



STAFF REPORT

Report To: Planning Commission **Meeting Date:** February 28, 2024
Staff Contact: Hope Sullivan, AICP, Director
Agenda Title: For Possible Action: Discussion and possible action regarding the Master Plan Update assessment. (Hope Sullivan, hsullivan@carson.org)

Staff Summary: In October 2023, the City commenced the Master Plan Update process. In December 2023, the consultant, Clarion Associates (“Consultant”), met with various community members to obtain input on the existing Master Plan. At a January 31, 2024 joint Board of Supervisors (“Board”) / Planning Commission (“Commission”) meeting, the Consultant provided an update on the process, identified key themes that emerged from the interviews and highlighted Master Plan gaps and opportunities for clarification. The community, Board and Commissioners provided input and the consultant has updated the plan based on that input. The purpose of the meeting is for the Commission to review the revised draft plan and provide input.

Agenda Action: Formal Action / Motion **Time Requested:** 30 Minutes

Proposed Motion

Depends on the discussion.

Board's Strategic Goal

Quality of Life

Previous Action

January 31, 2024 (Item 5a) – The Board and Commission, in a joint meeting, reviewed the draft Master Plan Update assessment and provided input.

October 19, 2023 (Item 15a) – The Board approved a contract with Consultant to perform an update of the Carson City Land Use Master Plan Project.

Background/Issues & Analysis

The existing Master Plan was adopted in 2006. The City has hired the Consultant to work with the community to update the plan.

In December, the Consultant met with each Board member and the Commission as well as other community members to get input on the 2006 Master Plan. Based on this input, the Consultant identified key themes to address as part of the Master Plan update.

At the January 31, 2024 meeting, the community, Board and the Commission provided input on the

draft plan. The consultant has modified the draft plan based on that input, and the Commission will review the updated draft plan and provide any additional input.

Applicable Statute, Code, Policy, Rule or Regulation

NRS 278.190 and CCMC 18.070

Financial Information

Is there a fiscal impact? No

If yes, account name/number:

Is it currently budgeted? No

Explanation of Fiscal Impact:

Alternatives

Provide additional direction to city staff regarding the Master Plan update.

Attachment(s):

[Carson City_Master Plan Assessment_Final_February2024.pdf](#)

Motion: _____

1) _____

2) _____

Aye/Nay

(Vote Recorded By)



Carson City Master Plan Assessment

~~Draft: January~~February –2024

BACKGROUND

In October 2023, Carson City initiated a process to update the 2006 Master Plan. The Master Plan update is not intended as a “start-from-scratch” effort, but rather as an opportunity to review and modernize the 2006 Master Plan to reflect the needs of Carson City today—and for the future. The Master Plan update is being led by Carson City Community Development staff, with support from Clarion Associates and Economic and Planning Systems.

While the entire Master Plan will be reviewed and updated to reflect recent trends and current conditions, this Master Plan Assessment is [an interim document that is](#) intended to identify potential areas where policy direction is lacking or needs to be clarified. In December 2023, members of the project team conducted [an initial round of over 50](#) interviews with Carson City residents, staff, department heads, elected officials, boards and commissions, partner agencies, community groups, and others with an interest or role in implementing the 2006 Master Plan. The purpose of the initial interviews was to help evaluate how well the 2006 Master Plan is serving Carson City’s needs currently and to identify specific opportunities for improvement as part of the Master Plan update process.

Recommendations contained in this Master Plan Assessment are preliminary [and do not constitute actual policy recommendations](#). They ~~will be~~were vetted and refined [based on](#)~~through~~ discussions with the Board of Supervisors and Planning Commission in late January 2024. [Recommendations will be further refined and explored](#)~~and through input from~~ the broader community as part of the first round of community engagement in April 2024. The draft Public Engagement Plan for the Master Plan update provides a detailed overview of input opportunities that will be provided over the next year.

The document is organized into two parts:

- **Part 1: Key Themes.** Includes a summary of overarching themes that emerged from initial stakeholder interviews, as well as a list of relevant Master Plan goals and policies, and gaps/opportunities for clarification relative to each theme.
- **Part 2: Recommended Updates.** Includes a section-by-section overview of recommended updates for each section of the Master Plan; supporting data, analysis, and plans that will help inform those updates; and other opportunities to help improve the clarity and user-friendliness of the plan.

PART 1: KEY THEMES

By and large, interview participants that were familiar with the 2006 Master Plan indicated that the guiding principles outlined in the plan continue to reflect the values of the Carson City community. Participants also identified numerous opportunities to strengthen or clarify existing policy guidance in the Master Plan. The following key themes emerged:

1. Deepen the community's understanding of the factors that influence Carson City's growth rate and ultimate buildout.
2. Clarify future land use designations and policy direction for areas of transition.
3. Expand revitalization focus along major corridors.
4. Recalibrate mixed-use and non-residential land use designations to reflect the changing dynamics of retail and employment.
5. Define housing needs and Carson City's role in [creating and maintaining a diverse housing stock providing opportunities for diverse housing options](#).
6. Reinforce Carson City's commitment to environmental stewardship and community resilience.
7. Strengthen [local](#) partnerships and leverage community assets.

This section provides a summary of input received related to each theme, highlights relevant Master Plan goals and policies, and identifies gaps/opportunities for clarification as part of the Master Plan update.

1. DEEPEN THE COMMUNITY'S UNDERSTANDING OF THE FACTORS THAT INFLUENCE CARSON CITY'S GROWTH RATE AND ULTIMATE BUILDOUT

Carson City initiated a Growth Management Program in 1978 in response to growth pressures that were stretching the City's ability to provide critical services and infrastructure. The Growth Management Ordinance (adopted in 1988), requires the City to analyze water capacity and determine allowable residential development permits annually based on that capacity. The Growth Management Ordinance also establishes a water use threshold for commercial and industrial development. Projects that require water use that exceeds this threshold must seek approval from the Growth Management

Committee before a building permit can be issued. The actual target percentage growth and number of building permits allowed is determined each year by the Planning Commission (acting as the Growth Management Committee) and the Board of Supervisors. While the goals and policies in the 2006 Master Plan are closely aligned with the principles that guide the Growth Management Program, participants in initial Master Plan interviews expressed varied levels of understanding of the Growth Management Program and its role in shaping Carson City's growth rate and ultimate buildout. Interview participants expressed:

RELEVANT MASTER PLAN GUIDANCE

- *GP 1: A Compact and Efficient Pattern of Growth*
 - Goal 1.1: Promote the Efficient Use of Available Land and Resources
 - Policy 1.1d. Growth Management Ordinance
 - Goal 1.4: Manage the Impacts of Future Growth within the Urban Interface
- *GP 2: A Balanced Mix of Land Uses*
 - Goal 2.1: Encourage Diversity in Citywide Land Use Mix
- *GP 5: A Strong, Diversified Economic Base*
 - Goal 5.8: Promote Fiscal and Economic Health

- **Strong support for a continued focus on infill development.** Most participants expressed support for a continued focus on compact, mixed-use development on remaining infill sites or through the redevelopment or adaptive reuse of vacant buildings and underutilized sites, and indicated that Carson City should “stay the course” in implementing the direction provided by the 2006 Master Plan.
- **Some interest in revisiting growth rate assumptions.** Some participants expressed concern about recent residential development—both in terms of how fast it is perceived to be occurring and the overall density of that development (e.g., smaller lot sizes, taller building heights)—and indicated that a broader community conversation about the community's future growth rate and buildout assumptions was needed. *[See also, Theme 2: Clarify land use designations and policy guidance for areas of transition.]*
- **Concerns about the lack of consistency between Master Plan and Zoning.** Regardless of their views on future growth, participants across the board identified a lack of consistency between the Land Use Master Plan (map) and the underlying zoning as a key concern. In accordance with NRS 278.0284, only communities with a population greater than 100,000 are required to achieve conformance between their master plan and zoning. Carson City's current practice is to proactively look for inconsistencies between the Land Use Master Plan (map) and zoning

and bring proposed updates forward for consideration as part of the annual Master Plan review process. Property owners may also initiate a request to bring zoning into alignment with the Master Plan; however, participants noted that this practice creates a lack of predictability for residents and the development community because the underlying zoning allows for development that is less intense than what the Master Plan recommends.

- **Recognition of infrastructure and funding limitations.** A number of participants noted that the City is struggling to provide and maintain public infrastructure and facilities—particularly roads and parks—and that Carson City needed to work to “strike the right balance” between supporting new development and providing high quality services and infrastructure for established areas (e.g., water, sewer, and road maintenance). While a few participants indicated that this challenge signified the need to substantially slow or limit growth, most participants stressed that while these challenges warranted further discussion and analysis, they alone should not result in a radical change in adopted plans and policies for the quality of life amenities that residents value, such as the completion of the trail system or the ability to walk to neighborhood parks in new neighborhoods.

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Incorporate supporting data, maps, and information as part of Master Plan update process and the updated plan to help the community see the connection to growth and development goals and policies related and provide informed input. For example, a brief explanation about the City’s Growth Management Program and the role of infrastructure and services planning in guiding growth.
- Review and recalibrate the Land Use Master Plan (map) and accompanying categories where necessary to reflect updated policies, infrastructure and service capabilities, and community input received as part of the Master Plan update.
- Clarify infrastructure needs and potential buildout assumptions for underutilized corridors as well as for vacant parcels.
- Review and update policies related to fiscal and economic health to reflect current conditions.
- Explore potential [funding mechanisms/policies](#)—as [feasible-appropriate](#) within the [scope of purview of the](#) ~~his~~ Master Plan—to help Carson City ensure that future growth is fiscally sustainable and does not negatively impact existing levels of service.

2. CLARIFY FUTURE LAND USE DESIGNATIONS AND POLICY DIRECTION FOR AREAS OF TRANSITION

Some of the larger infill sites in Carson City—while planned for future development—continue to be used for agriculture and ranching. As development proposals for these sites are brought forward, they are reviewed for consistency with the Land Use Master Plan (map) and accompanying policies and rezoned through a public process. Recently, some of these public processes—particularly for the Anderson Ranch and Lompa Ranch properties—have become contentious because zoning for these sites is generally less intense than what the site is planned for. Interview participants expressed:

RELEVANT MASTER PLAN GUIDANCE

- *Goal 2.1: Encourage Diversity in Citywide Land Mix*
—2.1d: Land Use Friction Zones
- *GP 6: Quality Design and Development*
—Goal 6.2: Promote Compatible Infill and Redevelopment
- *GP 9: Stable, Cohesive Neighborhoods Offering a Mix of Housing Types*
—Goal 9.3: Maintain the Quality and Character of Established Neighborhoods
—Goal 9.4: Protect the Character of Existing Rural Neighborhoods
- *LR-SPA Lompa Ranch Specific Plan Area policies*
- *Residential land use policies*

- ***Desire for greater predictability for areas of transition.*** Participants noted that recent conflicts have occurred because residents—and recent transplants in particular—are less likely to be familiar with the Land Use Master Plan (map) or the rezoning process. As a result, they tend to view a property’s current use and zoning as “fixed” and be met with surprise when a proposal is brought forward. Likewise, property owners and developers are met with pushback when they bring forward proposals that they view as consistent with the Master Plan.
- ***Need for community conversations in areas of transition and better tools to help promote compatible development.*** Participants noted that the Master Plan update process presents an opportunity to increase community awareness of current planned land uses for areas that are likely to transition within the next five to ten years, to confirm or refine policy guidance for those areas in collaboration with the community, and to establish clearer guidance about compatibility between new development and existing neighborhoods.

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Review and update current compatibility policies in the context of recent development proposals and community conversations and update as needed. Explore strategies to help codify compatibility expectations.
- Review and update Specific Plan Areas (SPAs) in the Master Plan [as appropriate](#) to reflect current conditions and community priorities for the future. Since 2006, one of the four SPAs has been ‘retired’ –the Brown Street SPA, and another has largely been built out—the Schulz Ranch SPA. The remaining two SPAs—Lompa Ranch and Eastern Portal—should be reviewed and updated. Additionally, new SPAs should be considered to address areas [of transition](#) that lack sufficient guidance in the 2006 Master Plan [and have unique planning considerations](#), such as the area near Rhoades and Betts, [and portions of downtown. Where used, Specific](#)

[Planning Area \(SPA\) policies should provide sufficient flexibility to adapt to market demand and community preferences over an extended planning horizon.](#)

- [Clarify boundaries of the ‘urbanized area’ of Carson City on relevant maps to facilitate the consistent application of urban-rural interface policies and regulations.](#)

3. EXPAND REVITALIZATION FOCUS ALONG MAJOR CORRIDORS

The 2006 Master Plan identifies Downtown Carson City as a high priority area for [infill and redevelopment revitalization](#) and contains several strategies for advancing the guiding principle of creating a vibrant downtown center for the community. The Master Plan’s focus on Downtown revitalization was largely influenced by the Carson Freeway project, which created an opportunity for the community to reimagine the look and feel of Carson Street and create a safer and more walkable core. While participants expressed mixed opinions about the overall success of Downtown revitalization efforts, most agreed that it was essential to expand Carson City’s focus beyond just the Downtown.

[References to revitalization refer to a range of considerations, including, but not limited to infrastructure improvements, redevelopment of underutilized properties or vacant buildings, the mix of land uses and businesses, access to transit service, and the overall vitality of an area.](#) -Interview participants expressed:

- ***Desire to expand revitalization efforts along North Carson Street and East William Street.*** Most participants agreed that it was essential to broaden to include areas along major corridors. Multiple participants listed North Carson Street and East William Street as corridors in need of targeted revitalization efforts. Curry Street was also mentioned (though less frequently). The City already has plans in place to improve the infrastructure along North Carson Street and East William Street through the Complete Streets program.
- ***Strong concerns about long-standing building vacancies.*** Nearly all participants mentioned the vacant K-mart shopping center on North Carson Street and the Ormsby Hotel and Casino at the edge of Downtown as long-standing concerns for the community. While there was recognition that these sites are privately-owned, participants expressed a desire for Carson City to take a more active role in working with property owners to sell, adaptively reuse, or otherwise revitalize these or other buildings that are left vacant for extended periods of time. In addition, several participants noted that the recent/pending closures of long-time

RELEVANT MASTER PLAN GUIDANCE

- *GP 1: A Compact and Efficient Pattern of Growth*
 - Goal 1.2: Promote Infill and Redevelopment in Targeted Areas
- *GP 5: A Strong, Diversified Economic Base*
 - Goal 5.2: Promote Expansion of Retail Service Base
 - Goal 5.6: Promote Downtown Revitalization
 - Goal 5.7: Promote a Collaborative Approach to Economic Development
 - Goal 5.8: Promote Fiscal and Economic Health
 - Goal 5.9: Promote Redevelopment
- *GP 8: A Vibrant Downtown Center for the Community*
 - Goal 8.1: Promote Downtown Revitalization
- Eastern Portal Specific Plan Area policies

businesses in Downtown and the resulting vacancies were concerning and something that the City should take an active role in addressing.

- **Recognition of the need for an economic development champion.** Related to the above, as well as Industrial/Mixed-Use Employment opportunities addressed as part of Theme 4, some participants expressed a need for Carson City to take a more active role in citywide economic development and area-specific revitalization efforts, and an interest in exploring possible strategies to help shape this role as part of the Master Plan update process. [For example, some communities dedicate staff time and resources to business outreach and programs that are designed to help support the retention and expansion of local businesses. While these efforts may occasionally focus on certain parts of the community, one of the key functions of an economic development champion can be to help the City monitor business and economic trends \(and needs\) for the community as a whole.](#)

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Quantify the potential capacity of vacant/underutilized lands as part of buildout calculations to help contextualize their role in future buildout of the community.
- Strengthen goals and policies that address underutilized properties and identify potential catalyst projects to help spur revitalization efforts along major gateway corridors as part of Master Plan implementation.
- Update policies throughout the Master Plan to reflect efforts completed/underway as part of Carson City's Complete Streets program and emphasize connectivity to/from these corridors. Relevant guidance that emerges from the US 50 Corridor study (underway now) should also be incorporated.
- Identify priority redevelopment sites and establish near-term strategies to help catalyze future redevelopment.
- Review and update policies for the Eastern Portal [Specific Plan Area](#) to reflect planned improvements [and opportunities associated with community and community priorities assets \(e.g., V&T, historic cemetery\) in for](#) the area.
- Explore strategies to strengthen Carson City's role in economic development initiatives at the local level.

4. RECALIBRATE MIXED-USE AND NON-RESIDENTIAL LAND USE DESIGNATIONS TO REFLECT THE CHANGING DYNAMICS OF RETAIL AND EMPLOYMENT

Carson City’s Land Use Master Plan (map) includes seven land use categories that accommodate different forms of mixed-use, commercial, and industrial development. These categories provide applicants and the City with significant flexibility in responding to market demand, while also helping to identify areas that are better suited for non-residential versus residential uses. However, market demand for brick and mortar commercial, retail, and office space has softened in response to national trends, such as the rise of online shopping and remote work opportunities. The prevalence of state-owned land and office space leased for state purposes will also influence future opportunities. Interview participants expressed:

RELEVANT MASTER PLAN GUIDANCE

- *GP 2: Balanced Land Use Mix*
 - Goal 2.3: Provide Opportunities for a Range of Retail Services
- *GP 5: A Strong, Diversified Economic Base*
 - Goal 5.1: Maintain and Enhance Primary Job Base
 - Goal 5.2: Promote Expansion of Retail Service Base
 - Goal 5.3: Recognize and Adapt to the Impact of Technology on Work and Workforce Patterns
- *GP 7: Compact, Mixed-Use Activity Centers*
- *GP 8: A Vibrant Downtown Center for the Community*

- **Support for walkable, mixed-use development.** Several participants were supportive of encouraging mixed-use development in more areas of Carson City. Other participants cited the ability to access shopping, restaurants, entertainment, schools, and parks within a short distance of their home as one of the key factors that led them to choose their current home, or to locate their business in a particular location.
- **Desire to simplify land use categories and activity center designations.** Some participants suggested that the number of mixed-use land use categories and the appearance of the Land Use Master Plan (map)—could potentially be simplified, or that certain areas could be redesignated to Commercial/Employment or Residential designations while still allowing for flexibility to accommodate mixed-use development in key locations.
- **Need to clarify/streamline the implementation process for mixed-use development.** Related to discussions as part of Theme 1 and 2, several participants questioned the effectiveness of the mixed-use land use designations without the existence of mixed-use zoning districts to implement the vision outlined in the Master Plan. Specifically, participants noted that the SUP process added time and uncertainty to the approval process and may serve as a disincentive for reinvestment along key corridors.
- **Need for a stronger focus on Industrial and Mixed-Use Employment opportunities.** Several participants noted that Carson City was not fully leveraging the potential of the Carson City airport and the surrounding industrial area. Participants also noted that it would be beneficial to have a clearer understanding of employment demand and supply in Carson City in the context of emerging trends for industrial, warehousing, and office uses.

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Review and update land use category descriptions and Land Use Master Plan (map) designations to reflect recent trends, anticipated demand for residential and non-residential development, and community priorities that emerge from the Master Plan update process.
- Update relevant goals and policies to reflect current community priorities and related updates to the Land Use Master Plan (map).
- Explore possible strategies to help incentivize mixed-use development on key sites as part of the updated implementation strategies.

5. DEFINE HOUSING NEEDS AND CARSON CITY'S ROLE IN CREATING AND MAINTAINING A DIVERSE HOUSING STOCK PROVIDING OPPORTUNITIES FOR DIVERSE HOUSING OPTIONS

The 2006 Master Plan encourages the development of a variety of housing options (both in terms of housing type and price point) and acknowledges the role housing access plays in economic vitality; however, data and information about housing supply and demand is outdated. While Carson City is not required to include a housing element in its Master Plan under Nevada law, the Master Plan update process provides an opportunity to clarify the City's housing needs and identify Carson City's role in [creating and maintaining a diverse housing stock providing opportunities for diverse housing options](#). Interview participants expressed a range of views and concerns about housing:

- **Perceived lack of workforce housing options.** Most participants expressed concern that the price of newer homes is out of reach for young families, single professionals, and others at the lower end of the income spectrum. Participants expressed concern that this trend was going to—or already had—negatively impact Carson City's ability to attract and retain working-age residents. Younger participants expressed that it was important to them that Carson City remains accessible to residents of all ages and income levels and that the City should take a proactive role in ensuring that Carson City does not become a “retirement community.”
- **Mixed opinions on the types of housing that was appropriate for Carson City.** Participants shared different views on the more diverse mix of housing options that have been built in Carson City in recent years (e.g., townhomes, small lot single family, low-rise multifamily). While most participants were generally supportive of more options, some were concerned that recent development was too dense, and didn't “fit” Carson City. These participants were generally in favor of large lot, single-family detached housing developments. Accessory dwelling units were mentioned by several participants as a housing type that warranted further discussion as part of the Master Plan update (e.g., whether they should be allowed and if so, where).
- **Need for a common vocabulary for discussing housing issues.** Multiple participants noted that housing terms used in the updated Master Plan (e.g., attainable, affordable, workforce, AMI, missing middle) should be clearly defined.

RELEVANT MASTER PLAN GUIDANCE

- *GP 2: Balanced Land Use Mix*
 - Goal 2.1: Encourage diversity in citywide land use mix
 - Goal 2.2: Expand housing variety
- *Goal 5.1: Maintain and Enhance Primary Job Base*
 - 5.1.j. Housing mix
- *GP 9: Stable, Cohesive Neighborhoods Offering a Mix of Housing Types*
 - Goal 9.1: Promote a mix of land uses and housing types within new neighborhoods
 - Goal 9.2: Promote the expansion of affordable and workforce housing options within the community
 - Goal 9.3: Maintain the quality and character of established neighborhoods
 - Goal 9.4: Protect the character of existing rural neighborhoods

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Quantify potential demand for new housing units by type based on demographic trends and projections, adopted plans and policies, community priorities, and other factors.
- Review and update policies that support the production of different types of housing.
- Establish a glossary of housing terms.
- Explore additional opportunities for Carson City to partner with affordable housing developers, [as appropriate](#), to increase the number of affordable housing units in the City.
- Increase awareness of available housing resources and explore ways to strengthen partnerships for the public and other agencies.
- Identify strategies to streamline, connect, and regulate existing services and shelter options for the unhoused population [in collaboration with local and regional partners](#).

6. REINFORCE CARSON CITY'S COMMITMENT TO ENVIRONMENTAL STEWARDSHIP AND COMMUNITY RESILIENCE

The urbanized core of Carson City is surrounded by open lands. The conservation of these lands, and the community's ability to access them, is regarded as a major community asset. In 1996, the community approved the Quality of Life Initiative which authorized an increase in sales tax to raise funds for open space, parks, and trails. The 2006 Master Plan was developed in coordination with the 2006 Unified Pathways Master Plan (which was updated in 2018), and 2006 Parks and Recreation Master Plan. As result, the 2006 (Land Use) Master Plan addresses parks, open space, and recreation at a fairly high level, but also addresses how developed areas of Carson City interface with surrounding open lands. Interview participants expressed:

RELEVANT MASTER PLAN GUIDANCE

- *Goal 1.4: Manage the Impacts of Future Growth within the Urban Interface*
- *GP 3: Stewardship of the Natural Environment*
 - Goal 3.1: Protect Environmentally Sensitive Areas
 - Goal 3.2: Protect Visual Resources
 - Goal 3.3: Minimize Impacts of Potential Disaster Events on the Community
- *GP 4: An Integrated, Comprehensive Parks, Recreation, and Open Space System*
 - Goal 4.3: Expand the City's Open Space Network
- *GP 12: A Unified Pathways System*
 - Goal 12.2: Establish a Citywide System of Multi-Use Pathways

- **Support for the continued buildout of Carson City's open space and trail networks.** Many participants noted that Carson City's open space and trails network as an important community asset that should be protected as the community continues to build out. Continued expansion of the open space and trails network was identified as a priority for the future to help improve connectivity between different areas of Carson City, and to help alleviate crowding and the potential for overuse in popular areas. While partnerships with outside entities have helped, funding for this continued expansion—as well as the maintenance of current assets—was cited as an ongoing challenge.
- **Desire to preserve the community's natural beauty.** Several participants voiced support for stronger policies related to hillside development, wetlands, dark skies, wildlife, and other Carson City's natural resources.
- **Interest in expanding the City's focus on community resilience and sustainability.** While the 2006 Master Plan generally addresses the need to minimize impacts from natural hazards such as flooding, wildfire, and earthquake faults, modern master plans go much further in addressing community resilience. Participants generally acknowledged the need to align the Master Plan with the 2016 Carson City Hazard Mitigation Plan and current best practices. A few participants also expressed a desire to establish goals to reduce greenhouse gas emissions and encourage electric vehicle charging infrastructure, as part of the updated Master Plan.

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Expand focus on community resilience throughout the updated Master Plan to reflect current planning best practices [and the need to adapt to a changing climate](#). (e.g., incorporate Wildland Urban Interface map, address the importance of infrastructure redundancy, resident education, and other opportunities).
- Align policies in the updated Master Plan with the 2016 Hazard Mitigation Plan, as appropriate.
- Review and update policy guidance related to parks, recreation, and open space, as well as stewardship of the natural environment as appropriate based on current plans and policies and input received as part of the Master Plan update.

7. STRENGTHEN LOCAL PARTNERSHIPS AND LEVERAGE COMMUNITY ASSETS

In 2006, nearly 75 percent of Carson City’s total land area was held by the U.S. Forest Service, the Bureau of Land Management, and the State of Nevada. The State of Nevada is also a major employer in Carson City and provides residents with access to a variety of social services. Carson City also relies on non-profit organizations [and regional partners](#), such as [Friends in Service Helping \(FISH\)](#) to support affordable housing, and [the Northern Nevada Development Authority \(NNDA\)](#), [the Western Nevada Development District \(WNDD\)](#), and [Visit Carson City](#) to support economic development and tourism functions not covered by City staff. In addition, Western Nevada College (WNC) is a vital source for workforce development and cultural and community events. Interview participants stressed the importance of strengthening existing partnerships with these and other entities, and the need to better leverage the community’s position as the capital city. Specifically, participants expressed:

RELEVANT MASTER PLAN GUIDANCE

- *GP 1: A Compact and Efficient Pattern of Growth*
 - Goal 1.3: Promote the Preservation of State and Federal Lands as a Community Amenity
 - Goal 1.5: Foster Cooperation on Master Plan Issues
- *GP 5: A Strong and Diversified Economic Base*
 - Goal 5.6: Promote Downtown Revitalization
 - Goal 5.5: Promote Tourism Activities and Amenities that Highlight the City’s Historic and Cultural Resources.
 - Goal 5.7: Promote a Collaborative Approach to Economic Development
- *GP 10: Protection of Historic Resources*
 - Goal 10.1: Preserve and Enhance Historic Resources

- ***Need for closer collaboration ~~the State of Nevada~~ with regional, state, and federal partners.*** Participants emphasized the importance of collaboration between Carson City and the State of Nevada on long-range planning for the State office complex, current/projected on-site employment for state employees in Carson City, and other factors that influence the availability of office space in the City, citywide housing demand, and the economic vitality of Downtown. [Participants also acknowledged the need for closer collaboration with the various state and federal agencies that manage public lands in Carson City, as well as with neighboring counties that rely on Carson City for services or provide services that Carson City residents rely on.](#)
- ***Support for nonprofit organizations.*** Many participants acknowledged the important role that ~~organizations like FISH and other~~ nonprofits play in providing social services to Carson City residents and homeless individuals, but also acknowledged that resources and staffing were limited and that these organizations rely on continued support from the City and volunteers.
- ***Support for ongoing collaboration with economic development, workforce development partners.*** While Carson City is an independent community, participants acknowledged the need for continued collaboration with NNDA, WNDD, Visit Carson City, and others to help promote the community as an attractive choice for employers and employees, and as a destination for visitors. Related to tourism and economic vitality, many participants noted

that Carson City “could be doing more” to protect and leverage its history and role as the State Capitol. Several participants mentioned that Carson City should look to Nevada communities like Minden, Gardnerville, and Elko as successful examples of communities that have improved their urban form, reduced vacant buildings, and established robust public art programs through proactive economic development and revitalization initiatives.

MASTER PLAN GAPS/OPPORTUNITIES FOR CLARIFICATION

- Continue to coordinate with the State of Nevada to catalog and monitor future development opportunities on vacant and underutilized properties in urbanized areas of Carson City through the disposal process or other partnerships. Factor available sites into capacity considerations as part of the Growth Management Program.
- Identify opportunities to collaborate with the [State of Nevada regional, state, and federal partners](#) more regularly on issues of strategic importance.
- Seek additional opportunities for collaboration with Carson City School District and Western Nevada College on workforce development programs, housing, public safety, and other issues of mutual interest.
- Identify opportunities for Carson City to partner with nongovernmental and nonprofit organizations on issues of strategic importance (e.g., housing, economic development).
- Expand the Master Plan’s focus on historic preservation to increase awareness of the many listed and unlisted historic resources in Carson City (e.g., cemeteries, Native American sites, mid-century neighborhoods), and explore strategies to encourage the protection of historic resources outside of the formal designation process. This approach could delay, or potentially eliminate, the need to update the 1996 Historic Preservation Plan.
- Align Master Plan policies with the most recent Arts and Culture Strategic Plan.

PART 2: RECOMMENDED UPDATES

This section provides a preliminary list of recommended updates for each chapter of the Master Plan. Recommended updates generally fall into three categories:

- Routine updates to reflect current conditions and trends;
- Technical updates/analyses that will inform Master Plan policies; and
- Potential policy changes and implementation strategies.

Supporting plans, data, and analysis that will help inform recommended updates are listed where relevant. All updates to the Master Plan will be informed by further discussion and community input.

CHAPTER-BY-CHAPTER RECOMMENDATIONS

PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
NEW: Executive Summary	
<ul style="list-style-type: none"> • Provide an executive summary highlighting key themes and summarizing recommendations 	
Chapter 1: Plan Overview	
<ul style="list-style-type: none"> • Update as needed • Verify compliance with current Nevada State Statutes • Update plan organization to reflect updated Master Plan layout 	
Chapter 2: Vision, Themes, and Guiding Principles	
<ul style="list-style-type: none"> • Refine existing language in themes and guiding principles as needed • Carry forward current structure (each chapter is tied to a theme) 	
Chapter 3: A Balanced Land Use Pattern	
<ul style="list-style-type: none"> • Update guiding principles and goals to emphasize the role of the Growth Management Program and the need to strengthen local partnerships. • Refine land use category descriptions to provide clearer direction regarding mix of uses and site and building design principles • Revisit mixed-use designations and clarify direction for Activity Centers • Incorporate ‘zoomed-in’ version of the Land Use Map for different sections of the community to improve legibility (as well as 	<ul style="list-style-type: none"> • Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope) • Water Conservation Plan (2023) • Stormwater Management Plan (2018) • Regional Floodplain Management Plan (2018) • Hazard Mitigation Plan (2021) • Zoning Ordinance (Title 18)

PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
<p>making it available through Carson City’s online map portal)</p> <ul style="list-style-type: none"> • Explore ways to more clearly highlight ‘areas of transition’ on the Land Use Map (or provide a separate map) and to distinguish urbanized/urbanizing areas of Carson City from the surrounding open lands • Review and refine the Land Use Map to address existing areas of conflict (e.g., adjacency of incompatible uses, properties that are mislabeled, etc.) • Explore potential updates to the Land Use Map based on the themes identified in the Master Plan Assessment, with a focus on mixed-use designations and designations for areas of transition. 	
Chapter 4: Equitable Distribution of Recreation Opportunities	
<ul style="list-style-type: none"> • Minor refresh of existing guiding principles and goals to reflect current City practices and partnerships 	<ul style="list-style-type: none"> • Unified Pathways Master Plan (2018) • Parks and Recreation Master Plan (2006) • Open Space Plan (2000)
Chapter 5: Economic Vitality	
<ul style="list-style-type: none"> • Update guiding principles and goals to reflect changes in the Downtown core as well as employment and tourism trends • Provide new guiding principles and goals to support corridor revitalization efforts, as well as arts, culture, and entertainment to enrich quality of life and contribute to economic prosperity • Clarify Carson City’s role in economic development 	<ul style="list-style-type: none"> • Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope) • Carson City Strategic Plan (2022-2026) • Arts and Culture Strategic Plan (2022-2026)
Chapter 6: Livable Neighborhoods and Activity Centers	
<ul style="list-style-type: none"> • Refine chapter to focus on housing, neighborhood design, and protection of historic resources • Update guiding principles and goals to reflect housing needs, identify preferred housing types, and expand policy guidance for infill and redevelopment projects 	<ul style="list-style-type: none"> • Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope) • Historic District Development Standards (2005) • Historic Properties Management Master Plan (1990)

PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
<ul style="list-style-type: none"> Expand Guiding Principle 10: Protection of Historic Resources to incorporate existing HPM Master Plan and a map of designated historic properties/potentially eligible properties 	
Chapter 7: A Connected City	
<ul style="list-style-type: none"> Update to reflect current assets, programs, and policies (e.g., Carson Freeway project, complete streets program, JAC, etc.) 	<ul style="list-style-type: none"> Unified Pathways Master Plan (2018) Carson Area Transportation System Management Plan (2023)
Chapter 8: Specific Plan Areas	
<ul style="list-style-type: none"> Remove Specific Plan Areas identified in 2006 that are no longer relevant (Shulz Ranch, Brown Street) Explore the addition of new Specific Plan Areas (as appropriate), based on discussions related to the Land Use Plan Map and areas of transition 	<ul style="list-style-type: none"> Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope)
Chapter 9: Action Plan	
<ul style="list-style-type: none"> Update list of priority actions based on priorities that arise from the Master Plan update process and input from departments on implementation progress Update Action Plan Matrix to reflect changes to guiding principles and goals throughout the Master Plan Identify the Carson City department or partner agency responsible for leading implementation actions into the Action Plan Matrix 	
Appendix A: Related Plans & Implementation Documents	
<ul style="list-style-type: none"> Consider simplifying and relocating information from Appendix A to Chapter 1: Plan Overview. This information would be presented as a new subheading, such as “Consistency with Other Plans” <i>OR</i> Update Appendix A to remove outdated documents and incorporate a brief summary of current plans 	<p>New or updated plans since 2006:</p> <ul style="list-style-type: none"> Carson Area Transportation System Management Plan (2023) Water Conservation Plan (2023) Carson City Strategic Plan (2022-2026) Arts and Culture Strategic Plan (2022-2026) Hazard Mitigation Plan (2021) Regional Floodplain Management Plan (2018) Stormwater Management Plan (2018) Unified Pathways Master Plan (2018)

PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
Appendix B: Background and Context	
<ul style="list-style-type: none"> • Update Planning Process & Public Participation section to reflect Master Plan update process • Update existing data and analysis contained in Snapshot Summaries • Update inventory maps as needed 	<ul style="list-style-type: none"> • Existing Conditions, Trends, and Projections analysis
Appendix C: Interim Mixed-Use Development Criteria	
<ul style="list-style-type: none"> • Update to reflect changes made to mixed-use land use categories 	
Appendix D: Affordable Housing Plan	
<ul style="list-style-type: none"> • Remove reference to Appendix D: Affordable Housing Plan 	