

**STAFF REPORT FOR THE GROWTH MANAGEMENT COMMISSION MEETING OF
MAY 26, 2021**

FILE NO: GM-2021-0147

AGENDA ITEM: 6A

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 the Growth Management Ordinance for the years 2022 and 2023 and estimating the maximum number of residential building permits for the years 2024 and 2025; establishing the number of building permit allocations within the Development and General Property Owner categories; and establishing a maximum average daily water usage for commercial and industrial building permits as a threshold for Growth Management Commission review.

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 three percent. The commercial and industrial daily water usage threshold is 15,000 gallons per day annual average in 2021, 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 per the Carson City Municipal Code Title 18, Chapter 18.12 (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 (2022 and 2023, on a rolling calendar basis) and estimate the number to be made available in the third and fourth years (2024 and 2025).
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.

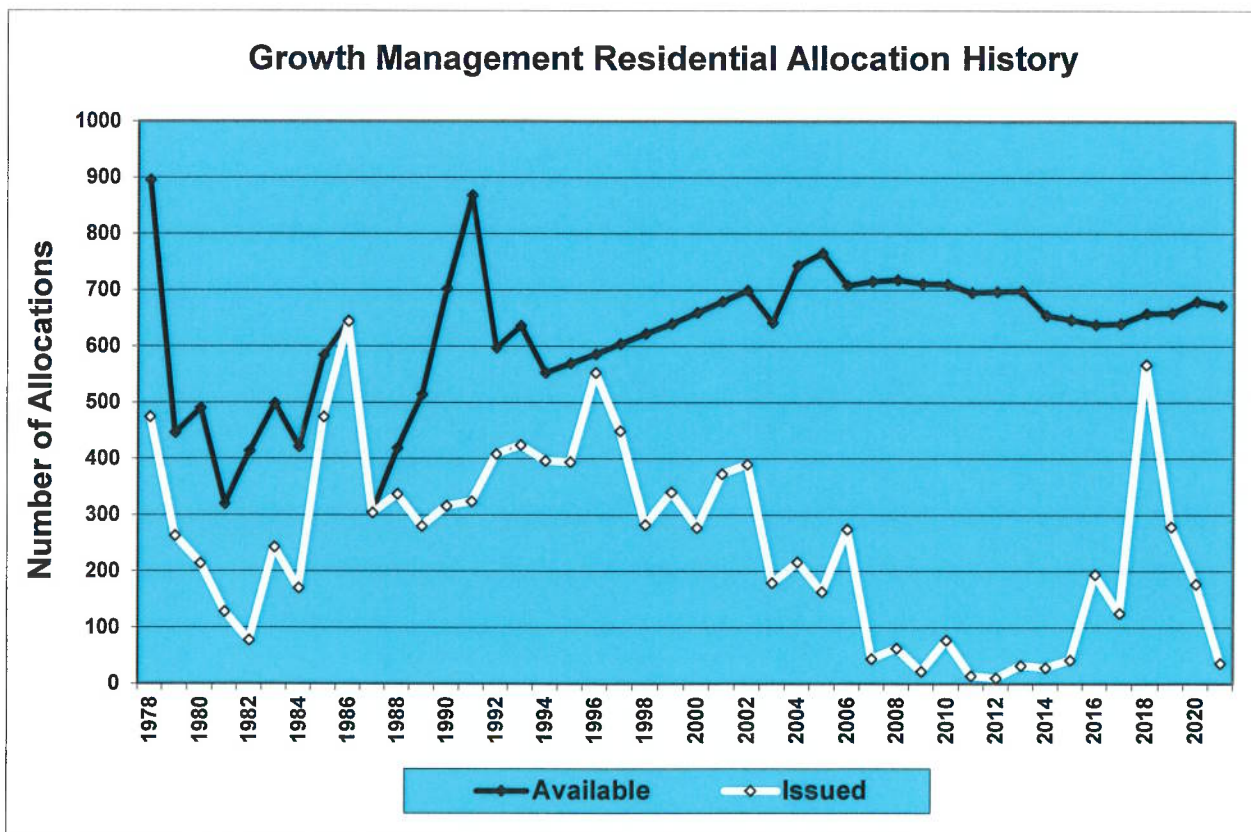
Section 18.12.050 (Purpose) of the Carson City Municipal Code, Growth Management Ordinance, states, in applicable part:

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.*

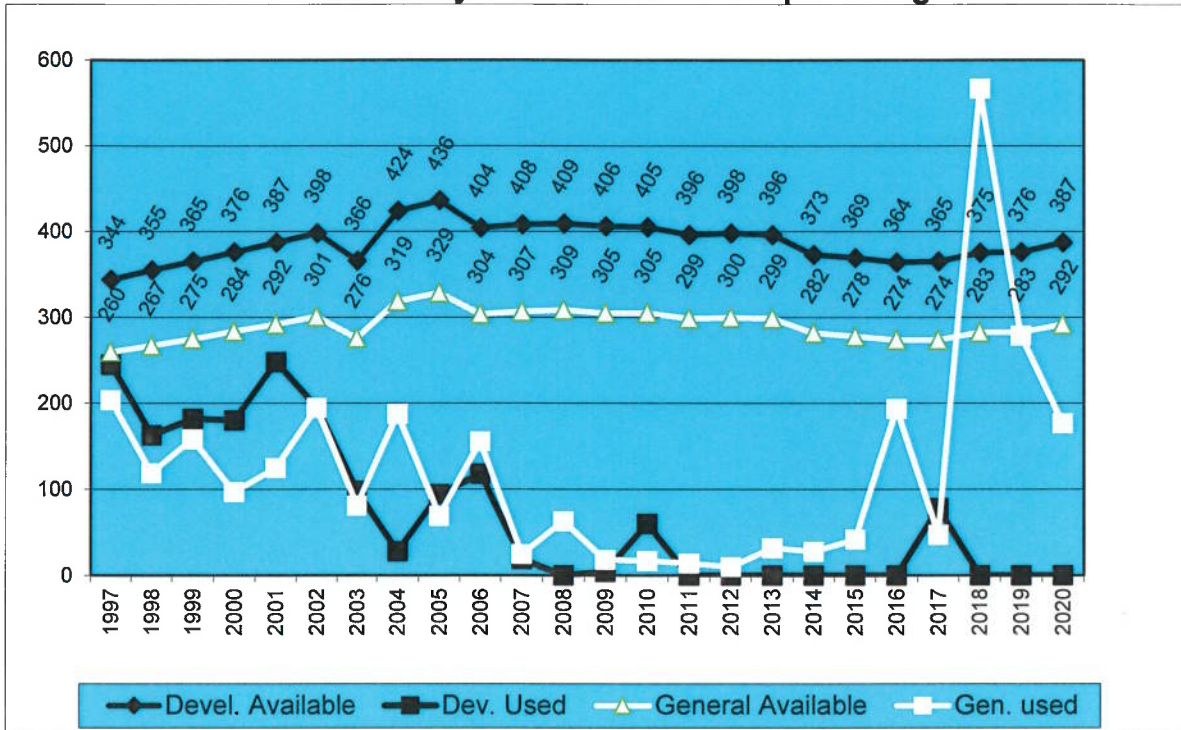
The Growth Management Ordinance was originally implemented in the late-1970's to address the City's ability to provide the necessary water and sanitary sewer infrastructure to keep pace with growth occurring at that time. For most of the Growth Management program's history, the total number of building permit entitlements in a given year has been roughly based upon a maximum growth rate of 3%. Entitlements have historically been allocated between the "general property owner" and "development project" (owners/developers with 31 or more lots/units) categories in a 43%-57% split, respectively, for the first allocation period (January through March—see Attachment C for the detailed distribution by category).

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



Through March 2021 (Source: Carson City Building Division)

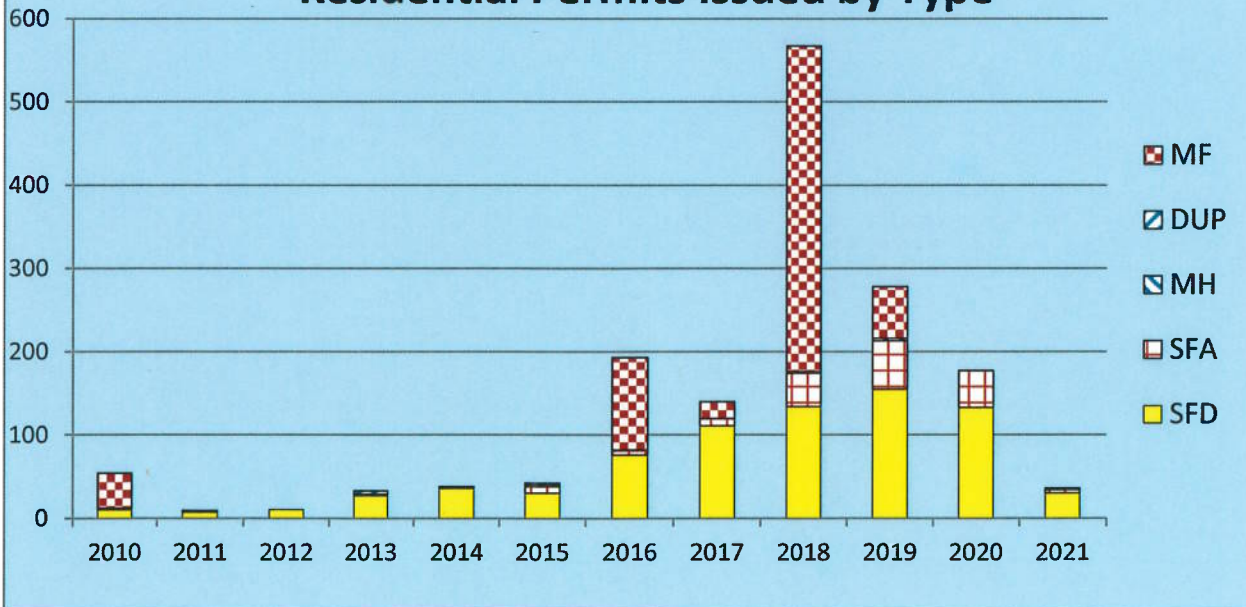
Allocations by General and Developer Categories



Note: Available allocations by category are for Period 1 only (January through March)

Growth Management Allocations Issued by Type

Residential Permits Issued by Type



Through March 2021 (Source: Carson City Building Division)

SFH – Single Family Detached
 SFA – Single Family Attached
 MH – Mobile Home

DUP – Duplex
 MF – Multi-family attached (3+ units, single ownership)
 Conv – Conversion of existing unit from well to water system

Historic Averages and Maximums

	Average issued/yr.
1991-2020 (30 years)	242
2001-2020 (20 years)	168
2011-2020 (10 years)	137
2016-2020 (5 years)	241

Maximum number issued in last 30 years: 567 in 2018.

DISCUSSION:

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.

Assembly Bill 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.

The Planning Division has solicited comments from various City departments, the Carson City School District, Carson Tahoe Hospital, and various agencies regarding their ability to accommodate growth within Carson City and, if applicable, what limits should be set on the issuance of residential permits for 2022. Written comments received are attached to this staff report.

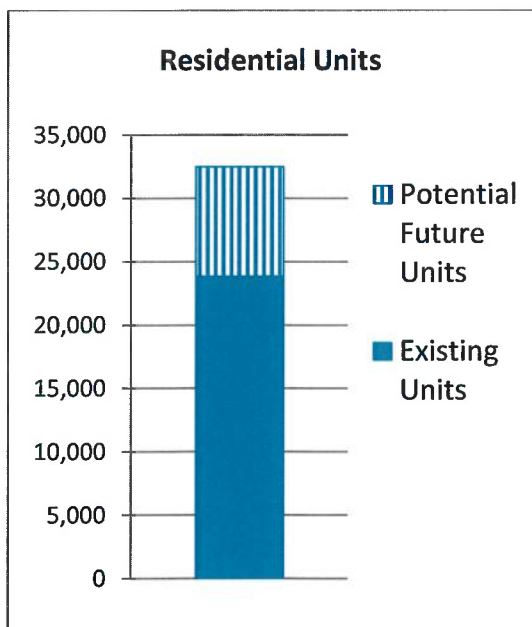
Though City departments continue to note limitations in their ability to accommodate City growth at current resource levels, no City Department comments include a recommendation to reduce the number of residential permits to be made available in 2022. The Board of Supervisors continues to incrementally address City staffing and service needs as revenues continue to recover from recession levels. Refer to the attached department and agency comments for more detail.

The Planning Division annually provides various informational data for the Commission's and Board of Supervisors' review and consideration in determining the number of residential allocations that will be made available, as well as the average daily water usage threshold for Growth Management review. The following information is provided for consideration.

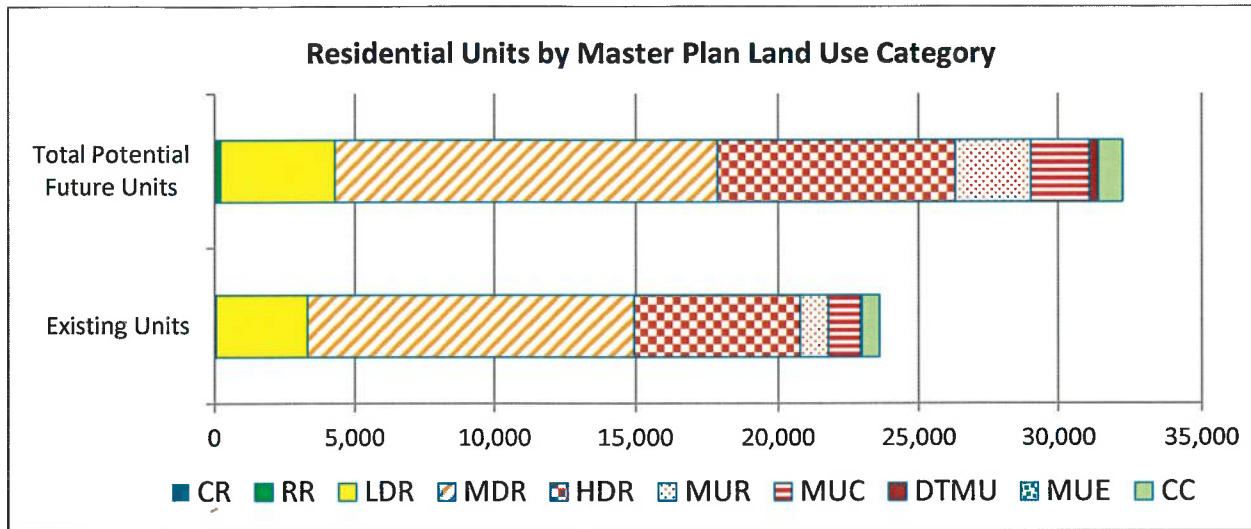
Carson City "buildout" capacity

As noted in the 2019 Growth Management report, the City has moved toward a parcel-based model for a water capacity analysis of how much growth the City can accommodate while staying within its allocated water resources. In 2019, the Public Works Department conducted 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 included residentially designated parcels being developed to their maximum potential densities and commercial and industrial parcels being fully developed. This analysis concluded that Carson City has the allocated water resources to accommodate buildout in accordance with current Master Plan and zoning. This parcel-by-parcel analysis will also allow 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.

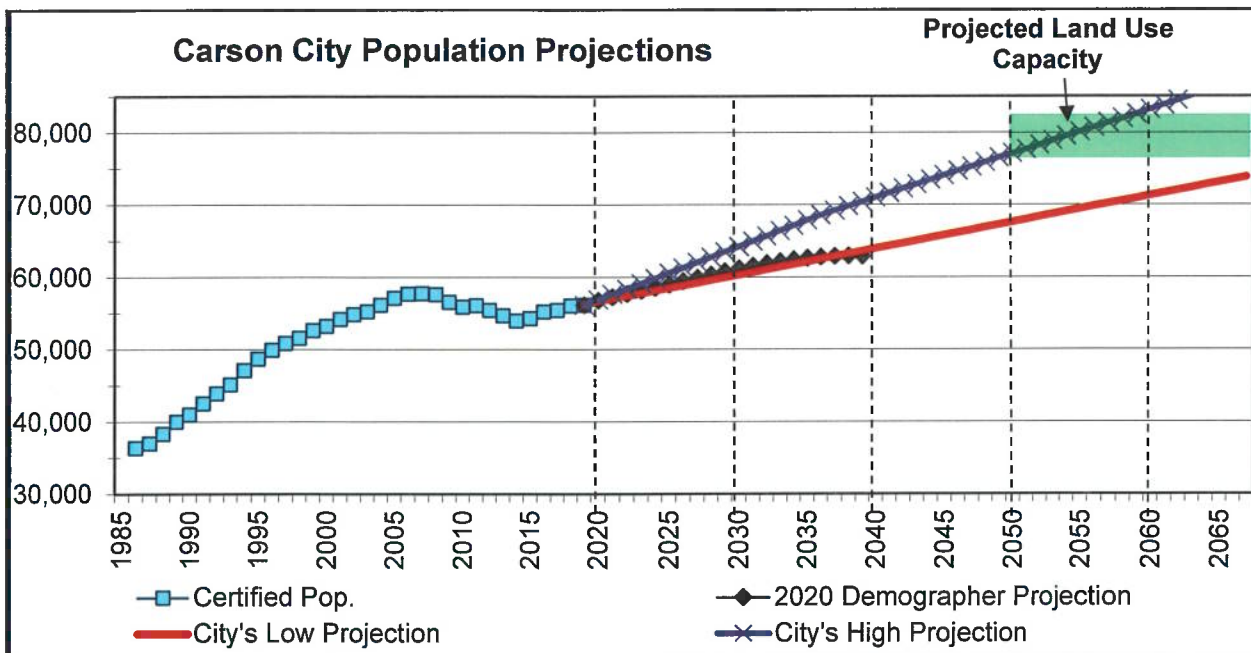
Based on updated information, Carson City has approximately 24,169 existing residential units, and increase of 349 units from when this report was presented a year ago. Assuming all currently approved developments are completed at their proposed densities and all lands designated for residential uses are developed or redeveloped to the maximum densities, an additional 8,767 (last year was 8,660) residential units could be developed for a total of approximately 32,926 (last year was 32,480) residential units. (For example, for an existing 2-acre parcel zoned for a 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 32,936 residential units would result in a population of approximately 82,340 (using 2.5 residents per dwelling unit). This maximum density was assumed for the purposes of the water capacity analysis, though it is unlikely that all existing parcels will be developed to their maximum capacity.



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



The following table shows population projections provided by the State Demographer as well as projections used by Carson City for long-range planning purposes. The City uses these projections for long-range regional transportation plans, and water and sewer capacity planning. For planning purposes, Carson City is anticipating average long-term growth of approximately 0.7%-1.3%.



Source: Nevada Demographer; Carson City Planning Division

A Growth Management allocation is required at the time of building permit for each request for a dwelling unit. Each final map that is recorded includes a statement acknowledging the City's Growth Management Ordinance. So, the approval of Final Subdivision maps works in tandem with the City's Growth Management Ordinance.

Water Conservation

Water conservation measures are applied both inside and outside of buildings. The Unified Plumbing Code address water consumption rates for toilets, sinks, and showers by limiting water usage per flush and flow rates. Division 3 of the City's Development Standards 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.

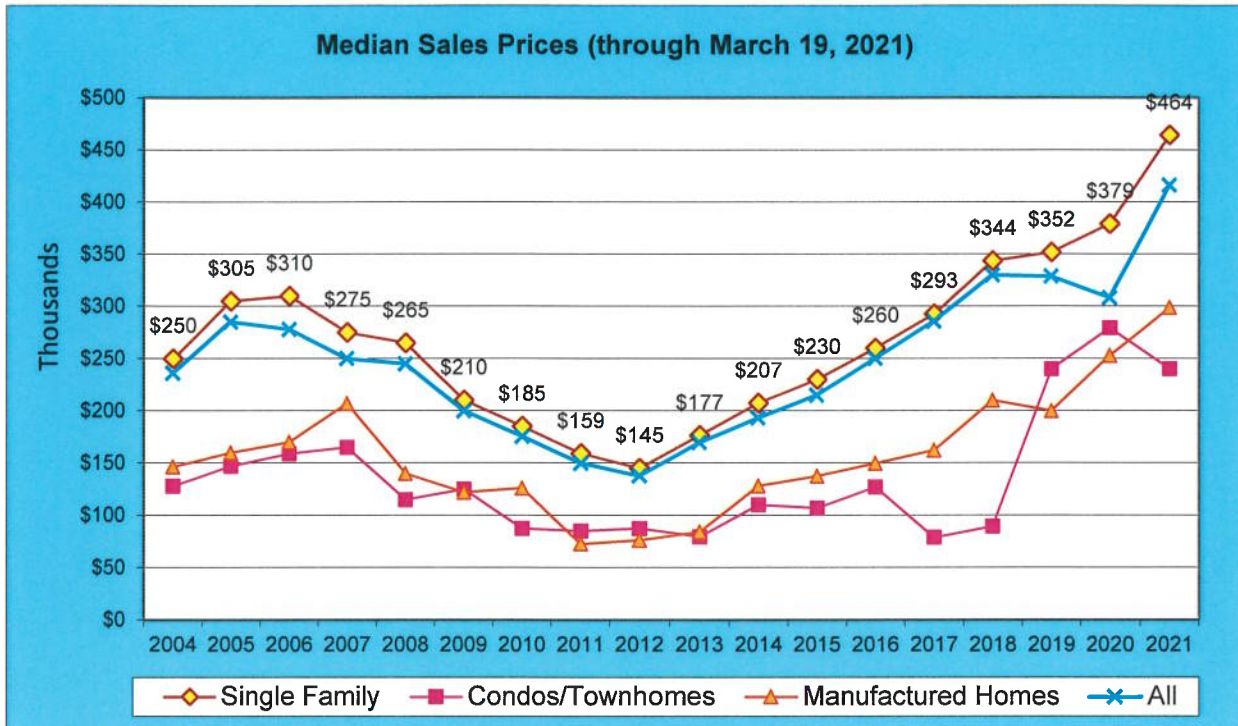
It is unlawful for anyone connected to the city water system to waste water. For the purpose of this section, "waste" means any excessive usage which causes water to run into or along any street, alley, storm drainage system, or into or upon another's property; provided nothing in this section shall 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.

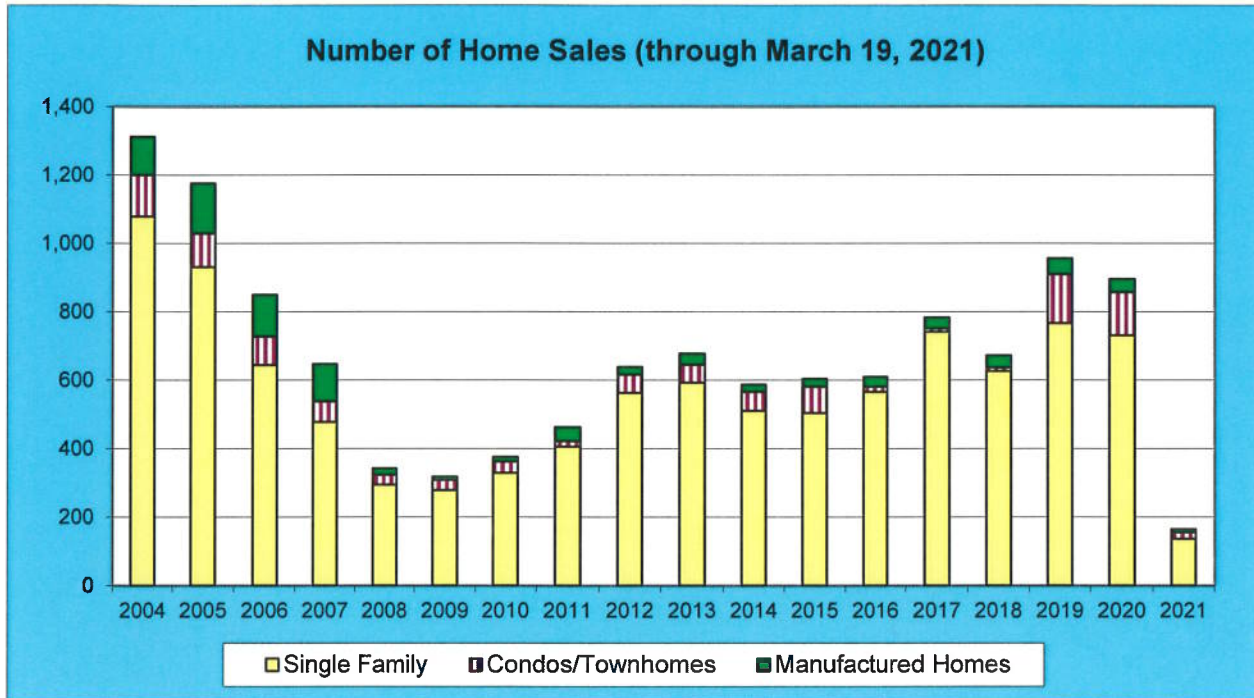
Housing sales trends

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.



Source: Carson City Assessor's data

As the above graph shows, the median sales price of housing has continued to rise for the eighth straight year in 2020, and early 2021 sales show a continued increase in median home price. An affordable home for a family with a household income of \$55,000—approximately the median household income in Carson City—would be approximately \$250,000 to \$275,000. Of the 895 total homes that were sold in 2020, 16% (144) were sold for \$275,000 or less (19% were \$250,000 or less in 2019). Of the 731 single-family detached homes (non-condo/townhome and non-manufactured homes) sold in 2020, 7% (54) were sold for \$275,000 or less. Of the 126 townhomes and condominiums sold, 48% (61) were sold for \$275,000 or less, and 76% (29) of the 38 manufactured homes (real property) that were sold in 2020 were \$275,000 or less.



Source: Carson City Assessor's data

City capacity to process 672 permits in one year

The building permit center is an “enterprise fund,” meaning it uses revenues directly generated by permits to fund the permit center functions. When more permits are submitted, this immediately generates revenues that can be used to ensure that appropriate staff is hired to handle the permit processing workload. This includes funding the time for staff in the Community Development, Public Works, Fire, and Health Departments to review and inspect building permit plans. Staffing levels for building permit reviews and inspections have been increased over the last several years to handle the increase in permitting activity, including an increase in non-residential construction.

Some City departments have noted that they cannot accommodate growth while maintaining current levels of service at existing staffing and resource levels. However, the construction and community growth would also bring additional City revenues to be able to pay for additional resources to meet the growth demand. Significant growth in the residential sector of the economy would be an indicator that the overall economy is strong, which would also result in additional City revenues. It should also be noted that there would be a delay of a few months between the issuance of a building permit and the completion and occupancy of a residence, delaying the associated population growth impacts.

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 State Demographer population estimates for Carson City (usually one year behind the current year) 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 (2.54) to calculate the allocations. The details of the methodology used in determining the recommended allocations for 2022 are included in Attachment E. The methodology has been included in each report since 2006 to establish a consistent method that can be tracked through time.

While the 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.

The Growth Management program was developed in response to a moratorium by the State Division of Water Resources on new subdivisions in Carson City in the 1970's due to wastewater and water capacity issues. The program was developed in cooperation with the State to address their issues. Those specific issues were addressed by the City years ago.

Even during times of slow growth when there are no apparent, imminent capacity issues, staff believes the program should remain in place, in part, to stay in good standing with the State on water- and wastewater-related issues. The current potential growth and development pressures emphasize the need to continue the Growth Management program so that the impacts of residential growth can continue to be monitored and appropriately limited.

Growth impacts on the Carson City School District

"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.

Comments from the School District are included in Attachment A. The School District notes that despite ongoing residential construction activity, the School District has not yet seen related growth in the student enrollment. The District is pursuing a program of replacing portable classrooms with permanent brick and mortar structures, is promoting 5th grade students from Fremont Elementary to Eagle Valley Middle School, and building classrooms at Eagle Valley Middle School.

Commercial and Industrial Average Daily Water Usage Threshold

The Commission is also required to establish the average daily water usage threshold for Growth Management Commission review. A threshold of 15,000 average gallons per day was adopted in

2016, up from 7,500 gallons that was used for years prior to that. To give an idea of how much water this is, 7,500 gallons per day is approximately the average amount used by a large restaurant, including landscape irrigation. With recent and continued improvements to the water system and additional water resources being produced and delivered from the Carson Valley, Public Works staff recommends retaining the average daily water usage threshold for Growth Management review at 15,000 gallons.

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. The Public Works Department has the ability to require improvements with building permits that are necessary to meet water demands for each project without Growth Management Commission review. Furthermore, the Public Works Department will continue to use the recently completed water capacity analysis to monitor the impacts of each development individually and in aggregate for the long-term impacts to water capacity.

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 2022 and 2023 and recommend an estimated number of total permits available for 2024 and 2025. A distribution of 43% to the "general property owner" category and 57% to the "development project" category has historically been established and is recommended by staff 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	2021	2022	2023	2024
3.0%	Total	672	692	713	734
	General	289 (43%)	298 (43%)	--	--
	Development	383 (57%)	394 (57%)	--	--
2.5%	Total	560	574	588	603
	General	241 (43%)	247 (43%)	--	--
	Development	319 (57%)	327 (57%)	--	--
2.0%	Total	448	457	466	475
	General	193 (43%)	196 (43%)	--	--
	Development	255 (57%)	261 (57%)	--	--

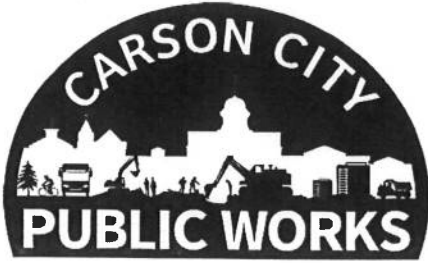
Carson City has historically based the number of available permits in a given year on allowing a maximum growth rate of 3%. Note that future allocation estimates assume a continued actual growth rate of 3% and are adjusted each year based on actual estimated population growth figures—i.e. actual growth 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 in the Planning Division at 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 Schulz, Public Works Director
DATE: May 11, 2021
SUBJECT: Growth Management Report 2021

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 2021.

The operational reports are as follows:

WATER OPERATIONS:

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

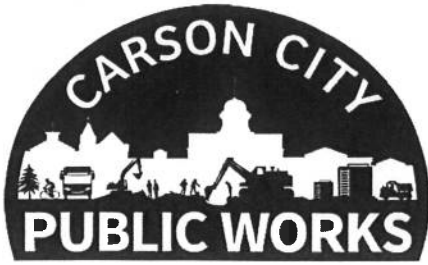
Carson City must allocate approximately 2,700 acre-feet to remaining approved undeveloped lots. As required by the State Engineer's Office, additional parceling is also being accounted for. It is estimated that in 2021, Carson City's water usage will be approximately 10,135 acre-feet. This number includes State, commercial and industrial usage.

Subtracting the predicted 2021 water usage of 10,135 acre-feet and outstanding water commitments of 2,700 acre-feet from Carson City's usable water rights of 18,648, leaves a balance of approximately 5,813 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 2021 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 5,300 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 24 million gallons per day (MGD) of production supply for a drought year. The maximum maximum-day demand from 2010 to 2020 was approximately 20 MGD. There is approximately 4 MGD of peak supply capability remaining, if all supply sources are functioning.

Carson City Public Works can accommodate the projected 3% growth for the remainder of 2020 through 2021, 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.

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 2020 maximum monthly average flow was 5.3 MGD. With respect to the planned growth, a potential development rate of 3% through 2021 could be accommodated by the WWRf and wastewater operations.

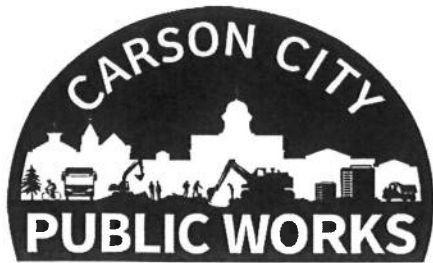
LANDFILL OPERATIONS:

The Landfill has a projected life expectancy of approximately 27 years. With respect to the planned growth, a potential development rate of 3% through 2021 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.

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 2020 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



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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 2022, 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 2022.

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. 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 April 15, 2021, there are 3,904.5 acres of Special Flood Hazard Area in Carson City. Of that area, 2,721.8 acres or 70% 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 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 2021 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.



May 4, 2021

Mr. Lee Plemel
Community Development Director
Carson City Planning Division

Mr. Plemel,

The Sheriff's Office is providing input to the "Growth Management of 2022 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 2022-2023? 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 2022 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 2020 (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, 40 seconds.
- **Traffic Management:** Accident occurrence rates declined in 2020, especially between March-July. Rates increased slightly for the remainder of the year, but at a level which shows improvement compared to 2019.
- **Sheriff Call Volume:** Call volume is steady after increasing over the most recent years. Call volume for 2020 remained the same compared to 2019 which was 2% over 2018 and 14% over 2017.
- **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 1650 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 2020 accident rates declined to 511, possibly due to less traffic during Covid restrictions.
- **School Activities** dipped slightly to approximately 2,000 compared to an average of 2,250 to 2,500 calls for service annually. This is most likely due to school closures and reductions during Covid lockdowns and restrictions. 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 and/or drug related show an unremarkable change.

Detention Division:

- Total Bookings at the Detention Center declined in 2020 to just over 1,800, compared to 2,500 to 3,000 per year previously. Reason for decline was due to Covid precautions and implementing alternatives to arrests such as citations or future court dates.
- Average Daily Population in 2019 (all inclusive) was estimated at 66% capacity. However, during the period examined, the Sheriff's Office increased the jail capacity 22%; therefore, ***the average daily population to Original Construction Capacity is at 82%. Capacity levels greater than 80% of original construction should be considered to exceed critical health, safety, welfare capabilities and necessitate additional staffing considerations.*** Due to Covid concerns, Average Daily Population dipped in 2020 between Apr-Aug but then began rebounding to closer to average numbers by the end of the year. Average Daily Population is expected to return to 2019 numbers in the future.

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

Carson City Fire Department

May 10, 2021

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 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.

The fire department does support growth and development in Carson City. However, in order to continue to provide the excellent service levels our community currently receives we will need additional resources and staffing.

Sincerely,

Sean P Slamon
Fire Chief

1402 West King Street / P.O. Box 603
Carson City, NV 89702



Phone: (775) 283-2000
Fax: (775) 283-2090
www.carsoncityschools.com

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

May 10, 2021

Dear Mr. Plemel,

Thanks for the opportunity to provide input in accordance with the Growth Management Ordinance. I am grateful to be part of a community that values input from local governments, small business owners and citizens in the planning and operation of the Community.

As the city, state, and nation begins to emerge from the world-wide pandemic, Carson City School District is beginning to observe a return to greater social and economic activity. However, even with the ongoing construction activity and the increasing values of home prices in the area, Carson City School District has not yet seen related growth in student enrollment. Due to the pandemic this year, a number of families elected to keep their kindergarten-age students at home and/or home-school their older children. In other households, families also elected to enroll their children in full-remote classes keeping daily student presence at the schools in smaller numbers than in the recent past. As a result, projecting future student enrollment is more difficult to determine. This year, the first formalized student count occurred on September 22, 2020 with 7,576 students. As of today's date, the District has an enrollment number of 7,581 students in Kindergarten through the 12th grade. With the new construction projects (including residential properties) occurring in the city and the lack of corresponding student enrollment, one may assume there is a lack of affordable housing for young families. Because the schools are not seeing large increases in student enrollment, homebuyers are either retirees with no school-age students or families with older children who have the ability to purchase property at the high prices demanded in today's real estate market. Even the current rental prices of an average priced apartment in Carson City appear to be a limiting factor for entry-level job seekers with young families. The schools in Carson City School District have been open in some fashion for the entire school year of 2021-2022, even so, under the current conditions it is difficult to clearly determine student enrollment for the 2021-2022 school year.

In the last 20 years, student enrollment in Carson City School District has increased slowly. In addition, the District has taken steps to remove portable classrooms and replaced them with permanent brick and mortar structures. With the expectation that student growth will continue, the District has made plans to reduce over-crowding by modifying school attendance zones and adding on to existing schools. One such attempt is occurring at the middle school level where a change in attendance zones now sends all

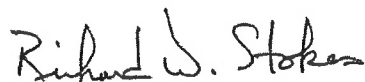
promoting 5th grade students from Fremont Elementary to Eagle Valley Middle School (EVMS). While this action is reducing the number of students attending Carson Middle School, Eagle Valley Middle School is now nearing capacity. Thanks to the sale of a voter approved school bond and consent from the Planning Commission, the District is adding classrooms and other school-related infrastructure to EVMS. The EVMS school addition will begin the summer of 2021 with completion scheduled for the start of the 2022-2023 school year. These actions will create two large middle schools of equal student capacity, programming, and staffing in Carson City.

Due to the projected growth in Carson City, the District also plans to adjust the attendance zones of the District's elementary schools based on the current planned housing developments. The District plans to keep the elementary school populations to fewer than 650 students at each site.

With all of the wonderful things going for Carson City, growth is inevitable. As long as new, young families move to our community, both the City and the District must continue to plan for growth. It is my hope that as new developers propose projects in the city, our community leaders continue as they have in the past to alert and invite school officials to engage in the discussions. Given our challenges to raise capital funds necessary to fully purchase and or build new schools, I advocate for any school-friendly allowance or consideration that may be possible from the developer of each residential plan in the City. If possible, the District would prefer to limit new single and multiple family construction in such a way that expected student enrollment growth could occur gradually and without negatively affecting any one school due to large numbers of school-age students coming into one school attendance zone all at once.

Thanks for your service to our citizens and the community.

Sincerely,

A handwritten signature in black ink that reads "Richard W. Stokes". The signature is written in a cursive, flowing style.

Richard Stokes, Superintendent
Carson City School District


C: Board of Trustees
Andrew J. Feuling, CFO
Mark Korinek, Director of Operations



CARSON CITY, NEVADA

CONSOLIDATED MUNICIPALITY AND STATE CAPITOL

To: Hope Sullivan, Community Development Director

From: Jennifer Budge, CPRP, Parks and Recreation Director 

Subject: Growth Management Impacts on Parks and Recreation Services

Date: May 10, 2021

Thank you for providing the opportunity to comment and 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 neighborhood parks will be contemplated consistent with the City's Park Master Plan, and the desire for additional trail connectivity, as outlined in the Unified Pathways Master Plan. While new neighborhood parks can be funded through Residential Construction Tax (RCT) as outlined in Nevada Revised Statutes, RCT doesn't generate enough funds to adequately construct parks without a significant contribution from developers to supplement the RCT. Partnerships between the City and developers will be 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 sufficient 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

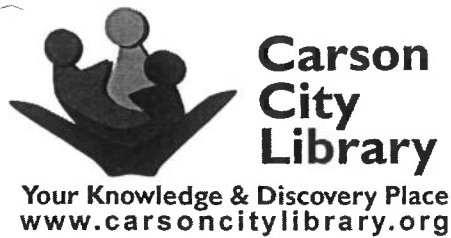
It is recommended to not limit residential permits, as it would be counterproductive toward continued economic recovery and growth, while providing much needed job creation. This is subject to a sustainable maintenance program for new parks and recreation facilities. Maintenance and



infrastructure preservation should be 100% funded by Homeowners or Maintenance Associations (HOA), with a Landscape Maintenance District (LMD) as a secondary measure, to 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 64-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.*



TO: Lee Plemel, Community Development Director

FROM: Tod Colegrove, Library Director

DATE: 10 May 2021

RE: Growth Management – Impacts on the Carson City Library

Thank you for the opportunity to provide input for the annual Growth Management report. Please see the responses below.

1. Does your department or agency have any extraordinary service capacity issues that would be negatively impacted by residential growth in 2021-2022? If so, identify the issues.

The Carson City Library is proud to serve the community. It has been and remains an anchor resource in a city that has grown significantly over the years. A typical day in the library sees 500-1000 community members through its doors, whether checking out books or movies, or using library computers and internet access.

The physical library building was built in the 1970's, and expanded in the 1990's. While the facility was presumably right-sized at the time, since then the community has grown substantially. Adding to the problem, age and use has led to a building currently in need of more than \$1.9 million in repairs according to the recent Facility Condition Assessment conducted on behalf of the City dated May 13, 2020.

Use of grant and private funds made possible the addition of labor-saving materials handling units, self-service stations, and creative redesign to maximize use of existing square footage in an attempt to meet the needs of the City's growing population. Nevertheless, the library building is operating beyond capacity for services and materials with no options to add books stacks or programming space. Individual and group meeting and workspaces, much less places to sit and read, are very limited.

Increased growth will put additional pressure on a system that is already overburdened.

2. Do you recommend limiting the number of residential building permits (new construction) that will be made available for the 2021 calendar year to address these

issues? If so, what limit, and how will this limit on residential growth help resolve your service capacity problem?

The Carson City Library does not recommend a limit on residential building permits. Limiting future growth will not solve the overload already in place for a building that has not been expanded to meet the needs of the community, with repairs past due.

3. What are your recommendations to solve any service capacity issues identified above?

In addition to implementing needed repairs and deferred maintenance identified in the previously mentioned Facility Condition Report, a sincere effort to identify and address the existing overload needs to be made. A collaborative effort to engage the community in a conversation about how to best meet their needs for Library services would inform decisions as to potential expansion of the building at the current location, possible consideration of satellite locations, or even mobile options that could best serve the community.

Leveraging the availability of federal grant opportunities, such as the currently pending Build America's Libraries Act, in conjunction with grant funding opportunity available through the Western Nevada Development District and funding through local non-profit agencies and private donors, could go a long way toward covering costs.

RESOLUTION NO. 2021-R-__

A RESOLUTION AMENDING THE MAXIMUM NUMBER OF RESIDENTIAL BUILDING PERMIT ALLOCATIONS UNDER THE CARSON CITY GROWTH MANAGEMENT ORDINANCE FOR THE YEARS 2022 AND 2023 AND ESTIMATING THE MAXIMUM NUMBER OF RESIDENTIAL BUILDING PERMIT ALLOCATIONS FOR THE YEARS 2024 AND 2025; 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; 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 Board of Supervisors of Carson City 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 May 26, 2021, and recommended the maximum number of residential building permits to be made available for calendar years 2022 and 2023, and the Commission estimated the maximum number of residential building permits for calendar years 2024 and 2025; and

WHEREAS, the 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 Board of Supervisors hereby resolves:

1. Beginning on the first city working day in January 2022, the Building Division shall make available a total of **672** residential Growth Management allocations for building permits. The 2021 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 **289** 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 **383** 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 2022. 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 2023, the Building Division may upon Board of Supervisors' approval make available pursuant to Carson City Municipal Code Section 18.12 a maximum total of **692** residential building permits, assuming three percent growth occurs in 2022. The building permits shall be disbursed as follows:

(a) For the general property owner category, a subtotal of **297** 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 **395** 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 2024, it is estimated that the Board of Supervisors may make available a maximum of 713 residential building permits, assuming continued three percent growth.

4. For calendar year 2025, it is estimated that the Board of Supervisors may make available a maximum of 734 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 2022 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. 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).

7. 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.

8. This Resolution and the Growth Management staff report to the Board of Supervisors from the meeting of July __, 2021, shall be forwarded to the State legislators representing the City in accordance with Assembly Bill 240 (2019).

ADOPTED this ____ day of _____ 2021.

AYES: Supervisors _____

NAYES: Supervisors _____

ABSENT: Supervisors _____

LORI BAGWELL, Mayor

ATTEST:

AUBREY ROWLATT, Clerk-Recorder

**2022 Building Permit Distribution Table (3% alternative)
Per CCMC 18.12.055(1)**

	Period 1 January, February & March	Period 2 April, May & June	Period 3 July – December
Total Available	672 allocations available	Any remaining permits available	Any remaining available
Development Category (31 or more lots or units)	<p>383 building permits available (57%)</p> <p>Permits divided equally among the qualified development projects on the list as of January 2.</p> <p>Where a development project has less units or lots than the total number of building permits allocated to it, the remaining units shall be divided equally among the remaining development projects.</p> <p>Additional development projects may be added to the list during Period 1 and use any remaining building permits if the units or recorded lots of the qualifying projects on the list total less than the number of building permits allocated to the development category.</p>	<p>A maximum cumulative total of 574 permits (50% above the maximum number originally allocated to the category) may be obtained on a first come, first served basis, or until the total number of available permits run out, whichever comes first.</p>	Any remaining building permits available on a first come, first served basis
General Category	<p>289 building permits available (43%)</p> <p>A maximum of 30 permits may be issued to an individual property owner during this period.</p>	<p>A maximum cumulative total of 578 permits (100% above the maximum number originally allocated to the category) may be obtained on a first come, first served basis, or until the total number of available permits run out, whichever comes first.</p>	Any remaining building permits available on a first come, first served basis

Methodology for Determining Number of Residential Allocations

ATTACHMENT D

Assumptions:

- The 2020 certified Carson City population estimate is 56,434. (The most current State Demographer population estimate.)
- This certified 2020 population estimate is used as the "baseline" for establishing 2022 residential allocations
- 2.54 persons per household is assumed per 2010 US Census.
- 2020 Allocations Issued = 177

Methodology:

- 1) (2020 pop.) + (2020 allocations issued x 2.54) = 2021 pop. est.
- 2) (2021 pop. est.) x (% growth rate) = 2022 population estimate
- 3) (2022 pop.) – (2021 pop. est.) = 2022 pop. growth estimate
- 4) (2022 pop. growth) ÷ (2.54 pop./unit) = **Number of 2022 allocations**

2020 Population:

56,434

2020 Res. Permits Issued:

177

At 3.0% growth rate:

- 1) 56,434 + 450 = 56,884
- 2) 56,884 x 1.03 (3.0%) = 58,590
- 3) 58,590 - 56,884 = 1,707 persons
- 4) 1,707 / 2.54 = **672 allocations**

Estimated Subsequent Years

2023	692 at 3%
2024	713 at 3%
2025	734 at 3%

At 2.5% growth rate:

- 1) 56,434 + 450 = 56,884
- 2) 56,884 x 1.025 (2.5%) = 58,306
- 3) 58,306 - 56,884 = 1,422 persons
- 4) 1,422 / 2.54 = **560 allocations**

Estimated Subsequent Years

2023	574 at 2.5%
2024	588 at 2.5%
2025	603 at 2.5%

At 2.0% growth rate:

- 1) 56,434 + 450 = 56,884
- 2) 56,884 x 1.02 (2.0%) = 58,021
- 3) 58,021 - 56,884 = 1,138 persons
- 4) 1,138 / 2.54 = **448 allocations**

Estimated Subsequent Years

2023	457 at 2%
2024	466 at 2%
2025	475 at 2%