is unsure if they would qualify for the Federal Lunch Program but it may be worth researching.

4-B. DISCUSSION ONLY REGARDING THE JOHND WINTERS CENTENNIAL PARK MASTER PLAN (6:31:37) Mr. Moellendorf reviewed the staff report which is incorporated into the record and gave background information on the Master Plan. He advised that the Master Plan was created in 1998 and was part of their Recreation Parks and Public Places lease with BLM. Since then, they have undertaken the Parks and Recreation Master Plan and a public opinion survey and based on such, the current Master Plan doesn't accurately reflect the community's recreational needs and desires.

Mr. Krahn commented that this could be the biggest community park and sports complex in Carson City with room to expand and has more space than the Edmonds Sports Complex. A conceptual site development plan is needed to identify parking needs, trailheads and amenities. Mr. Moellendorf added that the site has untapped potential to provide a lot of the recreational community's needs and that the