



# STAFF REPORT

**Report To:** Board of Supervisors

**Meeting Date:** June 21, 2018

**Staff Contact:** Lee Plemel, Community Development Director

**Agenda Title:** For Discussion Only: To present information to the Board of Supervisors and Carson City School Board regarding current development trends and growth management projections for Carson City. (Lee Plemel, lplemel@carson.org)

**Staff Summary:** City and School District staff will present information regarding City growth management projections and Carson City School District planning activities.

**Agenda Action:** Other/Presentation

**Time Requested:** 30 minutes

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## **Proposed Motion**

No action.

## **Board's Strategic Goal**

Quality of Life

## **Previous Action**

N/A

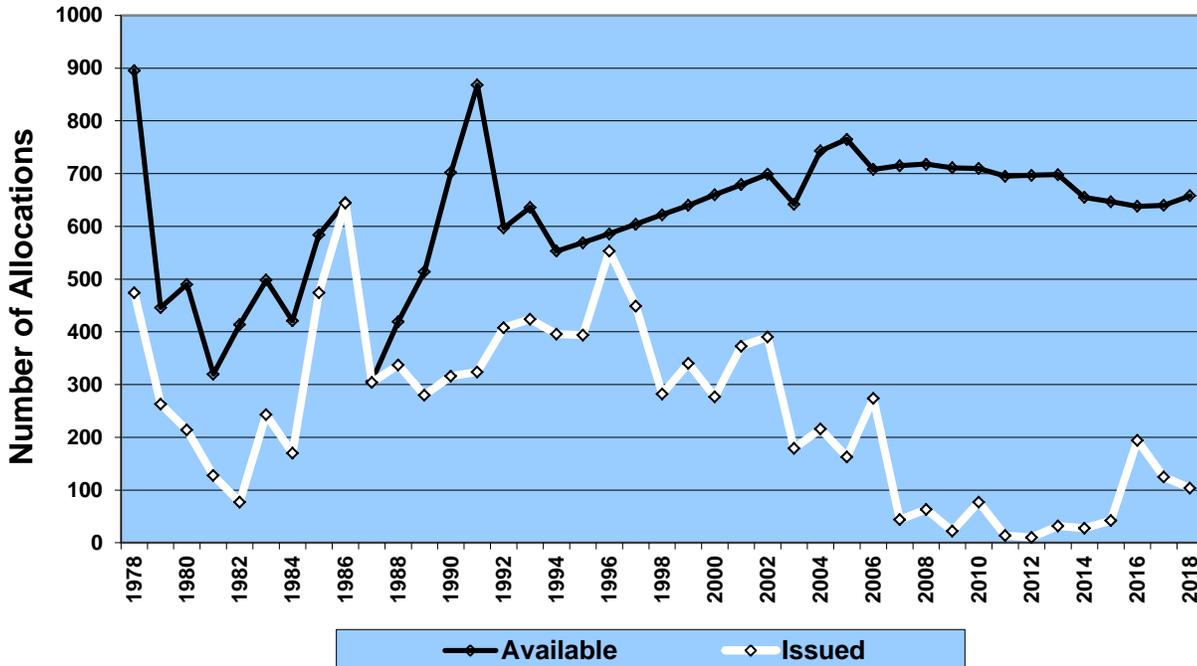
## **Background/Issues & Analysis**

Carson City manages the pace of residential development by allocating residential building permits in accordance with the City's Growth Management Ordinance. The Growth Management Ordinance was originally implemented in the late-1970's to address the City's ability to provide the necessary water and sanitary sewer infrastructure to keep pace with growth at that time. In recent years, additional city services have been added to those resources that the Board of Supervisors must consider in establishing limits on the number of residential permits that may be allocated in a given year, including school enrollment and capacity. For most of the Growth Management program's more recent history, the total number of building permit entitlements in a given year has been roughly based upon a maximum growth rate of 3%.

Building permits for up to 658 residential units have been allocated for 2018. The Planning Commission reviewed the Growth Management annual report on May 30, 2018, and recommended an allocation of building permits for up to 659 residential units for 2019. The Board of Supervisors will consider this recommendation for 2019 residential allocations on July 5, 2018.

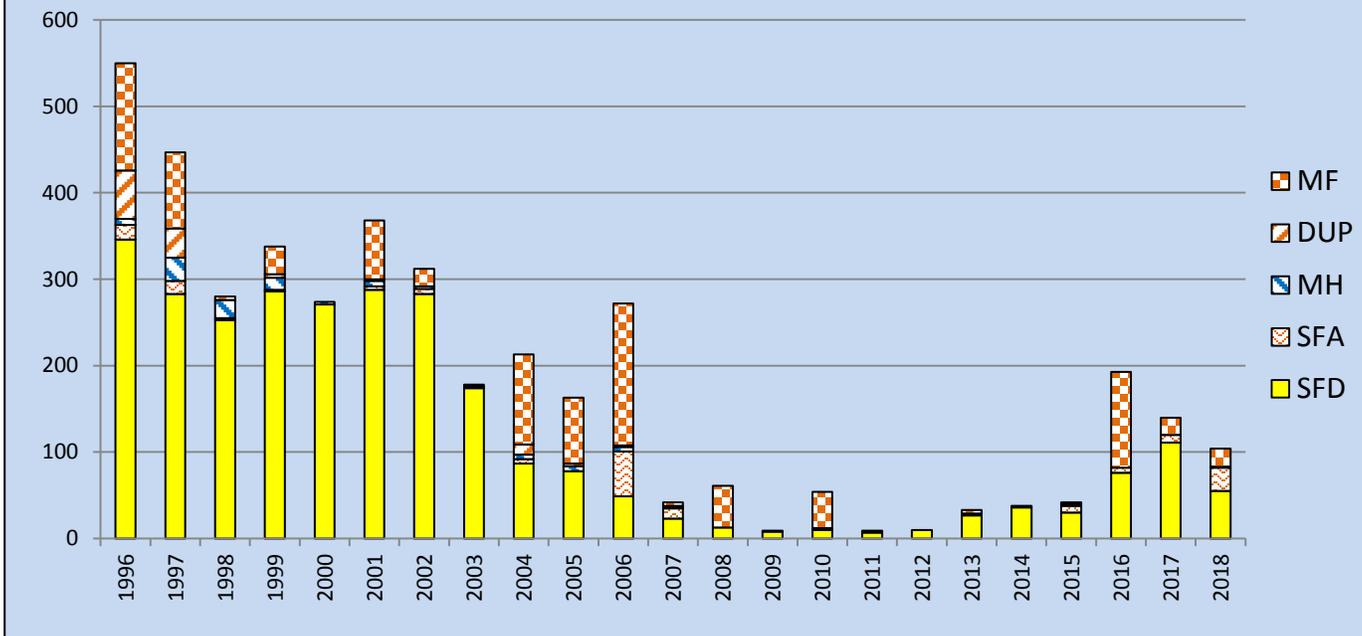
The following chart shows the historic trends of available residential allocations versus actual permits issued:

### Growth Management Residential Allocation History



	Avg. Issued/yr.	Max. Issued/yr.
1988-2017 (30 years)	230	553 (1996)
1998-2017 (20 years)	155	390 (2002)
2008-2017 (10 years)	65	194 (2016)
2013-2017 (5 years)	88	194 (2016)

### Residential Permits Issued by Type



(Through May 2018; Source: Carson City Building Division)

SFH – Single Family Detached

DUP – Duplex

SFA – Single Family Attached

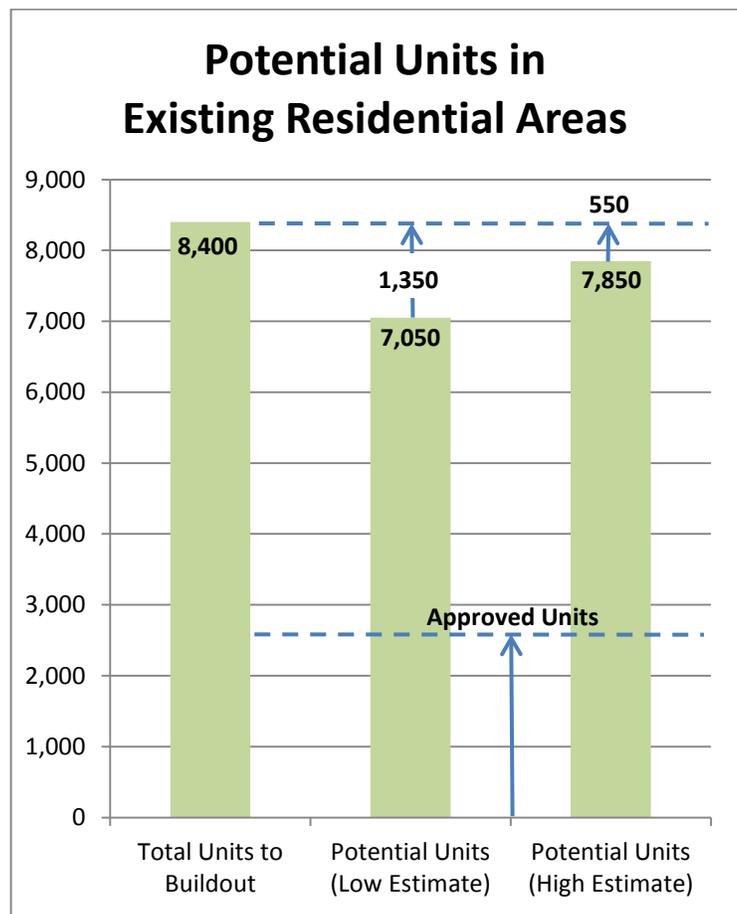
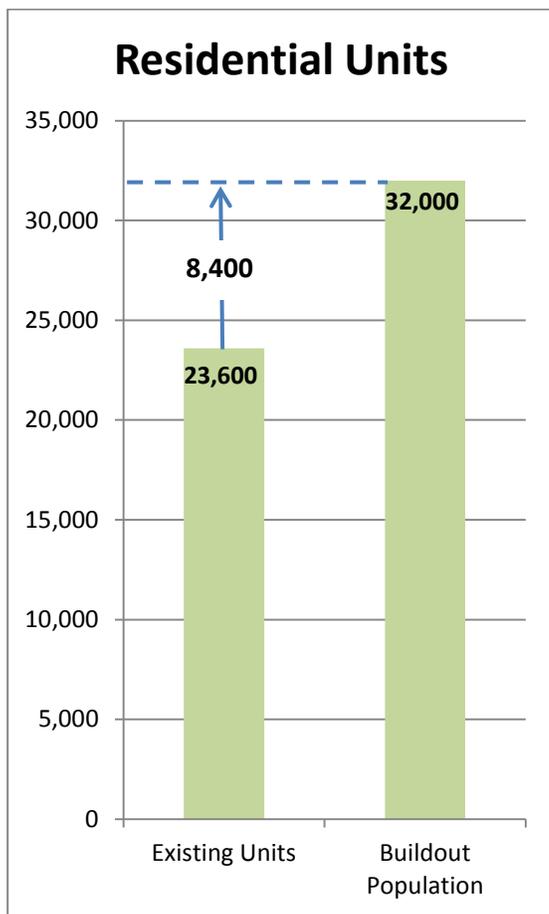
MF – Multi-family attached (3+ units, single ownership)

MH – Mobile Home

Conv – Conversion of existing unit from well to water system

Carson City land use, water, sewer, and transportation long-range planning has been based on an estimated “buildout” population of 75,000 to 80,000 since the adoption of the 2006 Master Plan. Carson City currently has approximately 23,600 residential units (per Assessor’s data), with a population of approximately 55,438 (2017 State Demographer’s estimate). Approximately 32,000 residential units would be required to accommodate a population of 75-80,000 (assuming approximately 2.5 persons per unit per 2010 US Census data). This leaves approximately 8,400 residential units—about one-third of our current residential unit count—remaining to be constructed before the City’s planned build out population is reached.

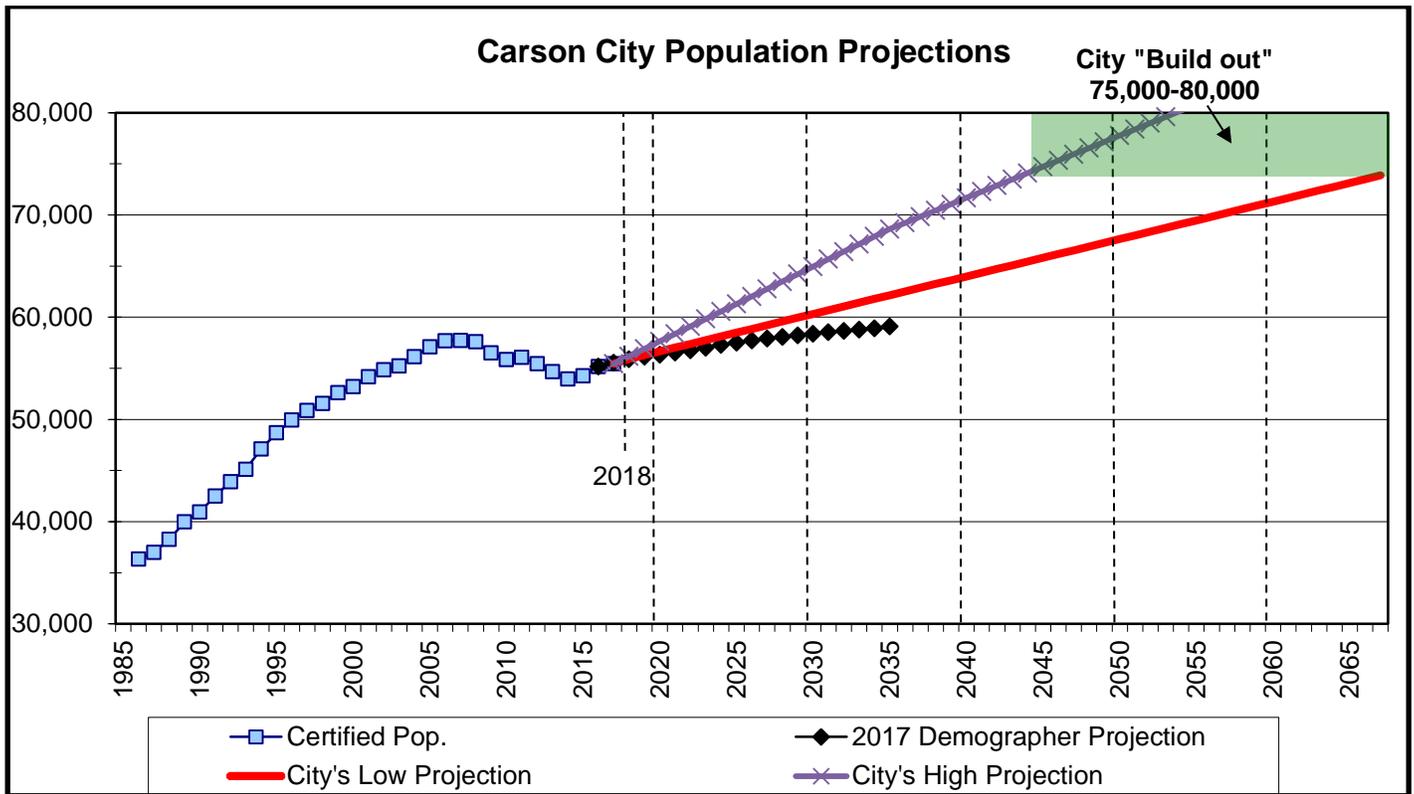
Planning staff has conducted a draft analysis of vacant and underdeveloped properties that have a residential Master Plan designation to determine if development on those properties would exceed the projected buildout population. The analysis includes a low and high estimate of potential units, with the low estimate representing the development of vacant land and the high estimate including the redevelopment of existing developed properties to the maximum densities (see the chart below). This projected potential unit count includes projects that have been approved but not constructed on non-residential parcels, such as Mixed-Use Commercial and Mixed-Use Residential designated properties. The analysis shows that buildout of the Master Plan designated residential areas will not exceed the buildout population in either the low or high scenarios. This allows for additional residential development on non-residential properties while staying within the projected buildout population.



*Note: The “Potential Units” chart indicates potential units within Master Plan designated residential areas, and also includes approved projects on non-residential properties. The “low” estimate represents the development of vacant land and the “high” estimate includes the redevelopment of existing developed properties to the maximum densities.*

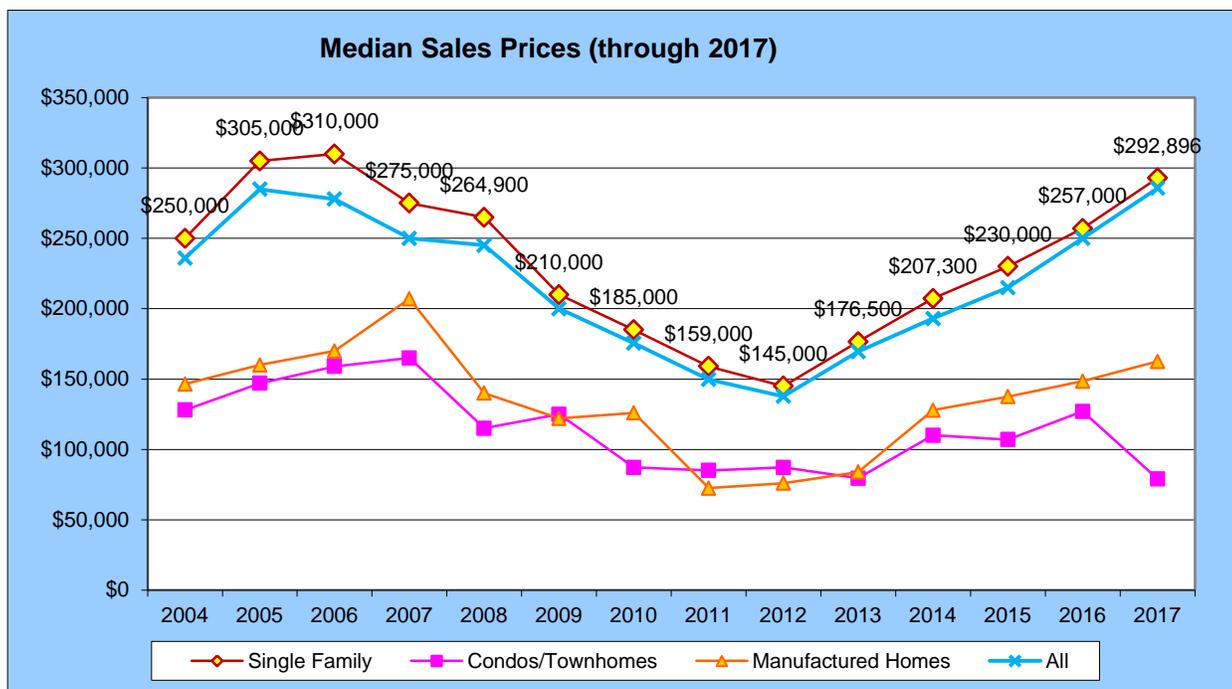
This analysis is part of a broader land use and water capacity analysis currently being conducted through the Public Works Department. The preliminary residential land use findings are provided in this report for information. The complete analysis will include projected residential and non-residential buildout capacities,

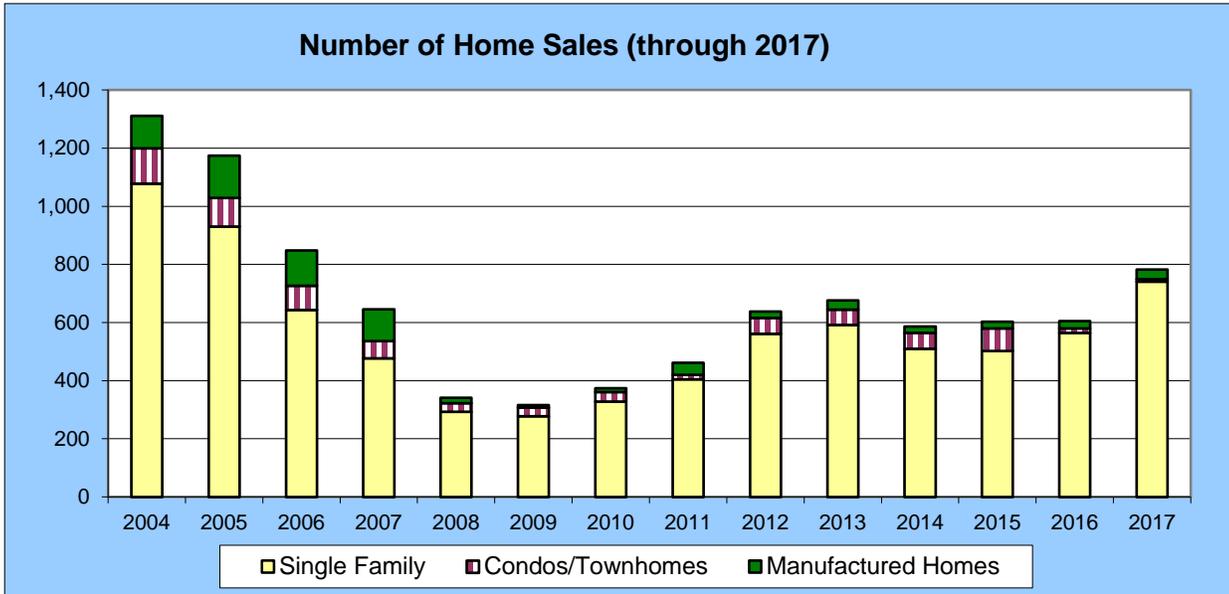
including current and projected water usage and availability models. This analysis will also allow the City to compare projected water usage for proposed land use changes such as converting commercial property to residential property. This analysis is anticipated to be completed by July, after which it will be brought to the Planning Commission and Board of Supervisors for Master Plan recommendations.



Source: Nevada State Demographer and Carson City Community Development Department

The number of home sales and sales prices, as well as many other factors, can have an impact on the demand for construction of new homes. These factors also affect the types of households that are living in single family units and the number of school-aged children in those households. The following charts show single-family residential sales and price data through 2017.

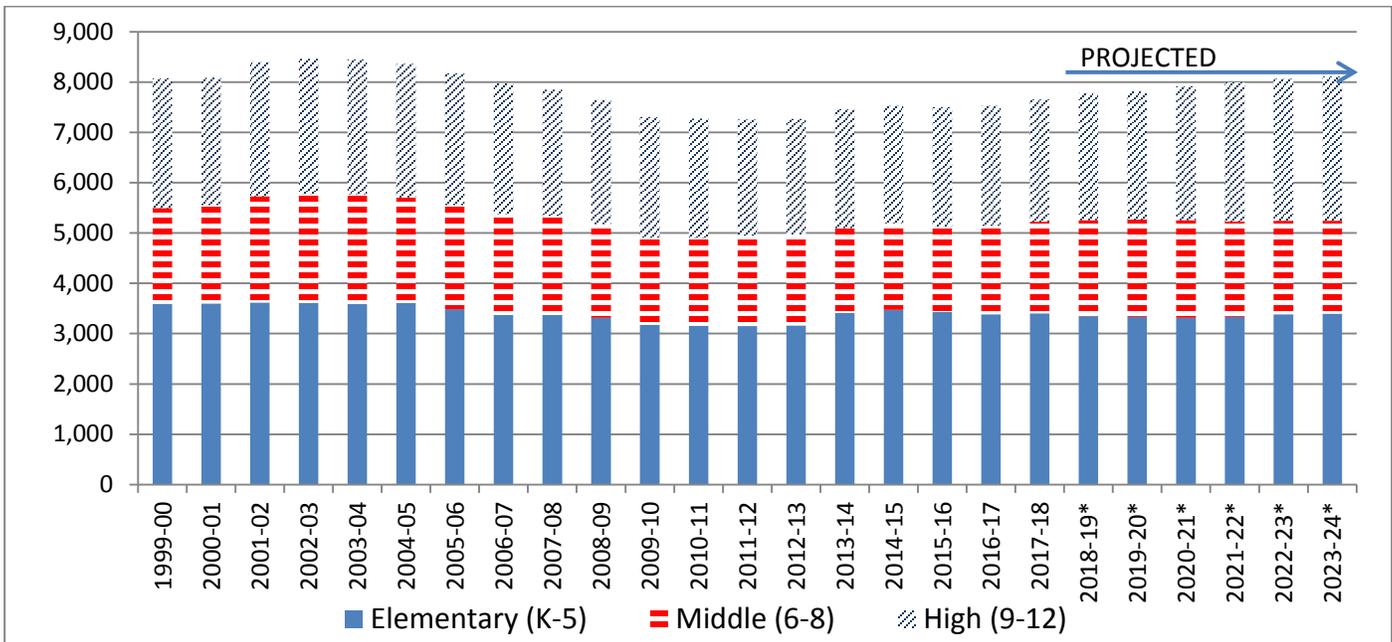




Source: Carson City Assessor

“School enrollment and capacity” is one of the essential City resources that must be considered as part of the Growth Management allocation process. As growth occurs in the City and within the School District, the School District must continue to increase overall capacity to meet its educational responsibilities. The School District's comments to the Planning Commission regarding Growth Management are attached to this staff report.

The following chart shows historic Carson City School District enrollment trends. The School District has previously noted in past years that while enrollment has not jumped significantly in recent years, mandatory programming and space requirements have increased demand for more classrooms and programming space.

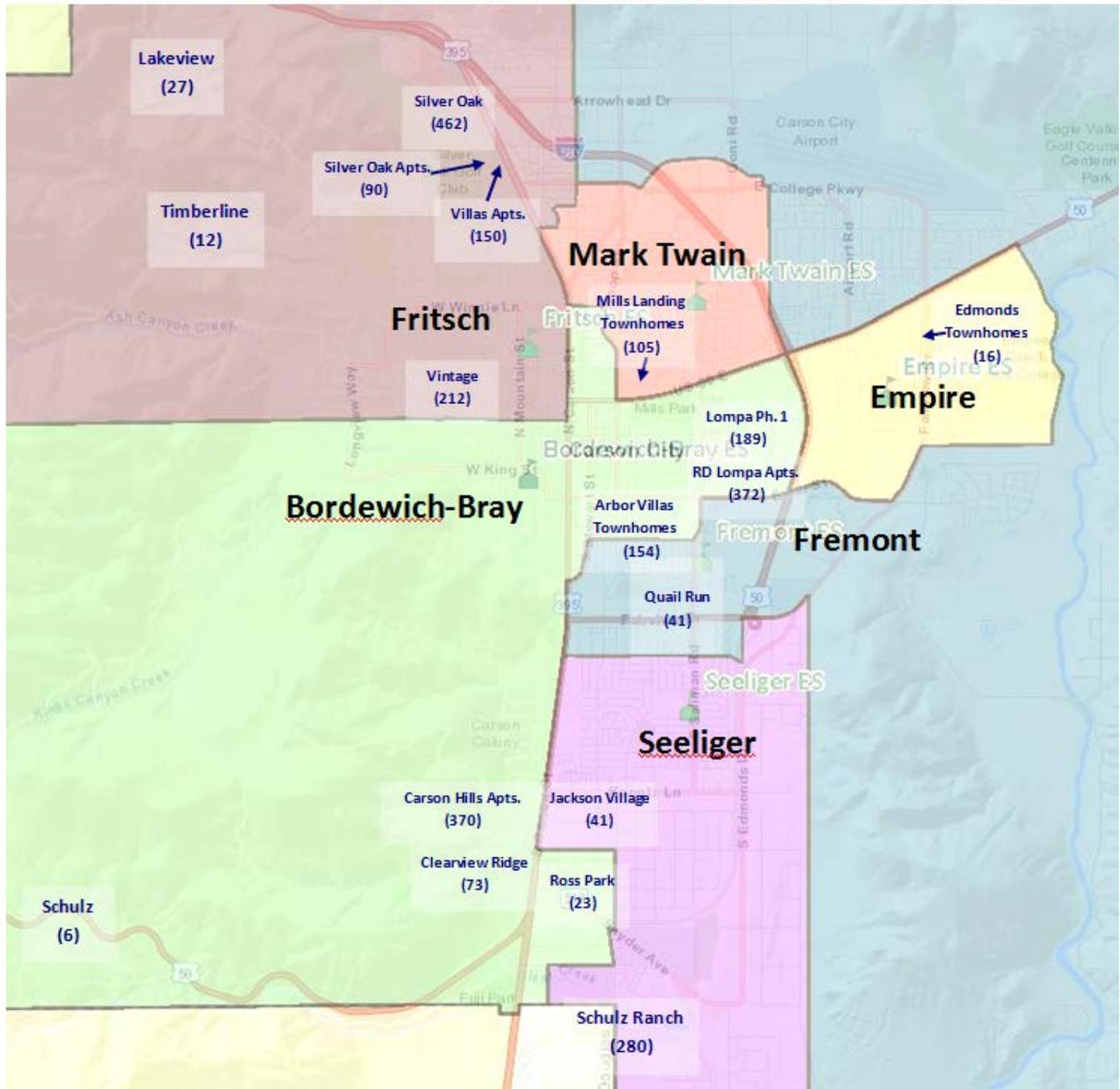


Source: Carson City School District

There are currently 390 vacant single-family lots within recorded subdivisions, with another 1,257 unrecorded single-family lots approved by Tentative Map. Of those approved lots, 1,376 are single-family *detached* lots and 271 are single-family *attached* lots (i.e. townhomes). In addition, there are 987 approved multifamily apartment units, for a total of 2,634 approved units. A Growth Management allocation will ultimately be required for each of these units as well as for other residential units constructed throughout the City.

Following is a map of these approved projects laid over the Elementary School District boundaries to show the context of where development is occurring:

### Approved Developments with Elementary School Zone Boundaries



Note that these subdivisions and approved projects do not necessarily represent all the projects that will be developed within the next few years. Some of these projects (e.g. Lompa Ranch) will take 10 years or more to develop, while other unknown projects may be approved and added to the list as new applications are received. It is anticipated that the approved residential units will be constructed over a number of years. For example, the roughly 750 units that have been constructed within the Silver Oak subdivision to date have occurred over a span of approximately 24 years. Schulz Ranch has been constructing at a pace of roughly 100 units per year. Most of the pending apartment projects each consist of multiple buildings, which are typically phased in over time. The associated Growth Management allocations for each unit are correspondingly spread out over time with the various phases.

Staff will be available for questions at the meeting. Please contact Lee Plemel at 283-7075 or lplemel@carson.org if you have questions regarding this item.

**Attachments:**

1) School District comments to Planning Commission regarding Growth Management

**Applicable Statute, Code, Policy, Rule or Regulation**

N/A

**Financial Information**

Is there a fiscal impact?  Yes  No

If yes, account name/number: N/A

Is it currently budgeted?  Yes  No

Explanation of Fiscal Impact:

**Alternatives**

N/A

**Board Action Taken:**

Motion: \_\_\_\_\_

1) \_\_\_\_\_

2) \_\_\_\_\_

Aye/Nay

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
(Vote Recorded By)



**Carson City School District**  
1402 West King Street, Carson City NV 89703  
(775) 283-2000 - Fax: (775) 283-2090

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May 23, 2018

Lee Plemel, Community Development Director  
Carson City Planning Division  
108 E. Proctor Street  
Carson City, NV 89701

**Re: Carson City Growth Management Commission Annual Meeting**

Dear Mr. Plemel,

The Carson City School District appreciates the opportunity to provide concerns regarding the impact population growth may have on Carson City's schools. While, of course, we are excited that more people are deciding to make Carson City their home, due to programmatic and funding changes at the state and local level, capacity is a real issue at all of our schools.

1. *Does your department or agency have any extraordinary service capacity issues that would be negatively impacted by residential growth in 2017-18? If so, identify the issues.*

As previously discussed in varied City and District meetings over the past two years, the School District has great concerns about service capacity currently, and that only grows as the City grows. We have used, and will continue to use, every square foot of our facilities to absorb all of Carson City's students, but it has forced us to use space in unconventional and unintended ways, similar to high enrollment points in the early 2000's. All of our available capital funding resources have been approved by the Board of Trustees to address our immediate needs over the next 3-4 years to support our student enrollment and their educational needs while continuing to provide our students safe, comfortable, efficient and attractive facilities. The pressure is felt in all of our schools and even though we are discussing rezoning to help, it can only help so much when all of the schools are in the same situation.

2. *Do you recommend limiting the number of residential building permits (new construction) that will be made available for the 2018 calendar year to address these issues? If so, what limit, and how will this limit on residential growth help resolve your service capacity problem?*

With the potential for 660 new approved units built in 2018-2019, we would expect 90 more elementary school, 46 more middle school, and 62 additional high school students, coming from a mix of housing types. (We expect 38 students per 100 single family

detached homes, 20 students per 100 apartment units, 10 students per 100 condo/townhouse units, and 30 students per 100 mixed units.) Not knowing where these exactly will be located, their value or type, is problematic for the elementary and middle school levels. Of specific concern is Bordewich Bray Elementary, Fritsch Elementary, and Seeliger Elementary, as most of the units being considered are in those zones. Work will be completed during the next school year to modify some spaces in those schools, but it is unclear if it will be enough to absorb all of the students. Increasing class sizes at the elementary level to help take on potential students is not an option we have, due to statutory requirements. Carson Middle School will undergo renovations this summer to create new classroom spaces. We are expecting their population to increase as well next year to approximately 70 students on top of the 70+ they added last year. Bordewich Bray's and Fritsch's zone fully feed into Carson Middle School. Carson High School, while it had an increase in population this year and looks to next year regardless of construction, does have some options between the Jumpstart Program at WNC, Online programing, Pioneer High School, and internships that help mitigate the impact.

Consequently, the Carson City School District does recommend a limit on residential building permits and to spread those permits throughout the city so as to not have one area grow faster than others. While we recognize that there are permit limitations in place currently, if they were mostly granted all within one school zone, it effectively negates the benefit of limited permits for the school in that zone. A concentrated growth spike in one zone would have an unprecedented impact upon our schools, school zones, and bus programs. We are unsure of what total limit for the city would be most beneficial, but consideration along those lines as well as a spreading of the residential permits equally across the city would allow us to better absorb and serve the students and families of Carson City if this were to be in place.

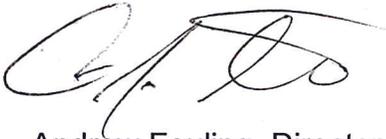
*3. What is needed by your department or agency to solve any service capacity issues identified above?*

The Carson City School District has fewer options for capital funding than any other school district in the State of Nevada.

The Carson City School District is using all of its available capital funding resources over the next five years to address this issue in a way that should maximize available space in the immediate future. However, the reality is that Carson City is quickly going to need a new K-8 school. Throughout our latest round of Facilities Master Planning Committee/Bond Oversight Committee meetings, we were very cognizant of this potential need and have it planned out to have another round of bond funding available that would be enough to potentially build this new school and have it be ready for the 2021-2022 school year. Unfortunately, due to rapidly escalating construction costs, expected interest rate increases, abated property tax revenues and no new options for funding, the Carson City School District will only have enough to build half of a school, and have no funding left to deal with deferred maintenance. We believe any future developments that could have a significant impact on student enrollment be required to donate land as a Condition of Development as a means to help the District focus funding on construction costs alone.

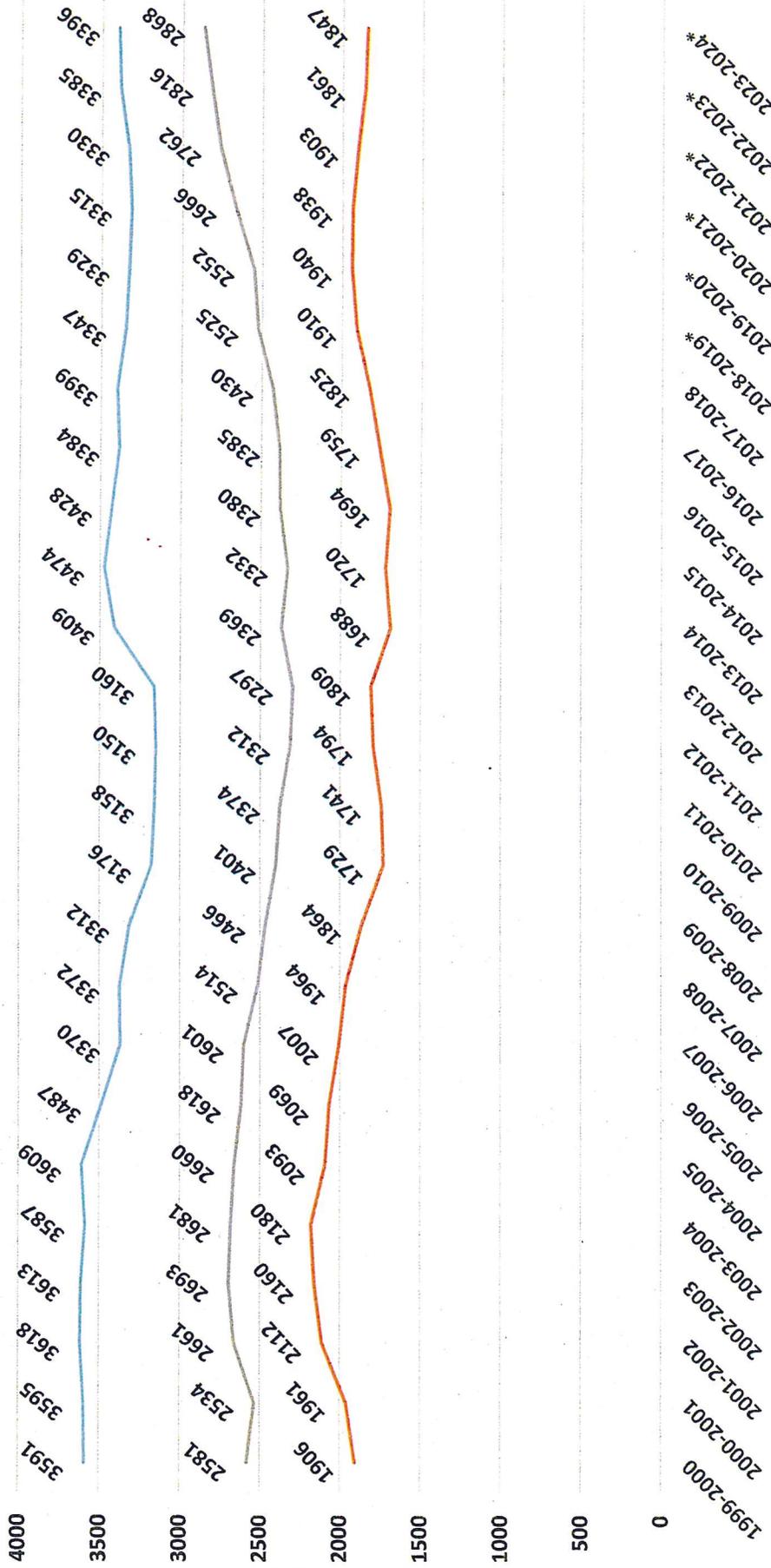
Again, Mr. Plemel, thank you to you and all involved in assuring Carson City's growth is manageable and sustainable.

Sincerely,

A handwritten signature in black ink, appearing to read 'A. Feuling', written in a cursive style.

Andrew Feuling, Director of Fiscal Services  
Carson City School District

Carson City School District: Historical, Current & Projected Enrollment (Adjusted for Half-Day Kindergarten 1999-2013)



\* Projected based on historical trends and 0.8% inflation factor for growth

— ES — MS — HS