



FEES AND CHARGES POLICY

Title/Topic: Fees and Charges	Number: 2020-3
Authors: Jennifer Budge, CPRP, Parks and Recreation Director Dan Earp, CPRP, Recreation Superintendent	Effective Dates: Rifle Range Fees: 5/21/2020 New Fees & Cemetery Fees: 11/5/2020 Sports Tournament Fees: 1/1/2021 Program Fees: 6/1/2021
	Revision Date:
Reviewed by: DDA/Risk: 1/21/20 Finance: 1/24/20 OSAC: 2/24/20 PRC: 2/4/20 & 8/18/20	Number of pages: 10
Board of Supervisors Approval: 11/5/2020	Attachments: Department Fee Schedule Co-Sponsorship Application
Applies to: Facilities, programs, and services provided by the Parks, Recreation and Open Space Department.	
Persons affected: Department employees involved in facility reservations or recreation programs and patrons registering in programs or reserving Department facilities.	

1.0 PURPOSE

Fees and charges are necessary to provide and expand park and recreation services in order to meet community needs, while not overburdening the City’s General Fund. The policy is intended to establish a fair and equitable means to establish user fees, while distinguishing different types of activities as related to funding and subsidy.

2.0 DEFINITIONS

Admission Fee: A charge or fee to enter a building, area, event, or other recreation attraction such as a swimming pool or gymnasium.

Adult: An adult is defined as 18 years of age or older.

Asset Management: The process of managing a local government's capital assets cost-effectively. It involves analyzing the lifecycle and capacity of each asset and developing information on maintenance requirements, service levels and new asset needs. This includes infrastructure preservation of park capital assets including equipment, buildings and other improvements.

Board: Carson City Board of Supervisors

Child: A child is defined as 0-3 years of age.

City Co-Sponsored: Services that are organized, promoted and conducted in part by the Department and/or in part by another City Department, outside agency, private organization, business, or individual(s), and are the responsibility of both parties as defined in a contract, agreement, memorandum of understanding, or similar instrument.

City Sponsored: Services that are organized, promoted and conducted exclusively by the Department or another City Department and are the sole responsibility of the City.

Cost to Collect Fee: The revenue collected from fees and charges must always be greater than the cost of collection of the revenue.

Cost Recovery: Recovering the cost of any given expense. It is the degree to which an activity recovers costs associated with the provision of a program or service through user fees and/or other applicable funding mechanism.

Department: Carson City Parks, Recreation and Open Space Department.

Direct Costs: Those costs that can be directly and exclusively attributed or assigned to a specific program or event.

Director: Director of Carson City Parks, Recreation and Open Space Department.

Equipment Fee: Charges for providing additional, specialized equipment not usually included with admission, facility use, or other fees.

Indirect Costs: Those costs that can be attributed to more than one program or service such as administrative staff, insurance, vehicle/equipment depreciation, facility wear/tear, preventative maintenance needs, and capital costs shared among various programs, registration/reservation, marketing and advertising costs.

Non-profit organization: A private business, located within Carson City limits, that has been granted tax-exempt status by the Internal Revenue Service (IRS) because it furthers a social cause and provides a public benefit. Non-profits require an active status with the Nevada Secretary of State Office.

OSAC: Open Space Advisory Committee

PRC: Parks and Recreation Commission

Qualifying Veterans: A qualifying Veteran is defined as an individual with a federally-issued disability rating of 50% or greater.

Reservation Fee: Charges for the exclusive, reserved use of a facility/park, reserving a specific date and time at a facility, and/or a specific area of a park or open space for use.

Scholarship: Payment for participation in an activity based upon established criteria.

Senior: A senior is defined as age 60 and older.

Service: Any program, class, event, activity, sale, reservation opportunity, maintained facility, whether a charge is associated with it or not.

Special Services Fee: Charges for extraordinary or non-typical use of facilities or programs such as special event fees, security, movie/photo location, or extraordinary hours.

Special Use Facility: Any non-traditional facility built for specific uses/purposes such as horse arenas, shooting sports, etc.

Subsidy/Financial Aide: A value by which the user fee, admission or facility use fee is reduced to the user and recovered by other means such as private donations, grants, sponsorships, financial aid, or reductions to projected revenues.

Tournament Fee: Charges for the exclusive, reserved use of athletic facilities as designated.

User Fee: Charges for participation in recreational programs, special events, athletic activities, instructional classes, or for individual use of athletic fields and/or sports complexes by leagues.

Youth: A youth is defined as ages 4 -17 years of age.

3.0 BASIS AND GUIDING PRINCIPLES

3.1 Participants who benefit from the goods or services provided should pay in proportion to the benefits they receive. The fundamental basis for fees and charges decision-making is a determination of who directly benefits from the service. It is recognized that pricing decisions may be influenced by practical considerations such as collection costs, market analysis, legal constraints, agreements, or ability to pay.

If most of the benefits accrue to the community as a whole (“public good”), the community as a whole should pay for the service through taxes. “Public good” is a value determined by Carson City citizens and established by the Board’s policy and budgetary appropriations, with recommendations from PRC and OSAC. If most of the benefits are to an individual or group that is to consume the good or service, not for the benefit of the general public, fees and charges should be paid. Where the benefits accrue to the community and specific users, the costs should be shared on a basis of proportional benefit.

3.2 Fee Establishment and Modification: The Board will establish all fees and charges concurrently with the budget process. During the fiscal year and outside the budget process, fees may be established upon approval of the Director and/or City Manager for new programs/events. This policy and fee schedule are intended to be reviewed annually by PRC and OSAC, as appropriate. Any new fees added as a result of new programs during the fiscal

year, or any modifications requested by PRC or OSAC will be added to the fee schedule for consideration by the Board.

3.2.1 Special use facilities which have a specific use can be difficult to compare to other services within the Department. Facilities such as the Carson City Rifle and Pistol Range or the Bob Boldrick Theater, may develop a fee schedule/process that is distinctive from other fees established. These facilities require specially-trained staff and have certain safety and operational requirements which should be incorporated into their specific fees.

3.3 Usage: Parks and open spaces are generally free and open to the public for general use. Use of specialized facilities and additional services, beyond the typical use itself, will be assessed fees. The use of public areas and facilities by private groups should be considered secondary to general public use or usage by nonprofit recreation or education/service organizations. Only under unusual circumstances should private use hamper on going Department programs, general use, or recreation facility reservations. Fees will be charged by the City for the use of its facilities when public resources are utilized, unless waived by the Director or covered under a City co-sponsorship.

3.4 Financing Park Facilities: Costs for the provision (acquisition, development, and routine maintenance) of traditional park facilities will not typically be factored in when determining fees. However, individuals or organizations desirous of specialized and/or new facilities as authorized by the Board, beyond existing City staff and financial resources, may be required to pay for the acquisition, development, operation, maintenance and program costs associated with the new facility. New facilities shall consider Special Assessment Districts such as a Landscape Maintenance District or similar instrument to ensure long-term sustainability and not become an additional expense for the General Fund.

3.5 The Department will limit the amount of activities that Carson City subsidizes, such as for-profit sports tournaments and privately-funded special events; however, the Culture and Tourism Authority (Visit Carson City) may consider endorsing such activities as appropriate. Endorsement requirements are outlined in a separate agreement.

3.6 The Department will remain competitive with other parks and recreation service providers in the region. When fees are increased, or anticipated to increase, the Department will engage in a robust public outreach effort prior to and after approval of the increase. This may include public meetings/workshops, social media, participant emails, printed materials (ex. activity guide), and information on the City's website to educate the public regarding such changes and the justification. A minimum of two months' notice to participants should be provided.

3.7 The Department will pursue new sources of revenue (ex. grants, sponsorships, donations, partnerships, new programs, etc.) to help offset the cost to the City.

4.0 POLICY

4.1 The Department shall set reasonable targets for the recovery of direct and indirect costs for specified services through its user fees where possible to offset the General Fund or provide full cost recovery for Enterprise Funds (Cemetery). Fees should consider not only cost

recovery goals, but a periodic market analysis of fees and charges, throughout the region for similar services and facilities.

4.2 Equal Opportunity and Non-Discrimination: This Policy will comply with the City's equal opportunity and non-discrimination practices.

4.3 Fee Waivers and Non-Profit Discounts: Occasionally, the Director may waive fees and charges for activities/events and ancillary items (ex. food truck vendor fees at a City sponsored event) which benefit the overall community. Fees will not be waived or reduced for events/activities which serve a limited or specific interest group or are intended to benefit a for-profit organization. An organizer must be a Carson City Department or a non-profit organization with current 501(c) 3 status, or a community organization recognized or affiliated with the City. Non-profit organizations will receive a discount at the following locations for group reservations only. Discounts will not apply to staffing services or equipment, including digital reader boards.

- Carson City Rifle and Pistol Range (50% discount)
- Bob Boldrick Theater (25% discount)

4.3.1 Non-profit organizations may request one time annually, City co-sponsorship of an event/activity (ex. fundraiser for the Foundation for Carson City Parks and Recreation). Events requesting fee waivers at the Bob Boldrick Theater must be free to the public.

4.3.2 The Carson City Manager has the authority to waive, reduce, or otherwise alter fees and alter fees for services for limited promotional purposes and to establish fees for short-term/temporary programs, classes, or exhibits on an as-required basis. This authorization may also include limited or one-time promotional contributions from the City to reciprocal government or non-profit agencies only (as identified in Sections 5.1 or 5.2). (examples: One-time coupon giveaways for a one-day only pass to the Aquatic Facility/MAC, for a Library or Parks Foundation-sponsored event). Further, the City Manager may authorize a temporary reduction in fees for certain programs to increase participation (examples: Lifeguard training during times of Lifeguard shortages, or early bird discounts for residents).

4.4 Gifts, Donations and Third-Party Partnerships: Corporate and individual sponsorships, donations, and scholarships may be accepted to reduce or offset the costs of a program, service or facility. The Children's Cabinet and Youth Sports Association are two examples of existing third-party scholarship programs which support Carson City youth sports, camps, and before and after-school programs. New scholarship programs should have guidelines that are based on standards, such as federal rules for free and reduced lunch, and will respect the privacy of the applicant. Financial assistance should be limited to Carson City residents when the City's General Fund is the source of financial aid or if it is specifically requested by a sponsor/donor.

4.5 Resident vs. Non-Resident Fees and Charges Guidelines: There will be no distinction between resident and non-resident in the access or use of the Department facilities. See the following for circumstances which warrant a non-resident fee or specific fee reductions or incentives for residents.

4.5.1 When facility operation and maintenance is subsidized by the General Fund, a non-resident fee may be established. When the demand for a program exceeds the resources available, with pre-registration required, there should be different fees for non-residents. In general, a 25% increase should be charged to non-residents, where practical. Programs or services which are in the introductory stage may not differentiate in order to become established.

4.5.2 Registration for programs and reservation of facilities will be offered on a first-come, first-serve basis. Registration and reservations are not considered complete until all applicable financial and insurance requirements are met. Special opportunities to specifically-benefit Carson City residents should be provided, such as aquatic or MAC passes.

4.5.3 Drop-in programs such as open swim at the Aquatic Facility, drop-in sports at the MAC, special events or general youth programs (example: skate competitions) where it is impractical to require identification and/or when significant participation numbers are anticipated, non-resident fees should not be charged.

4.5.4 When the cost to administer a different fee system is greater than the revenues produced, there should not be non-resident fees.

4.5.5 Insurance Requirements: Third-party special events, high-risk recreation programs (examples: carnivals, karate, roller derby, aquatics, running competitions), and after-hours reservations requiring security, which include alcohol or are open to the general public, or have over 100 participants all require liability insurance. Carson City will be named as an additional insured. Low-risk reservations such as business meetings, picnic pavilion reservations (less than 100 people and no alcohol) and similar activities will not require insurance, consistent with other City Departments. The Carson City Risk Manager and the City's insurance provider shall provide guidance on insurance review for any exceptions or clarifications needed on this provision.

4.6 Enterprise Funds: This type of fund accounts for operations that are financed and operated in a manner similar to private business enterprises. Lone Mountain Cemetery operates as an Enterprise Fund and is intended to cover all direct costs through fees for services. Additional consideration to address capital needs, equipment depreciation, savings for long-term maintenance and other sustainable practices should be considered not only for legal compliance but also for the long-term financial health of these types of funds.

4.7 Asset Management Fee: For most services, a 10% asset management fee will be incorporated into the Department Fee Schedule. These funds will be earmarked for future infrastructure preservation of park equipment, buildings and other assets. This will not apply to the Carson City Rifle and Pistol Range, or the Cemetery Enterprise Fund, as those operations already have mechanisms in place for infrastructure preservation, as previously authorized by the Board, for asset management.

5.0 PROCEDURES

5.1 Government Use Rate: The City will provide a 100% rate reduction for reciprocating government and quasi-governmental agencies at a comparable rate for the use of park facilities for public meetings and employee trainings/workshops. Social events, such as retirement/birthday parties and agency celebrations will not be covered under this provision and instead will be subject to applicable facility user fees. The Director will have the authority to add or remove agencies to this list outside of the annual review period. The 100% reduction will be given to the following agencies:

- a) Carson City Boards, Committees, and Commissions, including, but not limited to:
 - i. Board of Supervisors, Board of Equalization, Airport Authority, Audit Committee, Culture and Tourism Authority, Cultural Commission, Debt Management Commission, Historic Resources Commission, Library Board, OPEB, Charter Review Committee, Open Space Advisory Committee, Parks and Recreation Commission, Planning Commission, Redevelopment Authority, Regional Transportation Commission/CAMPO, Bicycle and Pedestrian Advisory Committee, Transportation Resource Advisory Forum Committee, Utility Finance Oversight Committee, V & T Railway Commission, Wildlife Advisory Board, and others as authorized by the Director or City Manager.
- b) Bureau of Land Management
- c) Carson City Employee Associations
- d) Carson City School District (does not pertain to Parent Teacher Associations)
- e) Carson Water Subconservancy District
- f) Fire Protection Districts
- g) General Improvement Districts
- h) Law Enforcement/Military/Emergency Operations
- i) State of Nevada – Departments: Emergency Management/Homeland Security, Public Safety, Transportation, and Wildlife
- j) United States Forest Service
- k) University of Nevada Cooperative Extension
- l) United States Geological Survey
- m) Western Nevada College

5.1.1 With the exception of Carson City Boards, Committees and Commissions, the government use rate will be honored as long as no other individual or group requests the same facility and time as the governmental group. If there is a request for the same facility and time, the governmental group can retain the reservation by paying the full applicable facility use fee. Otherwise, every effort will be made to relocate the governmental group to another available City-owned facility for their meeting at no charge. For government use of buildings outside of standard business hours, the agency may be responsible for security services, staff costs, or other special requirements as determined by the Director. The 100% rate reduction for group reservations of the Carson City Rifle and Pistol Range applies only for law enforcement/military use unless authorized by the Director.

5.1.2 The City may not honor the Government Use Rate for any governmental or quasi-governmental agency which does not reciprocate for similar facilities/purposes benefiting the citizens of Carson City.

5.1.3 Carson City Departments and associated users will not be subject to fees (ex. Board appointed task forces, ad hoc committees, public input workshops, etc.).

5.2 Cooperative Agreements: The City partners with organizations to cooperatively provide recreation and other specialty services to the community. While the terms for each partnership vary, the City may provide a rate reduction for reciprocating agencies which provide public meetings, employee training/workshops, or education/interpretive/recreation instruction programs for the benefit of the community. This does not apply to special events or for social activities as described in Section 5.1. The reduction may be given to the following organizations:

- a) Boys and Girls Club (MAC only)
- b) Carson City Arts Initiative
- c) Carson City Culture and Tourism Authority (Visit Carson City)
- d) Carson City Firefighters Association Local #2251
- e) Carson City Historical Society
- f) Carson City Railroad Association
- g) Carson City Senior Center (non-profit Corporation, Governing Board, and Advisory Council)
- h) Carson Tiger Sharks Swim Team
- i) Foundation for Carson City Parks and Recreation
- j) Friends of Carson City Library
- k) Friends of Silver Saddle Ranch
- l) Muscle Powered
- m) Nevada Humane Society
- n) Nevada Land Trust
- o) Nevada Recreation and Parks Society
- p) River Wranglers
- q) Truckee Meadows Parks Foundation
- r) Warren Engine Company
- s) Youth Sports Association (includes league members in good-standing)

6.0 COST RECOVERY GOALS AND LEVELS OF SERVICE

In establishing goals to recover costs, the City will regularly analyze service levels and available resources to meet demand and determine the direct costs of providing services. The imminent impact of legally mandated minimum wage increases for seasonal/part-time staff will be examined as well. The City will develop a sustainable and justifiable cost model for calculating fees and will recalibrate existing fees based on the Department's policies, and annual review by PRC and OSAC, or other direction by the Board. Inflation and a regional market analysis should also be factors to consider over time.

Level 1

Basic services intended for the general public and requiring routine maintenance practices, are typically free of charge or do not require a reservation (first-come, first-served). Most cooperative partnerships/use agreements fall under this category. Several private non-profit organizations operate and/or maintain city facilities at low or no cost to the City for the benefit of the community and participation fees may go directly to those organizations managing the activity, not necessarily to the City's General Fund. *The cost recovery goal is 0-9%.*

Level 2

Basic services plus additional levels of service required such as staff time, planning, supervision and maintenance. Services mostly benefit a specific participant/group due to its perceived value. These services do not include specialized or intensive programming or facility development. A minimum portion of these programs/facilities will be subsidized to a greater extent. *The cost recovery goal is 10%-49%.*

Level 3

Basic services plus additional specialized services/instruction, large-scale special events, or an extraordinary amount of recreational options or certifications required. There is a considerable increase in required staff, planning, supervision, and maintenance. Services include specialized or intensive programming and facilities development. *The cost recovery goal is 50%-100%+.*

Level 4

Specialized or extraordinary services which require a significant amount of staff time, planning, maintenance, and specialized equipment in order to provide. Services operated under Enterprise or Special Revenue Funds that may have legal mandates related to the delivery of these services also fall under this category. Services must not only be cost-covering but should provide enough profit to cover indirect costs and to ensure sustainable maintenance, equipment depreciation and capital improvements associated with the service, where an Enterprise Fund exists. *The cost recovery goal is greater than 100%.*

LEVELS OF SERVICE	PROGRAM/SERVICE	COST RECOVERY GOAL
<u>Level 1</u>	<ul style="list-style-type: none"> • Parks • <i>Park amenities:</i> playgrounds, restrooms, outdoor sport courts, individual picnic areas, off leash areas/dog parks, horseshoe pits, skateboard parks • Neighborhood park group pavilions • Open space/natural areas • Trails/pathways • Historic/cultural sites • <i>Community Programs:</i> interpretive, outreach, education, adaptive, safety, and volunteer • <i>Cooperative Agreements:</i> Eagle Valley Golf Course, Carson Ridge Disc Golf Park, Mills Park Miniature Riding Train, Pony Express Airpark, Wungnema House, Roberts House, Capital City Gun Club, Archery Range, Governor’s Field, Pete Livermore Sports Complex 	0% - 9%
<u>Level 2</u>	<ul style="list-style-type: none"> • Community Center • Aquatics Facility • <i>Specialty facilities:</i> Bob Boldrick Theater, Carson City Rifle and Pistol Range, Silver Saddle Ranch reservations, Prison Hill- OHV area reservations 	10%-49%
<u>Level 3</u>	<ul style="list-style-type: none"> • Multipurpose Athletic Center (MAC) • Youth and adult sports • Sports tournaments/swim meets • Concessions • Special events • Exhibits • Equipment and supply rentals • Specialty camps • Facility, indoor sport courts, and field reservations • Group pavilion reservations – regional parks and sports complexes • Aquatic programs • Contract classes 	50%-100% +
<u>Level 4</u>	<ul style="list-style-type: none"> • Youth before and after school program • Youth school break programs • Lone Mountain Cemetery 	>100%