



STAFF REPORT

Report To: Board of Supervisors **Meeting Date:** July 21, 2022

Staff Contact: Hope Sullivan, Community Development Director

Agenda Title: For Possible Action: Discussion and possible action regarding a proposed resolution establishing the maximum number of residential building permit allocations under Chapter 18.12 (the "Growth Management Ordinance") of the Carson City Municipal Code ("CCMC") for the years 2023 and 2024, estimating the maximum number of residential building permit allocations for the years 2025 and 2026, establishing the number of residential building permit allocations available within the development project and general property owner categories, establishing a maximum average daily water usage for commercial and industrial building permits as a threshold for Growth Management Commission review, establishing criteria to apply when making decisions regarding commercial and industrial projects seeking to exceed the threshold and directing staff to forward the growth management report to Nevada State legislators pursuant to the provisions of Assembly Bill 240 (2019). (Hope Sullivan, hsullivan@carson.org)

Staff Summary: The Board of Supervisors is required to annually establish the number of residential permits that will be available for the following calendar year pursuant to the Growth Management Ordinance. This has historically been based upon a maximum growth rate of 3%. A total of 750 residential allocations are proposed to be made available for 2023. The commercial and industrial daily water usage threshold is 15,000 gallons per day annual average currently and is recommended to continue in 2023, above which Growth Management Commission approval is required. Assembly Bill 240 requires the City to annually provide a growth management report to the state legislators representing its jurisdiction by December 31 each year through the year 2022. This report will serve to meet that requirement.

Agenda Action: Resolution **Time Requested:** 10 minutes

Proposed Motion

I move to adopt Resolution No. 2022-R-_____.

Board's Strategic Goal

Sustainable Infrastructure

Previous Action

June 29, 2022 - The Growth Management Commission recommended approval of the proposed resolution by a vote of 7 - 0.

Background/Issues & Analysis

Refer to the attached staff report to the Growth Management Commission for the meeting of June 29, 2022, for a complete discussion regarding the background, issues and analysis of the proposed action.

Applicable Statute, Code, Policy, Rule or Regulation

Assembly Bill 240 (2019); CCMC Chapter 18.12

Financial Information

Is there a fiscal impact? No

If yes, account name/number:

Is it currently budgeted? No

Explanation of Fiscal Impact:

Alternatives

Modify the number of residential allocations or commercial/industrial water usage threshold and/or provide alternative direction.

Attachments:

[GM.2022.Resolution.3%BOS.docx](#)

[GM-2022-0273 Annual Report \(6.29.2022\) - final.docx](#)

[AGENCY COMMENTS.pdf](#)

[GM.Methodology.2022 Attachment D.pdf](#)

Board Action Taken:

Motion: _____

- 1) _____
- 2) _____

Aye/Nay

(Vote Recorded By)

RESOLUTION NO. 2022-R-___

A RESOLUTION AMENDING THE MAXIMUM NUMBER OF RESIDENTIAL BUILDING PERMIT ALLOCATIONS UNDER THE CARSON CITY GROWTH MANAGEMENT ORDINANCE FOR THE YEARS 2023 AND 2024, ESTIMATING THE MAXIMUM NUMBER OF RESIDENTIAL BUILDING PERMIT ALLOCATIONS FOR THE YEARS 2025 AND 2026, ESTABLISHING THE NUMBER OF RESIDENTIAL BUILDING PERMIT ALLOCATIONS AVAILABLE WITHIN THE DEVELOPMENT PROJECT AND GENERAL PROPERTY OWNER CATEGORIES, ESTABLISHING A MAXIMUM AVERAGE DAILY WATER USAGE AND CRITERIA FOR DECISION MAKING FOR COMMERCIAL AND INDUSTRIAL BUILDING PERMITS AS A THRESHOLD FOR GROWTH MANAGEMENT COMMISSION REVIEW; AND DIRECTING STAFF TO FORWARD THE GROWTH MANAGEMENT REPORT TO NEVADA STATE LEGISLATORS PURSUANT TO THE PROVISIONS OF ASSEMBLY BILL 240 (2019).

WHEREAS, Carson City Municipal Code Section 18.12 requires the Carson City Board of Supervisors to establish a fixed number of residential building permit allocations on a two-year rolling basis, to establish the number of residential building permit allocations available within the Development Project and General Property Owner categories, and to establish a maximum average daily water usage for commercial and industrial building permits as a threshold for Growth Management Commission review in order to manage growth within Carson City; and

WHEREAS, pursuant to Carson City Municipal Code Section 18.12 the Growth Management Commission met in a duly noticed public hearing on June 25, 2022 and recommended the maximum number of residential building permits to be made available for calendar years 2023 and 2024, and the Commission estimated the maximum number of residential building permits for calendar years 2025 and 2026; and

WHEREAS, the Carson City Board of Supervisors finds and declares pursuant to Carson City Municipal Code Section 18.12 that city water and wastewater treatment capacity, as well as other resources identified in Section 18.12.050(2), are essential resources that limit the available residential building permits authorized by this resolution.

NOW, THEREFORE, the Carson City Board of Supervisors hereby resolves that:

1. Beginning on the first city working day in January 2023, the Building Division shall make available a total of **744** residential Growth Management allocations for building permits. The 2022 year-end balance of unused allocations shall be voided and returned to the utility manager. The allocations for residential building permits shall be disbursed as follows:

(a) For the general property owner category, a subtotal of **320** residential permits (43% of total residential building permit allocation). A property owner may apply for a maximum of 30 residential building permits in Period 1 (January through March 2022) subject to the availability of building permits.

(b) For the development project category, a subtotal of **424** residential building permits (57% of total residential building permit allocation). Individual development projects qualified

for inclusion on the project list shall be entitled to apply for an equal share of building permits during Period 1 based on the number of qualified development projects that have applied to the Building Division for development project status as of the first City working day in January 2023. Where a development project has less lots or units than the total share of building permits allocated to it, the remaining building permits shall be distributed equally among the remaining development projects. Additional development projects may be added to the list during Period 1 and use any remaining building permits. If no additional permits are available in Period 1 in this category, development projects not on the list at the beginning of Period 1 may only apply for building permits from the general property owner category during Period 1 in accordance with the limitations set forth above and may be added to the development category anytime during Period 2 (April through June).

(c) Any residential building permits remaining from Period 1 shall be made available in Period 2 (April through June) and Period 3 (July through December) in accordance with Carson City Municipal Code Section 18.12.055.

2. Beginning on the first city working day in January 2024, the Building Division may upon Board of Supervisors' approval make available pursuant to Carson City Municipal Code Section 18.12 a maximum total of **766** residential building permits, assuming three percent growth occurs in 2023. The building permits shall be disbursed as follows:

(a) For the general property owner category, a subtotal of **330** residential building permits may be made available. General property owners shall be entitled to apply for a maximum of 30 residential building permits in Period 1 subject to the availability of building permits.

(b) For the development project category, a subtotal of **436** residential building permits may be made available. Development projects qualified for inclusion on the project list shall be entitled to apply for building permits in accordance with paragraph 1(b), above.

(c) Any building permits remaining from Period 1 shall be made available for Periods 2 and 3 in accordance with Carson City Municipal Code Section 18.12.

3. For calendar year 2025, it is estimated that the Board of Supervisors may make available a maximum of **789** residential building permits, assuming continued three percent growth.

4. For calendar year 2026, it is estimated that the Board of Supervisors may make available a maximum of **813** residential building permits, assuming continued three percent growth.

5. Pursuant to Carson City Municipal Code Section 18.12, prior to issuance of building permits, any commercial or industrial projects proposed in 2023 that exceed the threshold of **15,000** gallons per day water usage must have the Growth Management Commission's review and approval to assure water availability.

6. In considering applications in response to subsection 5, the Growth Management Commission must first find that the use utilizes water conservation measures and techniques.

If that finding is made, the Growth Management Commission must consider if the use will promote health, welfare, safety or quality of life; or create quality jobs; or promote recreation and tourism. If both such findings are made, an application under subsection 5 can be granted.

7. Any building permits made available by this resolution shall be subject to all of the requirements of Carson City Municipal Code Chapter 18.12 (Carson City Growth Management Ordinance).

8. This resolution supersedes all prior resolutions establishing growth management allocations and shall have the full force and effect of law and be incorporated by this reference into Carson City Municipal Code Chapter 18.12.

9. This Resolution and the Growth Management staff report to the Board of Supervisors from the meeting of July __, 2022, shall be forwarded to the State legislators representing the City in accordance with Assembly Bill 240 (2019).

ADOPTED this ____ day of _____ 2022.

AYES: Supervisors _____

NAYES: Supervisors _____

ABSENT: Supervisors _____

LORI BAGWELL, Mayor

ATTEST:

AUBREY ROWLATT, Clerk-Recorder

**STAFF REPORT FOR THE GROWTH MANAGEMENT COMMISSION MEETING OF
JUNE 29, 2022**

FILE NO: GM-2022-0273

AGENDA ITEM: 6.A

STAFF CONTACT: Hope Sullivan, AICP, Community Development Director

AGENDA TITLE: For Possible Action: Discussion and possible action regarding a recommendation to the Board of Supervisors for a resolution establishing the maximum number of residential building permit allocations under Chapter 18.12 (the “Growth Management Ordinance”) of the Carson City Municipal Code (“CCMC”) for the years 2023 and 2024, estimating the maximum number of residential building permits for the years 2025 and 2026, establishing the number of building permit allocations within the development and general property owner categories, establishing a maximum average daily water usage for commercial and industrial building permits as a threshold for Growth Management Commission review, and identifying criteria to apply when making decisions regarding commercial and industrial projects seeking to exceed the threshold. (Hope Sullivan, hsullivan@carson.org).

STAFF SUMMARY: The Growth Management Commission is required to make annual recommendations to the Board of Supervisors to establish the number of residential permits that will be available for the following calendar year. This has historically been based upon a maximum growth rate of 3%. The commercial and industrial daily water usage threshold is proposed to remain at 15,000 gallons per day annual average in 2023, above which Growth Management Commission approval is required.

PROPOSED MOTION: “I move to recommend to the Board of Supervisors approval of the draft resolution.”

BACKGROUND:

The Planning Commission serves as the Growth Management Commission under the Growth Management Ordinance. The Growth Management Commission is responsible for annually reviewing the information provided by various City departments and outside agencies and for submitting a recommendation to the Board of Supervisors to:

1. Establish a fixed number of residential building permits to be made available in the following two calendar years (2023 and 2024, on a rolling calendar basis) and estimate the number to be made available in the third and fourth years (2025 and 2026).
2. Establish a distribution of the total building permit entitlements between the “general property owner” and “development project” (31 or more lots or units) categories.
3. Establish a maximum average daily water usage for commercial and industrial building permits as a threshold for Growth Management Commission review.

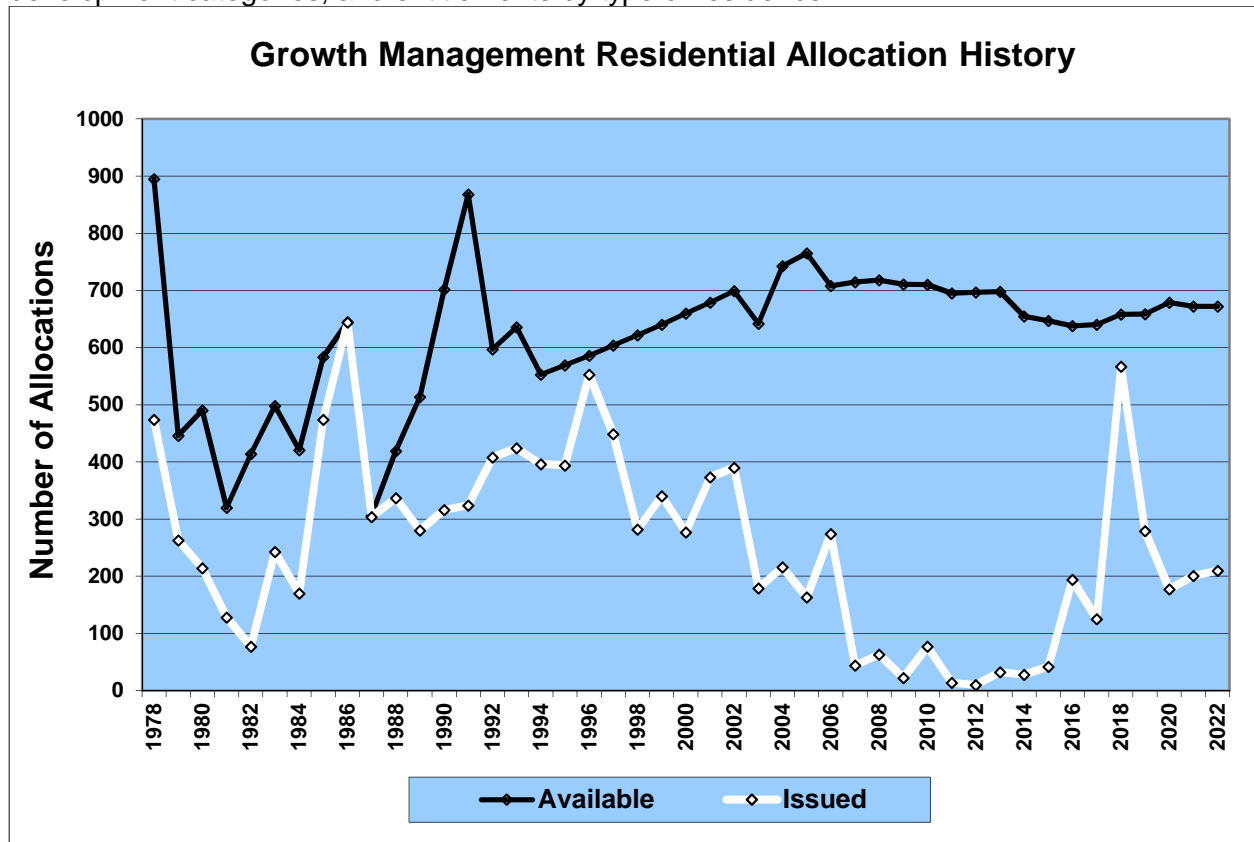
CCMC 18.12.015 (Purpose) states, in part:

2. *The board declares that the following essential resources shall be considered for the managed growth of Carson City:*
 - a. *City water: quantity, quality, supply, capacity, infrastructure;*

- b. *City sewer: treatment and disposal capacity; system or infrastructure ability to transport sewage from a residential dwelling unit of the treatment system;*
- c. *Sheriff protection services;*
- d. *Fire protection services;*
- e. *Traffic and circulation;*
- f. *Drainage and flooding;*
- g. *School enrollment and capacity;*
- h. *Parks and recreation; and*
- i. *Other resources or services as determined by the board.*

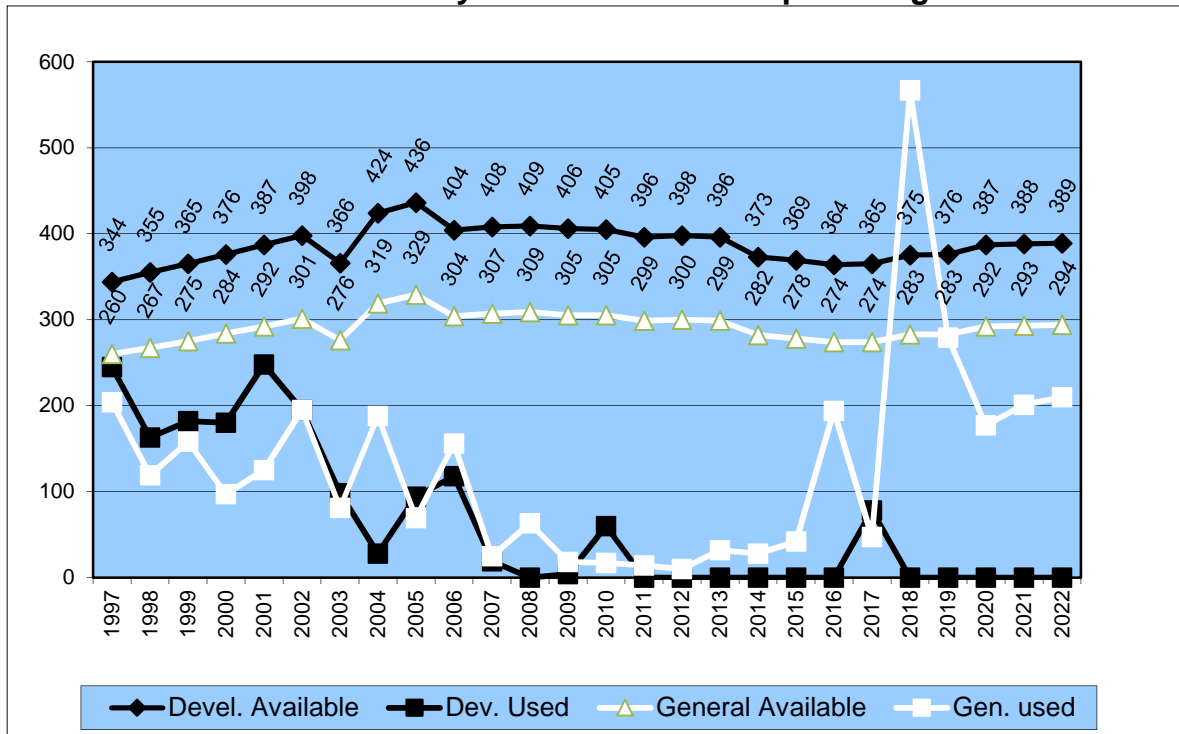
The Growth Management Ordinance was originally implemented in the late-1970's in response to a moratorium by the State Division of Water Resources on new subdivisions in Carson City due to wastewater and water capacity issues. The program was developed in cooperation with the State to address its concerns. Per CCMC 18.12.055, at the beginning of each calendar year, the residential allocations are put into two categories: the "general property owner" and "development project" (owners/developers with 31 or more lots/units) categories in a 43%-57% split. After the first quarter of the year, all allocations are combined into a single category and available on a first come first serve basis. For most of the Growth Management program's history, the total number of building permit allocations available each year has been based upon a maximum growth rate of 3%.

The following graphs provide historical data regarding the number of allocations available, the total number of permits used, the number of permits used by the general property owner and development categories, and entitlements by type of residence.



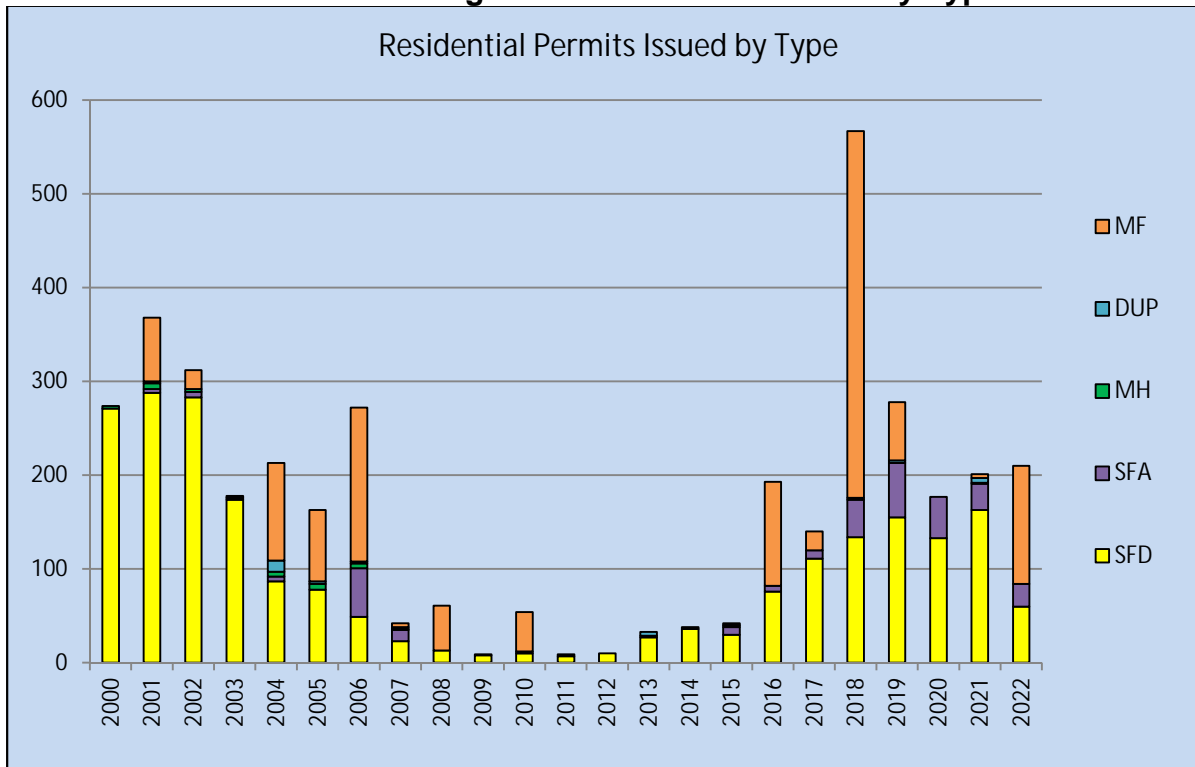
Through May 2022 (Source: Carson City Community Development)

Allocations by General and Developer Categories



Through May 2022 (Source: Carson City Community Development)

Growth Management Allocations Issued by Type



Through May 2022 (Source: Carson Community Development)

SFD – Single Family Detached DUP – Duplex MH – Manufactured Home
 SFA – Single Family Attached MF – Multi-family attached (3+ units, single ownership)

AB 240:

In addition to addressing annual growth management allocations, this report is intended to serve as the annual report for Carson City pursuant to paragraph 2 of Section 1 of Assembly Bill (“AB”) 240, adopted by the Nevada Legislature in 2019, which requires:

On or before December 31 of each calendar year during the period between July 1, 2019, and December 31, 2022, each county in the region, in consultation with any cities within each such county, shall prepare and submit to each Legislator who represents any portion of the county a separate report that:

(a) Identifies issues relating to the orderly management of growth in the county, including cities within the county, and the region, including, without limitation, issues in the following areas:

- (1) Conservation, including, without limitation, the use and protection of natural resources;*
- (2) Population, including, without limitation, projected population growth and the projected resources necessary to support that population;*
- (3) Land use and development;*
- (4) Transportation; and*
- (5) Public facilities and services, including, without limitation, roads, water and sewer service, flood control, police and fire protection, mass transit, libraries and parks.*

(b) Makes recommendations regarding those issues.

AB 240 applies to and requires cooperation between Carson City, Douglas County, Lyon County, Storey County, Washoe County and the cities of Reno and Sparks regarding regional growth. The bill requires these entities to submit a report to the State Legislators representing their jurisdictions by December 31 each year through 2022.

DISCUSSION

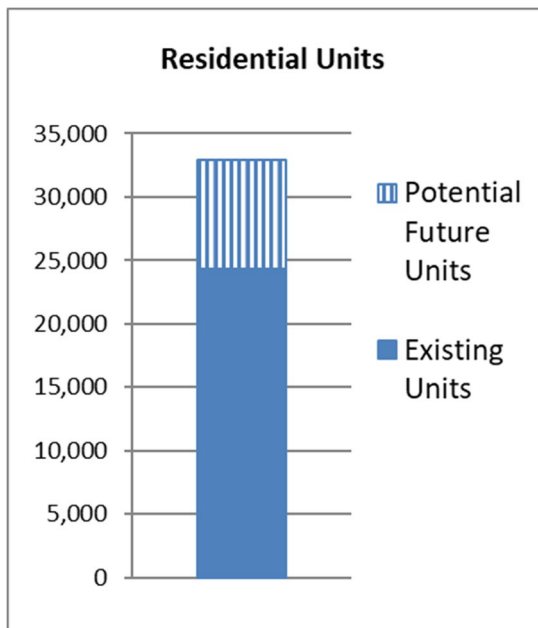
The annual growth management report and associated Growth Management Commission meeting is an opportunity to understand the capacity of and impact of growth on the City’s and Carson City School District’s resources. Based on its understanding of the capacity and impacts, the Growth Management Commission makes a recommendation to the Board of Supervisors relative to the provision of residential allocations and threshold water use for commercial and industrial building permits.

Comments have been received from the Carson City Public Works Department (“Public Works”), Carson City Sheriff’s Office, Carson City Fire Department, Carson City Health and Human Services Department, Carson City Parks, Recreation and Open Space Department and the Carson City School District. Although all agencies acknowledge that increased growth creates increased demand for services, no department or agency recommended a reduction in the number of residential permits to be made available in 2023.

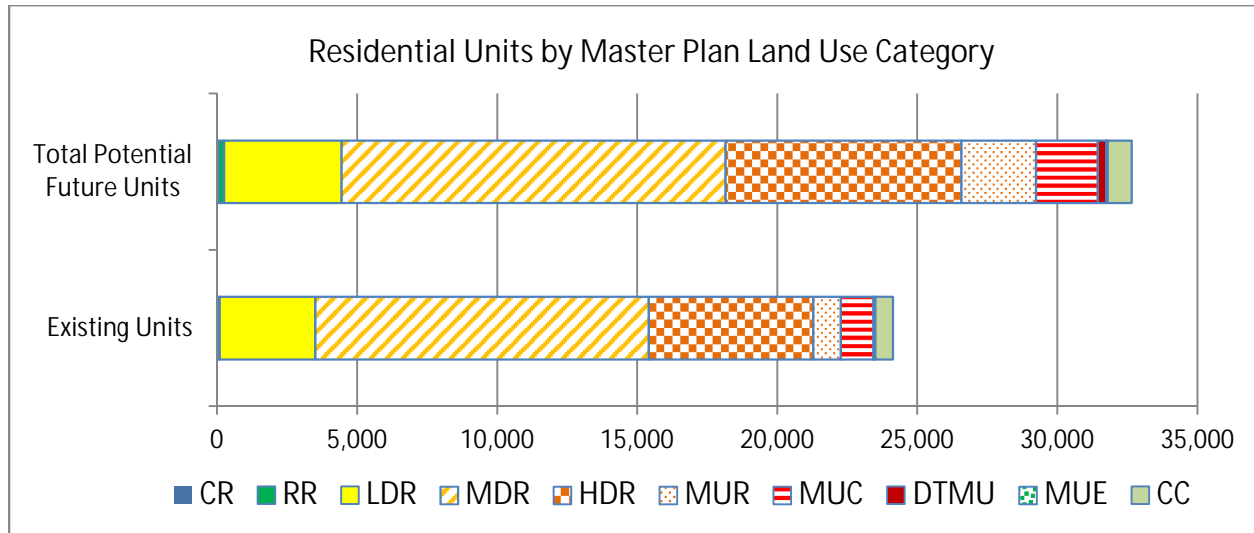
Since 2019, the Growth Management Commission has reviewed a parcel-based analysis of how much growth the City can accommodate while staying within its allocated water resources. Public Works annually conducts a water capacity analysis assuming the entire City is developed to its maximum capacity based on current Master Plan land use designations and zoning. It includes residentially designated parcels being developed to their maximum potential densities and commercial and industrial parcels being fully developed. This year’s analysis concludes that Carson City has the allocated water resources to accommodate buildout in accordance with

current Master Plan and zoning. This parcel-by-parcel analysis allows the City to continue to monitor how proposed changes in land use or actual water usage over time impacts the long-range forecast for water capacity.

Based on updated information, Carson City has approximately 24,361 existing residential units, an increase of 192 units from when this report was presented a year ago. Assuming all currently approved developments are completed at their proposed densities and all lands designated for residential uses are developed or redeveloped to the maximum densities, an additional 8,565 (last year was 8,767) residential units could be developed for a total of 32,926 (last year was 32,936) residential units. For example, for an existing 2-acre parcel zoned with a required 1-acre parcel size with one house currently on the parcel, it is assumed that an additional dwelling unit could be developed on that property. It is estimated that 32,926 residential units would result in a population of approximately 76,388 (using 2.32 residents per dwelling unit). Note the 2020 Census reports an average household size of 2.32 in Carson City whereas the 2010 Census reported an average household size of 2.54.



The following chart shows existing and total potential residential units by the Master Plan land use designation in which the properties are located.



Key:
 CR – Conservation Reserve (private lands)
 RR – Rural Residential
 LDR – Low Density Residential
 MDR – Medium Density Residential
 HDR – High Density Residential
 MUR – Mixed-Use Residential
 MUC – Mixed-Use Commercial
 DTMU – Downtown Mixed Use
 MUE – Mixed-Use Employment
 CC – Community Commercial

Per the State demographer, the City’s population as of July 1, 2021 was 57,073. The State demographer’s five year projection is on the table below.

	Total Population	Change Previous Year	Percentage Change
2021	57,073		
2022	57,429	357	0.6
2023	57,774	345	0.6
2024	58,086	312	0.5
2025	58,380	294	0.5
2026	58,670	290	0.5

Water Conservation

Water conservation measures are applied both inside and outside of buildings. The Uniform Plumbing Code addresses water consumption rates for toilets, sinks, and showers by limiting water usage per flush and flow rates. Division 3 of Title 18 Appendix of the CCMC (the “Carson City Development Standards” or “CCDS”) includes landscaping standards that encourage the utilization of water savings irrigation design, limitations on the use of turf in landscaping to conserve water by minimizing the need for irrigation, and the requirement for a three foot wide landscape buffer area between any turf areas and hardscape to capture irrigation overspray and runoff.

Additionally, per CCMC 12.01.120, as noted below, the waste of water is prohibited.

12.01.120 - Waste of water prohibited.

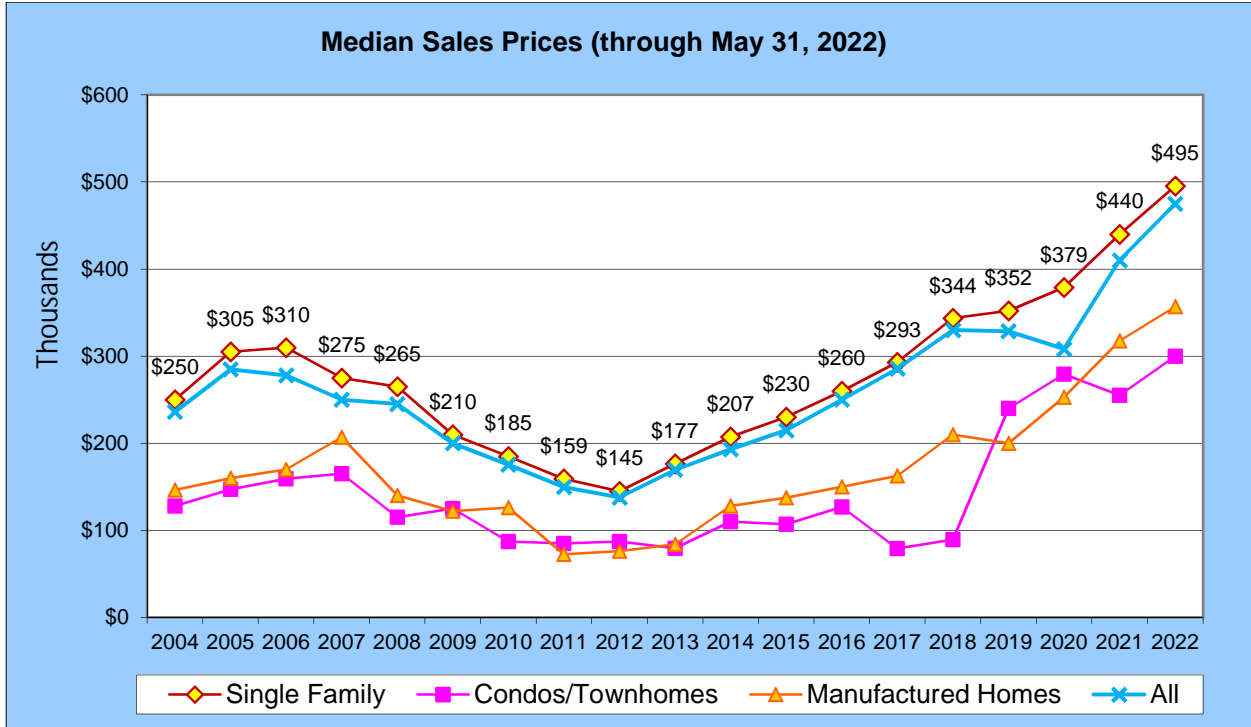
It is unlawful for anyone connected to the city water system to waste water. For the purpose of this section, "waste" means any excessive usage which causes water to run into or along any street, alley, storm drainage system, or into or upon another's property; provided nothing in this section shall be construed as to apply to the accidental breaking of any hose, water pipe, or other irrigation device unless same is not abated within 2 hours after personal notice of such break is given the person owning, controlling or maintaining the same or having any pecuniary interest therein. If such breaks are not repaired or the water turned off within the specified time, it shall be the duty of the utilities director or his/her designee to cause the water to be shut off, and it is unlawful for any person to again turn on such water until proper repairs have been made. If personal notice is unable to be given, the water shall be immediately shut off by the public works director or his/her designee and a notice shall be placed on the front door stating the reason(s) for said shutoff. Each and every request for the water to be turned on will require the payment of \$25.00 which the city will add to the monthly bill.

Exception: Car washing by civic or philanthropic groups may receive written approval from the public works director or his/her designee when it is determined that said usage will not be detrimental to the city's water situation.

This provision is enforced by the Water Division of Public Works throughout the year, and especially in the summertime. Staff works directly with property owners to correct the violation.

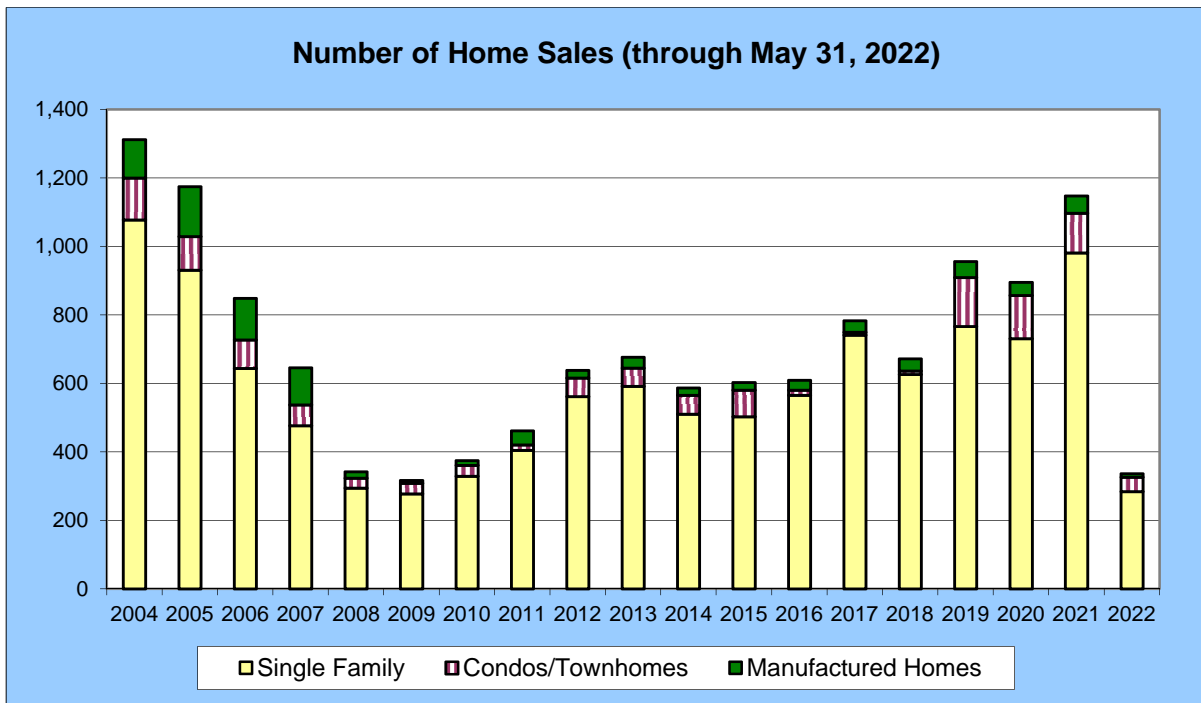
Housing sales trends

Traditionally, data regarding home sales and sale prices is provided as part of the growth management annual report. The number of home sales and sales price, as well as many other factors, can have an impact on the demand for construction of new homes. The following charts show median home sales price and sales volume trends.



Through May 2022. Source: Carson City Assessor

As the graph above shows, the median sales price of housing has continued to rise for the past ten years from a low in 2012 of \$145,000 to a current high of \$495,000.



Through May 2022. Source: Carson City Assessor

Calendar year 2021 sales included 981 single family homes, 116 condominiums or townhomes and 51 manufactured homes. Through May 2022, there have been 306 single family home sales, 52 condominium or townhomes sales, and 10 manufactured home sales.

Determination of annual number of available allocations

The Growth Management Ordinance does not specify how to determine the number of allocations that should be made available each year, only that “essential resources” must be considered in determining that number. For most of the Growth Management Ordinance’s history, a general rule of allowing up to 3% growth has been used.

Various methods of determining the exact number of allocations to be made available have been used over the program’s history, resulting in a wide range of allocation maximums over the years, particularly before 1992. Unused allocations were carried over to the following years during a certain period, with adjustments made every few years. During a period in the 1990’s, the available allocations were increased by 3% each year, even though actual population growth was occurring at a slower rate during that same period. The growth management files from prior to 2006 do not indicate the exact methodology used in determining the number of allocations.

In 2006, the current method of determining the number of allocations was established. This method uses the most recent available Nevada State Demographer population estimates for Carson City (57,073) as the base for establishing the number of permits that would, in theory, result in 3% growth. This method also uses the latest available Census data for the average number of persons per household (2.32) to calculate the allocations. Note that the 2010 Census indicated a household size of 2.54 persons per household. As there are fewer persons per household based on the 2020 Census than reported in the 2010 Census, the growth rate of 3% will allow for more residences to achieve the 3% increase. The details of the methodology used in determining the recommended allocations for 2023 are included in Attachment D. The methodology has been included in each report since 2006 to establish a consistent method that can be tracked through time.

While the Growth Management Ordinance requires establishing the number of allocations to be made available in the second year and estimating the number for the third and fourth years, the ordinance also requires that these numbers be evaluated and set annually. Therefore, if certain service capacity issues arise in any given year, the estimated number of allocations for future years can be adjusted. Also, the number of allocations can only approximate how much actual growth will occur in the City.

Commercial and Industrial Average Daily Water Usage Threshold

The Growth Management Commission is also required to establish the average daily water usage threshold for Growth Management Commission review. In considering commercial and industrial permits, CCMC 18.12.070 states, in part, that:

“A project which equals or exceeds the maximum average daily water usage threshold established by the board for water shall result in a consideration of the project before the commission prior to issuance of a building permit. The commission may approve the building permit, approve the permit with conditions, or deny the permit on the basis of the effect of the project on the city’s essential resources. The commission shall base its decision on the quantity of water consumed by the use for which the building is constructed compared to the

availability of water; the ability of the city to deliver water services to the structure; and other effects of water usage ...”

Since 2005, the Growth Management Commission has approved twelve requests for a building permit that exceeds the water usage threshold and denied none. The table below provides a description of the eleven approvals.

Project	Address	Request
GM-2021-0131: Car Wash	3390 S Carson Street	29,500 gpd
GM-19-141: RV Resort	1400 Old Hot Springs	33,793 gpd
GM-18-190: RV Resort	1400 Old Hot Springs	68,500 gpd
GM-16-161: RV Resort	1400 Old Hot Springs	59,700 gpd
GM-15-039: Capitol Mall Project	n/s Musser, s/s Robinson, w/s Stewart, e/s Curry	334,339 gpd
GM-15-025: Car Wash	1250 & 1300 E William St	8,139 gpd
GM-15-024: Car Wash	3555 S. Carson St.	8,139 gpd
GM-14-163: Congregate Care / Nursing Home	608 & 610 W Washington	19,280 gpd
GM-14-005: Car Wash	2651 Hwy 50 E	13,438 gpd
GM-10-093: Restaurant (Olive Garden)	S Carson St.	9,100 gpd
GM-07-114: Concrete Plant Operation	5855 Sheep Drive	8,700 gpd
GM-08-077: Casino and Hotel	2670 HWY 50 and Lompa	82,916 gpd

In 2016, the City changed the threshold from 7,500 gallons per day to 15,000 gallons per day. The modification was due to “recent and continued improvements to the water system and additional water resources being produced and delivered from the Carson Valley” In addition to the water infrastructure improvements, the City’s development standards and building codes have improved over the years to where water conservation measures, such as low-flow fixtures, are included as part of the standard requirements for new commercial and industrial development.”

At its meetings of May 26, 2021 and June 30, 2021, the Growth Management Commission discussed the benefit of the Board of Supervisors identifying policies relative to considering “other effects of water usage.” The objective was to have criteria for evaluating requests for building permits for uses that would exceed the threshold. The Board of Supervisors agreed and in adopting Resolution No. 2021-R-23, included wording that states:

“... the Growth Management Commission must first find that the use utilizes water conservation measures and techniques. If that finding is made, the Growth Management Commission must consider if the use will promote health, welfare, safety or quality of life; or create quality jobs; or promote recreation and tourism. If both such findings are made, an application under subsection 5 can be granted.”

This language is also present in the currently proposed resolution. No applications have been submitted since the effective date of Resolution 2021-R-23.

Per the memo of June 11, 2022, the Director of Public Works has advised that he is recommending keeping the threshold at 15,000 gallons per day. However, Public Works is currently analyzing water usage data for commercial and industrial properties across Carson City to determine if an adjustment needs to be made to the current threshold. Due to COVID, the analysis is taking longer than anticipated.

ALTERNATIVES AND CONCLUSION:

Per the Growth Management Ordinance, the Growth Management Commission must recommend the total number of available permits and the distribution between categories for the years 2023 and 2024 and recommend an estimated number of total permits available for 2025 and 2026. A distribution of 43% to the “general property owner” category and 57% to the “development project” category has historically been established and is recommended to continue. The table below shows allocation alternatives for various growth rates and how these rates would affect the number of available allocations.

Permit Allocation Alternatives

Rate	Category	2023	2024	2025	2026
3.0%	Total	744	766	789	813
	General	320 (43%)	330 (43%)	--	--
	Development	424 (57%)	436 (57%)	--	--
2.5%	Total	620	636	652	668
	General	267 (43%)	274 (43%)	--	--
	Development	353 (57%)	362 (57%)	--	--
2.0%	Total	496	506	516	526
	General	213(43%)	218 (43%)	--	--
	Development	283 (57%)	288 (57%)	--	--

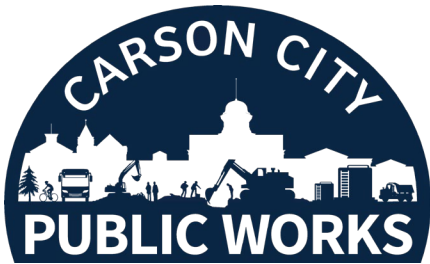
Carson City has historically based the number of available permits in a given year on allowing a maximum growth rate of 3%. Note that future allocation estimates assume a continued actual growth rate of 3% and are adjusted each year based on actual estimated population growth figures—i.e. actual growth of less than 3% would result in fewer allocations in future years.

Staff recommends continuing the allocation system based upon a maximum growth rate of 3%. Refer to Attachment C to see how the allocations would be distributed throughout the year per the requirements of the Growth Management ordinance. The recommended allocation would allow the maximum flexibility in providing building permits as new development occurs, though longer-term growth is expected to continue at a moderate pace. Unnecessarily limiting the number of building permits could have a negative impact on the ability of developers to obtain financing for proposed developments and have a generally suppressive effect on the Carson City economy. Should a lower limit actually limit developers’ ability to increase the housing supply to meet market demand, it could also reduce the affordability of housing in Carson City.

Please contact Hope Sullivan, Director of the Carson City Community Development Department, 283-7922 or hsullivan@carson.org if you have any questions regarding the Growth Management program.

Attachments:

- A) Agency comments
- B) Draft Resolution
- C) Building Permit Distribution Table for 2022 (3%)
- D) Methodology, Number of Available Permits



CARSON CITY NEVADA
Consolidated Municipality and
State Capital
PUBLIC WORKS

MEMORANDUM

TO: Carson City Planning Commission
FROM: Darren L. Schulz, PE – Carson City Public Works Director
DATE: June 11, 2022
SUBJECT: Growth Management Report 2022

Thank you for the opportunity to inform you of the status of our operations and our ability to serve Carson City at a projected growth rate up to 3% through 2023.

The operational reports are as follows:

WATER OPERATIONS:

Carson City's existing usable water rights are 18,648 acre-feet per year.

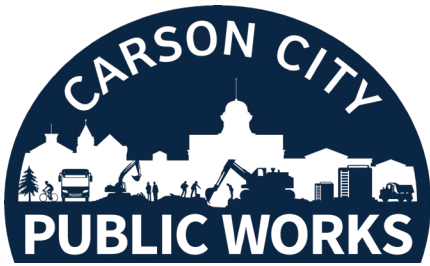
Carson City must allocate approximately 2,825 acre-feet to remaining approved undeveloped lots. As required by the State Engineer's Office, additional parceling is also being accounted for. In 2021, Carson City's usage was 10,472 acre-feet. This number is the total City, Residential, State, commercial and industrial metered customer usage.

Subtracting the 2021 water usage of 10,472 acre-feet and outstanding water commitments of 2,825 acre-feet from Carson City's usable water rights of 18,648, leaves a balance of approximately 5,351 acre-feet, which may be allocated towards new development.

Carson City continues to utilize conjunctive use water management. Carson City fulfills its annual water demands from approximately 75% groundwater and 25% surface water sources. Through conjunctive resource management, Public Works operates the water system, so Carson City's needs are met through a combination of groundwater and surface sources, making the best use of the water resources available. The goal of conjunctive management is to maximize surface water when available to allow the groundwater aquifers to rest.

Carson City will continue the outside water management program during the 2022 irrigation season, which includes a THREE-DAY-A-WEEK schedule where odd-numbered addresses water on Tuesday, Thursday and Saturday and even-numbered addresses water on Sunday, Wednesday and Friday, with no watering between the hours of 10:00 a.m. to 6:00 p.m. Watering on Mondays is prohibited. This allows time for resting of the system and filling of tanks.

State Engineer's Order 1140 allows Carson City to pump additional Eagle Valley groundwater during drought years. This allows Carson City to pump a maximum of 11,700 acre-feet from the Eagle Valley ground water



CARSON CITY NEVADA Consolidated Municipality and State Capital PUBLIC WORKS

basin for a one-year period provided that the average ground water pumped from Eagle Valley over a period of five consecutive drought years will not exceed 9,900 acre-feet annually.

Carson City has built up an additional water rights bank account not included in the total usable water rights number in the previous paragraphs since 2006, through its managed Aquifer Storage and Recovery program within Vicee Canyon recharge basins. The total number of water rights banked under the recharge permit is approximately 3,405 acre-feet, to be able to be used in an emergency basis.

Carson City has always used a drought as the design scenario to meet peak summer demands. Currently, there is approximately 26 million gallons per day (MGD) of production supply for a drought year. The average maximum-day demand from 2010 to 2021 is approximately 20 MGD. There is approximately 6 MGD of peak supply capability remaining, if all supply sources are functioning.

Carson City Public Works can accommodate the projected 3% growth through 2023, dependent on the completion of the planned capital improvement projects regarding storage, treatment, distribution and production facilities.

With regards to the threshold for Growth Management review, we recommend keeping the threshold at 15,000 gallons per day. However, Public Works is currently analyzing water usage data for commercial and industrial properties across Carson City to determine if an adjustment needs to be made to the current threshold. This analysis has taken longer than initially planned due to the significant impact the COVID-19 pandemic has had on both residential and non-residential water usage trends, thus requiring a multi-faceted approach to analyzing water usage to ensure accurate post-pandemic trends are captured.

WASTEWATER OPERATIONS:

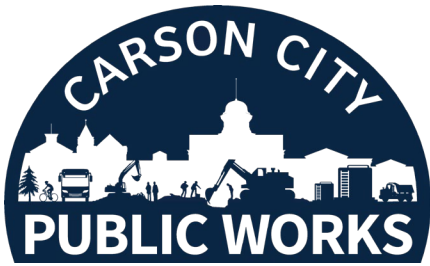
The Water Resource Recovery Facility (WRRF) is permitted to process a sewage flow of 6.9 million gallons per day (MGD) averaged over a 30-day (monthly) period. The 2021 maximum monthly average flow was 5.1 MGD. With respect to the planned growth, a potential development rate of 3% through 2023 could be accommodated by the WRRF and wastewater operations.

LANDFILL OPERATIONS:

The Landfill has a projected life expectancy of approximately 27 years. With respect to the planned growth, a potential development rate of 3% through 2023 could be accommodated by the Landfill.

TRANSPORTATION:

The Carson City Public Works Department is responsible for the construction and maintenance of the City's street network as well as bicycle and pedestrian facilities. Additionally, the City operates a public transit system. The City also works closely with the Nevada Department of Transportation, which owns and operates State highways in the City. The State-owned roads include the Carson City Freeway, which connects U.S. 395 at U.S. 50 (Spooner) to Reno.



CARSON CITY NEVADA Consolidated Municipality and State Capital PUBLIC WORKS

With respect to the planned growth of the City and how that may be expected to impact the City's transportation system, increased traffic volumes anticipated to result from the potential development rate of 3% through 2023 could be accommodated by the existing and planned transportation system. Although increased traffic volumes are expected to be accommodated with existing roadway capacity, roadway maintenance activities continue to operate in a deficit. Consequently, the long-term condition of the City's roadways will continue to deteriorate unless or until the funding gap is reduced.

Public Works' staff, who serve both the Carson City Regional Transportation Commission (CCRTC) and the Carson Area Metropolitan Planning Organization (CAMPO), are familiar with the current system, the improvements that are planned to be implemented by the year 2023, and the planned improvements through the year 2050. With this knowledge, we have determined that the current system is operating well with respect to capacity. As development occurs, staff must be mindful of development project impacts to the transportation system and ensure fair and appropriate mitigation measures are implemented. To that end, staff is completing a review of the Traffic Impact Study requirements provided within Carson City Municipal Code and plan to bring forward recommendations for amendments in Fiscal Year 2023. CAMPO staff will also be completing the Carson Area Transportation System Management Plan aimed at improving transportation operations in the region.

One of the important tools available for these evaluations is a travel demand model developed and maintained as part of CAMPO responsibilities. This model, based on existing and forecasted land use and socio-economic data developed in cooperation with the Carson City Planning Division, was updated in Fiscal Year 2021 to forecast traffic volumes to the year 2050. This update was completed during preparation of CAMPO's 2050 Regional Transportation Plan which was unanimously approved by CAMPO in January 2021. An update to the model is planned to begin in FY 2023. The Travel Demand Model allows for evaluations of the impacts of changes in land use, the transportation network, or both. The model is used to support subarea analyses and to identify long-term critical infrastructure needs.

DRAINAGE AND FLOODPLAIN:

Consistent with the current City code, the Regional Floodplain Management Plan, and Chapter 13.06 Open Space, open floodplains are a valuable asset to Carson City. As of December 29, 2021, there are 3,832.5 acres of Special Flood Hazard Area in Carson City. Of that area, 2,718.5 acres or 71% is considered open space. Carson City codes require higher regulatory standards for structures built in a floodplain. The Regional Floodplain Management Plan affirms the long-term vision of the Carson River Coalition which utilizes a "Living River Approach" that recognizes the importance of balancing the river's natural floodplain form and function with various land uses. Additionally, the City's own Master plan also aligns with the vision identified in the Regional Floodplain Management Plan by outlining specific goals that encourage smart land use planning and discourage development within the 100-year floodplain and other hazard areas. All of these goals, requirements and strategies are designed with the intent to safeguard waterway corridors, floodplains, wetlands, streams and the Carson River and protect floodplains.

If the vision of our Regional Floodplain Management Plan is upheld, with respect to planned growth, a potential development rate of 3% through 2023 could be accommodated by stormwater infrastructure. Additional studies, especially with respect to the Ash and Kings Canyon watersheds, are being performed to understand the risks and limitations of development in our region. Additional stormwater infrastructure, such as regional basins, and mindful development using Low Impact Development (LID) components will help assure those risks are well managed.

911 E. Musser St.
Carson City, NV
89701



June 1, 2022

Ms. Hope Sullivan
Community Development Director
Carson City Planning Division

Ms. Sullivan,

The Sheriff's Office is providing input to the "Growth Management of 2023 Residential Permit Allocations and AB 240 (2019) Growth Management Report to State Legislators" as you've requested. The information below is provided based on approximately the last 10 years of data collected, except where otherwise noted.

General Staffing Conditions:

- Sheriff's Office Sworn Staff: 101 Sworn
- Patrol Division: 54 Deputies & 1 Civilian (2 Deputies in whole or part grant funded)
 - Includes 5 Deputies to Traffic Management, and 5 Deputies to Schools
- Detention Division: 31 Deputies & 8 Civilians
- Investigations Division: 13 Deputies & 4 Civilians (2 Deputies assigned to state or federal Task Forces, and 2 Deputy partially grant funded)
 - Unit includes 5 assigned to Special Enforcement/Gangs
- Communications Division: 20 Civilians
- Civil/Records Division: 7 Civilians

*Note: This list is not all inclusive of part time employees.
Significant manpower/labor shortages are existing in the Detention and
Communications Divisions.*

In response to department recommendations specific to your request, the below is provided:

1. *Does your department or agency have any extraordinary service capacity issues that would be negatively impacted by residential growth in 2023-2024? If so, identify the issues.* **RESPONSE: None for the period identified.**
 - a. **Manpower/Labor shortages resulting from unfunded external mandates in the Detention Center are being addressed within local budgetary allowances (Inmate pre-release program).**
 - b. **Critical Manpower/Labor shortages at the Public Safety Communications Center are being addressed within the local budgetary allowances.**
2. *Do you recommend limiting the number of residential building permits (new construction) that will be made available for the 2023 calendar year to address these issues? If so, what limit, and how will this limit on residential growth help resolve your service capacity problem?* **RESPONSE: None for the period identified.**

3. *What are your recommendations to solve any service capacity issues identified above? RESPONSE: None for the period identified.*

In response to Growth Management, Purpose, of the Boards findings and declarations, the individual unit breakdowns concerning the overall conditions for Public Safety, Law Enforcement, in the community are provided for consideration:

Major Sheriff's Office Key Growth Indicators:

- **Overall Crime Index:** Continued crime reductions rates through 2021 (lowest over 10-year period).
- **Emergency Response Times:** This key indicator is holding steady at approximately 50% of the time capable of the goal of a 6-minute response time from initial ring at dispatch to the first patrol arriving on scene. In greater than 91% of calls, Deputies report on scene within 6 minutes, 46 seconds.
- **Traffic Management:** Rates were steady at 400 to 500 per year until approximately 2016 and peaking in 2019 at 650 per year (est. 30% increase in activity/labor). Bulk of accidents reports are non-injury accidents, which have increased steadily since 2014 from 200 to 500 annually.
- Accident occurrence rates increased in 2021, the highest rate of occurrence was July-Dec.
- **Sheriff Call Volume:** Call volume is steady after increasing over the most recent years. Call volume for 2021 increased compared to 2020 by nearly 5%.
- **Detention Bookings:** Total Bookings in the Detention Center are holding steady, both over the long and short-term periods.

Public Safety Communications Division:

- **Annual telephone call volume increasing at a rate of approximately 1407 calls per year. Staffing levels at the Communications Center has reached critical levels.**
- 911 Incoming Calls holding steady between 25,000 and 30,000 per year
- Computer Aided Dispatch labor distribution (law) holding steady at 100,000 to 125,000 per year. Significant increases are related to medical activity.

Sheriff's Patrol Division:

- **Calls for Service** have held steady over 10-year period at 15,000 to 20,000.
- **Traffic Accident** rates were steady at 400 to 500 per year until approximately 2016 and peaking in 2019 at 650 per year (est. 30% increase in activity/labor). In 2021 accident rates increased to 565 compared to 511 in 2020.
- **School Activities** rose slightly to 2,178 compared to 2,000 in 2020 but remained lower than the average of 2,250 to 2,500 calls for service annually in previous years. There is no indication of considerable student population growth in the near future, however, densely populated environments (Carson Middle School and Carson High School) continue to draw the heaviest volume of activities.
 - Note: School response calls for service have held steady at 200-300 per month since inception of the School Resource Officer program.

Coroner's Office:

- Coroner's Office continues to hold steady over the 10-year period recording 300 to 350 deaths per year.
- Deaths related to suicide rose 120% while drug related deaths did not show any remarkable change.

Detention Division:

- Total Bookings at the Detention Center increased in 2021 to just over 2,500, compared to 1,800 the year previous.
- Average Daily Population in 2021 (all inclusive) was estimated at 60% capacity. However, that includes during the period examined, the Sheriff's Office increased jail capacity of 22% implemented by the Sheriff's Office in previous years; therefore, ***the average daily population to Original Construction Capacity is at 80%. Capacity levels greater than 80% of original construction should be considered to exceed critical health, safety, welfare capabilities and necessitate additional staffing considerations.***

Civil/Records Division:

- No remarkable increases or decreases in overall workload indicators have been seen over the previous 10-year period.

Conclusion: Immediate and short-term abilities for the law enforcement sector to maintain quality services should be assessed to be "good". While the Officer to Population Ratio continues to be significantly below the statewide average, as well as the regional average, the department has done well at keeping up with the community demand. Concerns for long-term abilities rests in the more rural environments of the community, including the western Lake Tahoe (recreational) region, and the eastern housing growth areas along the Carson River front.

Additional long-term considerations must be given to specific groups that have an impact on growth & law enforcement services:

- Homeless & Transient Population growth
- Mental Health & Crisis Intervention, and Services growth
- Congested Population Affordable Apartment style housing construction

All three of these conditions are determined to be having significant impacts on law enforcement and public safety services. Continued growth of these conditions would easily overwhelm current staffing postures, resource availabilities, and could negatively impact current growth projections.



CARSON CITY FIRE DEPARTMENT

"Service with Pride. Commitment. Compassion"

June 15, 2022,

Hope Sullivan, Planning Director
Carson City Planning Division
Carson City Planning Commission
108 E. Proctor St.
Carson City, NV 89703

Dear Hope and Commission Members,

The Mission of the Carson City Fire Department is to serve the community with pride commitment and compassion.

The fire department does support growth and development in Carson City. However, in order to continue to provide the same excellent service levels our community currently receives we will need additional resources and staffing to meet the anticipated emergency call volume demands that typically accompanies population growth..

The fire department is currently experiencing an increase in emergency service calls of 3% to 5% per year. The call volume increase exceeds the population growth trends for Carson City. As Carson City continues to grow, I expect the fire department's call volume and demand for service will increase proportionally.

Sincerely,

Sean P Slamon
Fire Chief



CARSON CITY, NEVADA
CONSOLIDATED MUNICIPALITY AND STATE CAPITAL

MEMORANDUM

TO: Hope Sullivan, Community Development Director
FROM: Nicki Aaker, Health and Human Services Director
DATE: June 15, 2022
SUBJECT: Growth Management for 2023 Residential Allocations and Commercial Average Daily Water Usage

- 1. Does your department or agency have any extraordinary service capacity issue that would be negatively impacted by residential growth in 2022-2023? If so, identify the issues.**

With growth in our residential population, within the Environmental Health Division, we would likely see a slight increase in workload and in the time needed to complete the building permit review process. Increased residential growth will also slightly increase the number of customer complaints regarding unsanitary conditions in their neighborhoods and commercial establishments in our community. Within the Human Services Division, there will be a percentage of the population that is low income so as population grows the needs of low-income residents will grow. In addition, with residents aging and on fixed incomes, the need increases as well when the price of goods increase (including housing costs).

- 2. Do you recommend limiting the number of residential building permits (new construction) that will be made available for the 2020 calendar year to address these issues? If so, what limit, and how will this limit on residential growth help resolve your service capacity problem?**

No, we do not recommend limiting the number of residential building permits.

- 3. What is needed by your department or agency to solve any service capacity issue identified above?**

Increase Environmental Health staff by a part time inspector may help solve any service capacity issues identified above. Either a part time or full time Human Services employee may help solve any service capacity issues, and possibly research funding opportunities to assist with assisting individuals in need.

Carson City Health & Human Services

900 E Long Street • Carson City, Nevada 89706

Clinical Services
(775) 887-2195
Fax: (775) 887-2192

Public Health Preparedness
(775) 887-2190
Fax: (775) 887-2248

Human Services
(775) 887-2110
Fax: (775) 887-2539

Disease Control &
Prevention
(775) 887-2190
Fax: (775) 887-2248

Chronic Disease Prevention
& Health Promotion
(775) 887-2190
Fax: (775) 887-2248



CARSON CITY, NEVADA
CONSOLIDATED MUNICIPALITY AND STATE CAPITOL

To: Hope Sullivan, Community Development Director
From: Jennifer Budge, CPRP, Parks and Recreation Director *JHB*
Subject: Growth Management Impacts on Parks and Recreation Services
Date: June 14, 2022

Thank you for providing the opportunity to provide feedback on the Growth Management Plan. With an anticipated population growth rate of 3%, there will be a need to increase service levels provided by the Parks, Recreation and Open Space Department (Department) for Carson City residents.

Public-Private Partnerships

As new subdivisions are constructed, additional parks will be contemplated consistent with the City's Park Master Plan, and additional trail connectivity, as outlined in the Unified Pathways Master Plan. While new neighborhood parks can be funded through Residential Construction Tax (RCT), RCT doesn't generate enough funds to adequately construct parks without a significant contribution from developers. Partnerships between the City and developers are critical to ensure creative outdoor recreation spaces and trails can be incorporated throughout the City. Unfortunately, RCT is not a sustainable funding source, as it does not contribute to deferred maintenance and infrastructure preservation needs. ***Efforts to update the City's Park Master Plan and limit the number of new parks within the City, while reinvesting/reimagining existing parks should be emphasized whenever possible, in cooperation with the development community.***

Infrastructure Preservation and Facility Needs

Increased growth will also contribute to the need for additional recreation facilities, especially athletic fields. The lack of athletic fields represents one of the Department's most serious service challenges. To accompany the demand for field use from local youth and adult sports, is an increasing trend in traveling sports tournaments, which positively contributes to the City's economic vitality. Creative partnerships with the Cultural and Tourism Authority, Youth Sports Association and others can help supplement City resources to meet the recreational demands of this growing community. There is also a need for additional recreation facility diversity such as dog parks. A large-scale interactive splash/spray park is desired and is a model for a financially self-sustaining operation, as demonstrated throughout other Northern Nevada park systems. ***Should the growth occur, it is encouraged to focus on buildout of existing parks such as Pete Livermore and Centennial Sports Complexes, while rehabilitating and reimagining aging facilities, like Mills Park, rather than acquire additional land inventory.***

Sustainable Maintenance Models

It is recommended to not limit residential permits, as it would be counterproductive toward continued economic growth. This is subject to a sustainable maintenance program for new parks and recreation facilities. Maintenance and infrastructure preservation should be 100% funded by Homeowners or Maintenance Associations (HOA), with a Landscape Maintenance District (LMD) as a secondary measure,



that does not require funding from the City's general fund. Maintenance endowments are also recommended for new projects that require wetland mitigation or labor-intensive natural resource management. While the City already has more parks per capita than the national average, the Department operates at approximately 80-acres of parkland per park maintenance worker. ***HOA's and LMD's are a creative, sustainable alternative to ensure maintenance of new facilities, while not further impacting existing staffing levels.***

Water Resources

Additional growth in parks and recreation will also have impacts to the community's water system. Efforts should be made to reduce turf, incorporate low impact development best management practices, utilize artificial turf, install recycled water systems, and utilize reclaimed/effluent water resources whenever possible. ***A diversified approach toward water use will reduce the demand on the community's drinking water, while still providing a first-rate park system that supports wildlife habitat and the natural environment.***

From: [Hope Sullivan](#)
To: [Christie Overlay](#)
Subject: FW: Growth Management
Date: Thursday, June 16, 2022 10:39:51 AM
Attachments: [image001.png](#)
[Outlook-1513096756.png](#)

Please put in energov growth management file - schools

Hope Sullivan, AICP
Community Development Director
Carson City, NV
775-283-7922 (direct)



From: Andrew Feuling <afeuling@carson.k12.nv.us>
Sent: Wednesday, June 1, 2022 2:02 PM
To: Hope Sullivan <HSullivan@carson.org>
Subject: Re: Growth Management

This message originated outside of Carson City's email system. Use caution if this message contains attachments, links, or requests for information.

Hi Hope,
We are still awaiting our final student population mapping for the current school year. That will give us really good numbers for how many kids have come out of the new construction so far. So tentatively, no concerns, but I'll let you know more when I do.
Thank you,
AJ

Andrew J. Feuling

Director of Fiscal Services : Carson City School District

1402 West King Street : Carson City, NV 89703

775.283.2023 office : 262.352.3154 cell



From: Hope Sullivan <HSullivan@carson.org>
Sent: Thursday, May 26, 2022 12:58 PM
To: Darren Schulz <DSchulz@carson.org>; Dan Stucky <DStucky@carson.org>; Sean Slamon <SSlamon@carson.org>; Michael Wilkinson <mwilkinson@carson.org>; kfurlong@carson.org <kfurlong@carson.org>; jtushbant@carson.org <jtushbant@carson.org>; jbudge@carson.org <jbudge@carson.org>; Andrew Feuling <afeuling@carson.k12.nv.us>; naaker@carson.org <naaker@carson.org>
Cc: Addison Gregory <agregory@carson.org>
Subject: Growth Management

WARNING: The sender of this email could not be validated and may not match the person in the "From" field.

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

All:

I'll be providing an annual growth management report to Planning Commission on June 29. Please advise of any concerns your agencies have relative to continued growth in the community and the ability of your agency to continue to provide services at the existing level of service when considering continued growth and development.

A response by COB June 15 would be great! Please advise if you need more time!

Thank you.

Hope Sullivan, AICP
Community Development Director
Carson City, NV
775-283-7922 (direct)



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Methodology for Determining Number of Residential Allocations

Assumptions:

- The 2021 certified Carson City population estimate is 57,073. (The most current State Demographer population estimate.)
- This certified 2021 population estimate is used as the “baseline” for establishing 2023 residential allocations
- 2.32 persons per household is assumed per 2020 US Census.
- 2021 Allocations Issued = 204

Methodology:

- 1) (2021 pop.) + (2021 allocations issued x 2.32) = 2022 pop. est.
- 2) (2022 pop. est.) x (% growth rate) = 2023 population estimate
- 3) (2023 pop.) – (2022 pop. est.) = 2023 pop. growth estimate
- 4) (2023 pop. growth) ÷ (2.32 pop./unit) = **Number of 2023 allocations**

2021 Population:

57,073

2021 Res. Permits Issued:

204

At 3.0% growth rate:

1)	57,073 + 473 =	57,546		<u>Estimated Subsequent Years</u>
2)	57,546 x 1.03 (3.0%) =	59,273		2024 766 at 3%
3)	59,273 - 57,546 =	1,726 persons		2025 789 at 3%
4)	1,726 / 2.32 =	744 allocations		2026 813 at 3%

At 2.5% growth rate:

1)	57,073 + 473 =	57,546		<u>Estimated Subsequent Years</u>
2)	57,546 x 1.025 (2.5%) =	58,985		2024 636 at 2.5%
3)	58,985 - 57,546 =	1,439 persons		2025 652 at 2.5%
4)	1,439 / 2.32 =	620 allocations		2026 668 at 2.5%

At 2.0% growth rate:

1)	57,073 + 473 =	57,546		<u>Estimated Subsequent Years</u>
2)	57,546 x 1.02 (2.0%) =	58,697		2024 506 at 2%
3)	58,697 - 57,546 =	1,151 persons		2025 516 at 2%
4)	1,151 / 2.32 =	496 allocations		2026 526 at 2%