



# APPENDICES



## **APPENDIX A: BACKGROUND AND CONTEXT**

Appendix A contains background data and contextual information that was used to inform the Master Plan—the Community Profile, the Projected Residential and Non-Residential Demand Methodology, and the Development Capacity Analysis.

### **COMMUNITY PROFILE**

The Community Profile addresses the following subject areas: Land Use; Infrastructure, Services, and Community Facilities; Transportation and Mobility; Open Space, Parks and Recreation; Environmental Values and Constraints; Historical and Cultural Resources; Demographic Trends; Economic Trends; and Housing Trends. This information served as the basis for evaluating Carson City’s existing conditions and future development capacity.

View the community profile:

<https://www.envisioncarsoncity.org/community-profile>

### **PROJECTED RESIDENTIAL AND NON-RESIDENTIAL DEMAND METHODOLOGY**

An explanation of the methodology used to develop the residential and non-residential demand projections used in the Community Profile is provided on the pages that follow.



# Carson City Projected Residential and Nonresidential Demand Methodology

This document describes EPS's residential and nonresidential projections for the period 2025-2042 to plan for future growth as part of Carson City's Master Plan Update.

## Residential Demand

### Purpose

Documenting projected population and estimating net new demand for housing unit development in Carson City for the period 2025-2042.

### Overall Projections

Carson City is projected to support about 2,115 net new housing units between 2025 and 2042, an average annual addition of 124 units, based on the projected addition of 4,775 net new residents over the same period. See **Table 1**.

Based on the proportion of households by income category in Carson City, approximately 35 percent of new households would require housing units to be rented for less than the 2024 average rent (\$1,400 per month) to be affordable to households earning less than \$50,000 a year.

In addition, nearly 90 percent of the projected owner-occupied households would need to be available at the 2024 median sales price or less in Carson City (\$473,000) to be affordable to households earning less than \$150,000 a year. See **Table 2**.

### Projection Sources

State of Nevada Department of Taxation, Nevada County Population Projections 2022 to 2042.

U.S. Census American Community Survey (ACS) 2012 and 2022 5-year Estimates.

### Methodology

- To document estimated household population (excludes group quarters population) growth, EPS applied the State of Nevada's projected incremental

new population growth for Carson City from 2025 to 2042 to Carson City's 2022 household population estimate, obtained from ACS.

➤ 55,644 residents in 2022 + 4,775 net new residents = 62,355 residents in 2042

- EPS projected net new households by applying the average persons per household figure of 2.38 derived from the 2022 ACS. Although the persons per household figure in Carson City declined over the past decade (from a high of 2.54 to a low of 2.31), this figure trended higher over the last two years. EPS assumes the household size from the most recent year represents a reasonable assumption for estimating future households.
- To estimate demand for housing units, EPS divided projected households by the 2022 residential occupancy rate of 94.8 percent, obtained from the 2022 ACS, to reflect an existing relationship between households and total housing units, which include occupied and vacant housing units.

See **Table 1.**

- To estimate housing cost affordability EPS applied the existing 2022 ACS income range proportions to the net new housing units.
- An industry-standard of 30 percent was applied to the income ranges to estimate total housing costs (monthly rent and attainable home purchase prices) based on household income.
- EPS then determined the proportion of projected households (used as a proxy for housing units) whose attainable average monthly rent fell below the 2024 average rent of \$1,400. Approximately 731 new households (35 percent) could only afford monthly rents up to a maximum of \$1,200.
- Furthermore, EPS determined the proportion of projected households whose attainable home purchase price fell below the 2024 median sales price of \$473,000. Approximately 1,833 net new households (87 percent) could not afford to purchase a home at or above the median sales price.

See **Table 2.**

**Table 1. Population, Household, and Housing Unit Projections: Carson City (2025 – 2042)**

Item	Carson City Projections			
	Total Household Population [1]	Persons per Household [2]	Households [3]	Housing Units [4]
Estimated Occupancy [4]				94.8%
<b>Year</b>				
2022	55,644	2.38	23,355	24,633
2023	56,369	2.38	23,659	24,954
2024	57,034	2.38	23,938	25,248
2025	57,580	2.38	24,168	25,490
2026	58,081	2.38	24,378	25,712
2027	58,498	2.38	24,553	25,896
2028	58,878	2.38	24,712	26,065
2029	59,236	2.38	24,863	26,223
2030	59,566	2.38	25,001	26,369
2031	59,882	2.38	25,134	26,509
2032	60,180	2.38	25,259	26,641
2033	60,472	2.38	25,381	26,770
2034	60,740	2.38	25,494	26,889
2035	60,988	2.38	25,598	26,999
2036	61,214	2.38	25,693	27,099
2037	61,431	2.38	25,784	27,195
2038	61,634	2.38	25,869	27,285
2039	61,829	2.38	25,951	27,371
2040	62,009	2.38	26,027	27,451
2041	62,184	2.38	26,100	27,528
2042	62,355	2.38	26,172	27,604
<b>2025-2042 Change</b>				
Total Change	4,775	--	2,004	2,114
% Change	8.3%	--	8.3%	8.3%
Avg. Annual Change	281	--	118	124
Avg. Annual % Change	0.5%	--	0.5%	0.5%

Source: Nevada Department of Taxation Nevada County Population Projections 2022 to 2042; U.S. Census American Community Survey 2012 & 2022 5-Year; EPS.

- [1] Incremental new population projections per the State of Nevada Department of Taxation starting from the 2022 base year from ACS.
- [2] Persons per household figure is based on the 2022 persons per household estimate.
- [3] Household projections calculated by dividing the projected population by the projected persons per household.
- [4] Housing unit projections calculated by applying the 2022 residential occupancy rate of 94.8 percent to the projected households.

**Table 2. Projected Housing Cost Affordability**

Item	Projected 2042 Housing Units [1]		% of Income Spent on Housing	Attainable Average Monthly Rent (Rounded) [2]		Attainable Home Purchase Prices (Rounded)	
	No.	%					
2042 Households by Income							
\$0 - \$24,999	338	16.0%	30%	\$0 - \$700		\$0 - \$75,000	
\$25,000 - \$34,999	154	7.3%	30%	\$600 - \$900		\$75,000 - \$100,000	
\$35,000 - \$49,999	239	11.3%	30%	\$900 - \$1,200		\$100,000 - \$125,000	
\$50,000 - \$74,999	444	21.0%	30%	\$1,300 - \$1,900		\$150,000 - \$225,000	
\$75,000 - \$99,999	296	14.0%	30%	\$1,900 - \$2,500		\$225,000 - \$300,000	
\$100,000 - \$149,999	361	17.1%	30%	\$2,500 - \$3,700		\$300,000 - \$425,000	
\$150,000 - \$199,999	118	5.6%	30%	\$3,800 - \$5,000		\$450,000 - \$600,000	
\$200,000 +	163	7.7%	30%	\$5,000 +		\$600,000 +	
Total	2,114	100.0%					

Source: U.S. Census American Community Survey 5-year; EPS.

[1] See Table 4-1 for housing unit projections.

[2] Home purchase prices based on 30-Year FHA loans include mortgage insurance premiums equal to 2.25% of the loan amount. Interest rates are conservative estimates based on research on mortgage rates for home buyers with average credit scores (680-699). Mortgage insurance rate based on the guidelines for FHA loans. The same rate applies to 30-year Conventional loans as a proxy. In addition to the assumptions provided in this table, this analysis includes estimated taxes and homeowner's insurance equal to 2.0% of the home value.

## Nonresidential Demand

### Purpose

Projecting employment and associated nonresidential space demands in Carson City by nonresidential sector (retail, office, and industrial) for the period 2025-2042.

### Overall Projections

Carson City is projected to add approximately 4,500 net new employees between 2025 and 2042, an average annual addition of 265 employees. Using the methodology described below, Carson City is projected to need the following nonresidential acreage to accommodate projected net new employment, well below the estimated maximum land use capacity remaining in Carson City.<sup>1</sup>

Nonresidential Land Use Type	Estimated Nonresidential Space Demand 2025-2042 (Acres)	Estimated Remaining Maximum Land Use Capacity (Acres)
Retail	20.0	773.5
Office	10.0	31.5
Industrial	25.0	330.00

Source: State of Nevada; Woods & Poole; US Census Bureau Longitudinal Employer Household Dynamics via OnTheMap; SCAG Employment Density Study 2001 by the Natelson Company; CoStar; Clarion; EPS.

### Projection Sources

**State of Nevada Research & Analysis Long-Term Projections (2018-2028).** The State projections are based on data provided by the Bureau of Labor Statistics and reflect part-time and full-time workers, including self-employed workers. Based on the State's most recently available long-term data set, which provides projections between 2018 and 2028, EPS sought supplemental data sources and evaluated historical employment trends as a basis for comparing and estimating employment projections.

<sup>1</sup> Notes, projections do not account for potential remote employees who will not require net new nonresidential space. The ACS provides estimates of the percentage of remote workers as part of a community's labor force (i.e., based on where the worker resides). Data on remote workers in employment totals are not provided in the sources used.

**Woods & Poole (2022-2042).** Relies on U.S. Department of Commerce Bureau of Economic Analysis and Census estimates. The Woods & Poole projections include both full- and part-time jobs by place of work, including wage and salary workers, proprietors, self-employed workers, and miscellaneous workers.

**JobsEQ (2023-2033 projected out to 2042).** JobsEQ uses historical data from the Quarterly Census of Employment and Wages, provided by the Bureau of Labor Statistics. JobsEQ projections include part-time and full-time workers who are paid a wage or salary. The data excludes self-employed workers, owners and partners in unincorporated firms, household workers, or unpaid family workers. EPS adjusted the estimates by 10 percent to account for self-employed workers.

## Historical Trends

**US Census Bureau Longitudinal Employer-Household Dynamics via OnTheMap (2012-2021).** OnTheMap uses the Quarterly Census of Employment and Wages, provided by the Bureau of Labor Statistics. OnTheMap historical trends include part-time and full-time workers and exclude uniformed military, self-employed, and informally-employed workers. EPS adjusted the estimates by 10 percent to account for self-employed workers.

## Methodology

- EPS calculated the average annual net new employees by industry using the sources described in the previous section.<sup>2</sup> See **Table 3**.

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<sup>2</sup> To confirm the average annual net new employment figure appeared reasonable, EPS compared the relationship between historical residential and employment growth in Carson City to the relationship of projected residential to employment growth.



**Table 3. Estimated Average Net New Employees per Year: Carson City**

Item	Avg. Net New Employees per Year				Average
	Projections			Historical	
	State 2018-2028	W&P 2022-2042	JobsEQ [1] 2023-2042	OnTheMap [1] 2012-2021	
<b>Industry</b>					
Agriculture/Mining	0.4	0.5	0.4	9.7	2.7
Construction	61.5	6.5	4.9	86.9	39.9
Manufacturing	24.2	28.4	5.4	(29.5)	7.1
Transportation and Public Utilities	4.1	4.3	1.6	(12.6)	(0.6)
Wholesale Trade	9.5	(1.8)	(0.7)	13.2	5.0
Retail Trade	99.4	31.9	(0.7)	70.6	50.3
Finance, Insurance, Real Estate	29.9	29.3	37.1	28.8	31.3
Services	142.0	180.5	59.5	49.7	107.9
Government	47.6	27.5	6.2	1.8	20.8
<b>Total</b>	<b>418.6</b>	<b>306.9</b>	<b>113.8</b>	<b>218.8</b>	<b>264.5</b>

Source: Woods & Poole; JobsEQ; State of Nevada Research & Analysis Long-term Projections, 2018-2028; US Census Bureau Longitudinal Employer Household Dynamics via OnTheMap; EPS.

[1] JobsEQ and the historical data from OnTheMap both use the Quarterly Census of Employment and Wages, provided by the Bureau of Labor Statistics, which excludes data for self-employed. EPS adjusted the estimates by 10 percent to account for self-employed workers.

- The rounded average annual net new employees (264.5) was multiplied by the number of projected years (17 years) to estimate the total net new employees from 2025-2042.
  - $264.5 * 17 = 4,497$  total net new employees to Carson City between 2025 and 2042
- Using an employment density study of employment by nonresidential land use, EPS multiplied total net new employees by industry by the percentages of employees using specific land uses (retail, office, industrial) by industry.<sup>3</sup> See **Table 4** for the percentage of employees by industry for each land use.

<sup>3</sup> The percentage breakdown of employees using different nonresidential space types is from an employment density study completed in 2001 by the Natelson Company (this is the most current study of this type that we are aware of).

**Table 4. Employment by Industry and Nonresidential Land Uses**

Land Use Category	Mining	Construction	Manufacturing	Trans & Pub. Utilities	Wholesale Trade	Retail Trade	FIRE	Services	Government
<b>Land Uses Used In Demand Analysis</b>									
<b>Office Uses</b>									
Low-Rise Office	10.1%	6.3%	4.8%	7.7%	8.8%	5.5%	19.4%	11.2%	11.0%
High-Rise Office	23.5%	2.2%	1.7%	3.1%	2.4%	1.6%	11.1%	4.9%	2.8%
Government Offices	0.3%	0.7%	0.7%	6.1%	0.2%	0.3%	0.7%	1.0%	25.4%
<b>Subtotal Office Uses</b>	<b>33.9%</b>	<b>9.2%</b>	<b>7.2%</b>	<b>16.9%</b>	<b>11.4%</b>	<b>7.4%</b>	<b>31.2%</b>	<b>17.1%</b>	<b>39.2%</b>
<b>Industrial Uses</b>									
R&D/Flex Space	0.7%	1.4%	2.1%	0.6%	1.9%	0.5%	0.6%	0.7%	0.3%
Light Manufacturing	13.3%	26.7%	50.3%	22.2%	36.9%	6.8%	4.9%	9.4%	5.6%
Misc. Industrial	5.8%	1.8%	1.4%	2.4%	1.5%	0.4%	0.4%	0.4%	0.5%
Heavy Manufacturing	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Warehouse	0.9%	1.0%	4.8%	4.8%	5.0%	0.8%	0.2%	0.5%	0.3%
<b>Subtotal Industrial Uses</b>	<b>20.7%</b>	<b>30.9%</b>	<b>58.9%</b>	<b>30.0%</b>	<b>45.3%</b>	<b>8.5%</b>	<b>6.1%</b>	<b>11.0%</b>	<b>6.7%</b>
<b>Retail Uses</b>									
Regional Retail	0.1%	0.1%	0.1%	0.2%	0.2%	4.0%	1.3%	0.5%	0.0%
Other Retail/Services	10.6%	13.8%	8.2%	14.4%	13.8%	49.2%	26.5%	22.3%	10.7%
Misc. Commercial	0.0%	0.7%	0.3%	1.6%	1.3%	0.6%	0.9%	1.2%	3.1%
<b>Subtotal Retail Uses</b>	<b>10.7%</b>	<b>14.6%</b>	<b>8.6%</b>	<b>16.2%</b>	<b>15.3%</b>	<b>53.8%</b>	<b>28.7%</b>	<b>24.0%</b>	<b>13.8%</b>
<b>Subtotal Land Uses Used in Demand Analysis</b>	<b>65.3%</b>	<b>54.7%</b>	<b>74.7%</b>	<b>63.1%</b>	<b>72.0%</b>	<b>69.7%</b>	<b>66.0%</b>	<b>52.1%</b>	<b>59.7%</b>
<b>Remaining Land Uses</b>									
<b>Hotel/Motel Uses</b>									
Hotel/Motel	1.0%	0.3%	0.4%	2.3%	0.7%	1.2%	2.3%	1.5%	0.4%
<b>Subtotal Hotel/Motel Uses</b>	<b>11.7%</b>	<b>14.9%</b>	<b>9.0%</b>	<b>18.5%</b>	<b>16.0%</b>	<b>55.0%</b>	<b>31.0%</b>	<b>25.5%</b>	<b>14.2%</b>
<b>Schools</b>									
Primary/Secondary School	0.6%	0.6%	0.4%	0.3%	0.4%	0.6%	0.4%	4.3%	0.5%
Colleges & Universities	0.1%	0.1%	0.1%	0.1%	0.1%	0.3%	0.2%	1.3%	0.7%
<b>Subtotal Schools</b>	<b>0.7%</b>	<b>0.7%</b>	<b>0.5%</b>	<b>0.4%</b>	<b>0.5%</b>	<b>0.9%</b>	<b>0.6%</b>	<b>5.6%</b>	<b>1.2%</b>
<b>Institutions</b>									
Utilities	0.3%	0.5%	0.5%	0.8%	0.5%	0.3%	1.1%	0.3%	1.0%
Hospitals	0.0%	0.1%	0.1%	0.4%	0.1%	0.3%	0.5%	3.7%	0.3%
Other Institutional	0.5%	0.7%	0.4%	0.8%	0.5%	0.9%	1.4%	2.4%	7.0%
<b>Subtotal Institutions</b>	<b>0.8%</b>	<b>1.3%</b>	<b>1.0%</b>	<b>2.0%</b>	<b>1.1%</b>	<b>1.5%</b>	<b>3.0%</b>	<b>6.4%</b>	<b>8.3%</b>
<b>Other</b>									
Transportation	0.7%	1.0%	1.6%	8.9%	1.3%	0.7%	0.3%	0.7%	0.8%
Agriculture	2.7%	1.2%	2.0%	0.8%	1.7%	0.7%	0.6%	1.0%	0.6%
Open Space	5.4%	5.9%	5.1%	5.3%	5.5%	5.2%	5.2%	6.1%	4.9%
All Other	9.1%	3.1%	4.0%	4.3%	3.8%	3.8%	4.4%	3.9%	11.4%
Residential	14.2%	31.6%	10.7%	12.8%	13.9%	16.0%	17.7%	22.8%	12.9%
<b>Subtotal Other</b>	<b>32.1%</b>	<b>42.8%</b>	<b>23.4%</b>	<b>32.1%</b>	<b>25.8%</b>	<b>26.4%</b>	<b>28.2%</b>	<b>34.5%</b>	<b>30.6%</b>
<b>Subtotal Remaining Land Uses</b>	<b>45.3%</b>	<b>59.7%</b>	<b>33.9%</b>	<b>53.0%</b>	<b>43.4%</b>	<b>83.8%</b>	<b>62.8%</b>	<b>72.0%</b>	<b>54.3%</b>
<b>Total (Rounded)</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: SCAG Employment Density Study 2001 by the Natelson Company; EPS.

- EPS assumed that not all net new employees would require net new nonresidential space and applied an adjustment factor to account for employees who may fill employment vacancies at existing establishments as well as filling a portion of untenanted vacant building space.
- To estimate potential square footage adjusted net new employees would require, EPS applied an employment density factor for each broad nonresidential land use category (e.g. 500 square feet per retail employee).
- To translate the net new square footage into gross acreage requirements, this number is divided by the following factors and then converted to acreage.
  1. **Net-to-Gross Factor.** EPS divided net building square footage by an 80 percent net-to-gross factor to account for building common areas, such as hallways, stairways, bathrooms, and utility rooms.
  2. **Floor Area Ratio.** The gross building square footage is then divided by a land use-appropriate Floor-Area-Ratio (FAR) to estimate the gross area space required for the building which includes parking, sidewalks, landscaping, etc. The resulting land square footage is then converted to acreage.

See **Table 5**, **Table 6**, and **Table 7**.

**Table 5. Estimated Space Demand (2025-2042) Scenarios: Retail**

Industry	Average Net New Employees per Year	Projected Net New Employees (2025-2042)	Percentage of Employees Using Retail Space [1]	Number of Employees Using Retail Space	Adjustment for Net New Space [2]	Estimated Gross Space Demand (2025-2042)	
						Sq. ft.	Acres
<i>Assumptions</i>	<i>Table A-1</i>		<i>Table A-2</i>		<i>40%</i>	<i>500 sq. ft./employee</i>	<i>0.35 FAR 80% Net-to-Gross</i>
<b>Industry</b>							
Agriculture/Mining	3	47	10.7%	5	2	996	0.1
Construction	40	679	14.6%	99	40	19,827	1.6
Manufacturing	7	121	8.6%	10	4	2,083	0.2
Transportation and Public Utilities	(1)	(11)	16.2%	(2)	(1)	0	0.0
Wholesale Trade	5	86	15.3%	13	5	2,622	0.2
Retail Trade	50	855	53.8%	460	184	92,019	7.5
FIRE	31	532	28.7%	153	61	30,538	2.5
Services	108	1,835	24.0%	440	176	88,075	7.2
Government	21	353	13.8%	49	19	9,747	0.8
<b>Total</b>	<b>265</b>	<b>4,497</b>	<b>-</b>	<b>1,230</b>	<b>490</b>	<b>250,000</b>	<b>20.0</b>

Source: Woods & Poole; US Census Bureau Longitudinal Employer Household Dynamics via OnTheMap; SCAG Employment Density Study 2001 by the Natelson Company; CoStar; EPS.

[1] Includes regional retail, other retail services, and miscellaneous commercial.

[2] EPS assumes that not all net new employees will require net new space, some may fill existing vacancies, this is accounted for using the adjustment for net new space.

**Table 6. Estimated Space Demand (2025-2042) Scenarios: Office**

Industry	Average Net New Employees per Year	Projected Net New Employees (2025-2042)	Percentage of Employees Using Retail Space [1]	Number of Employees Using Office Space	Adjustment for Net New Space [2]	Estimated Gross Space Demand (2025-2042)	
						Sq. ft.	Acres
<i>Assumptions</i>	<i>Table A-1</i>		<i>Table A-2</i>		<i>50%</i>	<i>300 sq. ft./employee</i>	<i>0.35 FAR 80% Net-to-Gross</i>
<b>Industry</b>							
Agriculture/Mining	3	47	33.9%	16	8	2,366	0.2
Construction	40	679	9.2%	62	31	9,370	0.8
Manufacturing	7	121	7.2%	9	4	1,308	0.1
Transportation and Public Utilities	(1)	(11)	16.9%	(2)	(1)	0	0.0
Wholesale Trade	5	86	11.4%	10	5	1,465	0.1
Retail Trade	50	855	7.4%	63	32	9,493	0.8
FIRE	31	532	31.2%	166	83	24,899	2.0
Services	108	1,835	17.1%	314	157	47,065	3.9
Government	21	353	39.2%	138	69	20,765	1.7
<b>Total</b>	<b>265</b>	<b>4,497</b>	<b>-</b>	<b>780</b>	<b>390</b>	<b>120,000</b>	<b>10.0</b>

Source: Woods & Poole; US Census Bureau Longitudinal Employer Household Dynamics via OnTheMap; SCAG Employment Density Study 2001 by the Natelson Company; CoStar; EPS.

[1] Includes low rise, high rise, and government office categories.

[2] EPS assumes that not all net new employees will require net new space, some may fill existing vacancies, this is accounted for using the adjustment for net new space.



**Table 7. Estimated Space Demand (2025-2042) Scenarios: Industrial**

Industry	Average Net New Employees per Year	Projected Net New Employees (2025-2042)	Percentage of Employees Using Industrial Space [1]	Number of Employees Using Industrial Space	Adjustment for Net New Space [2]	Estimated Gross Space Demand (2025-2042)	
						Sq. ft.	Acres
<i>Assumptions</i>	<i>Table A-1</i>		<i>Table A-2</i>		<i>75%</i>	<i>700 sq. ft./employee</i>	<i>0.40 FAR 80% Net-to-Gross</i>
<b>Industry</b>							
Agriculture/Mining	3	47	20.7%	9.6	7	5,057	0.4
Construction	40	679	30.9%	209.8	157	110,153	7.9
Manufacturing	7	121	58.9%	71.3	53	37,442	2.7
Transportation and Public Utilities	(1)	(11)	30.0%	(3.2)	(2)	0	0.0
Wholesale Trade	5	86	45.3%	38.8	29	20,376	1.5
Retail Trade	50	855	8.5%	72.7	55	38,163	2.7
FIRE	31	532	6.1%	32.2	24	16,926	1.2
Services	108	1,835	11.0%	201.8	151	105,966	7.6
Government	21	353	6.7%	23.7	18	12,422	0.9
<b>Total</b>	<b>265</b>	<b>4,497</b>	<b>-</b>	<b>660.0</b>	<b>490</b>	<b>350,000</b>	<b>25.0</b>

Source: Woods & Poole; US Census Bureau Longitudinal Employer Household Dynamics via OnTheMap; SCAG Employment Density Study 2001 by the Natelson Company; CoStar; EPS.

[1] Includes: Warehouse/Distribution; Open Storage; Processing; Heavy Manufacturing; Utilities; Trades, and Transportation.

[2] EPS assumes that not all net new employees will require net new space, some may fill existing vacancies, this is accounted for using the adjustment for net new space.

## DEVELOPMENT CAPACITY ANALYSIS

### Purpose

A development capacity analysis was prepared to inform discussions as part of the Master Plan update. The analysis was designed to identify opportunities and constraints to development, and answer such questions as:

- How much developable land remains in Carson City, and how much potential development can be supported on this land under the current land use designations?
- What would full “buildout” of Carson City look like based on the current Land Use Master Plan (map)?
- Does Carson City have the water and infrastructure needed to support a full “buildout” of the current Land Use Master Plan (map)?

This analysis was used to inform policy changes considered as part of the Master Plan update, and updates to the Land Use Map, and future updates to the City’s Growth Management model.

### Assumptions Non-developable Land

- **Developed parcels.** Includes parcels classified as residential, commercial, or industrial (all permutations of these broad use categories) for the Existing Land Use map.
- **Publicly owned/tax-exempt lands.** Includes parcels with the following Existing Land Use map designations:

Public/Quasi-Public

Public Lands

Golf Courses

Parks

Open Space

Washoe Tribe

## Potentially Developable Land

**Vacant parcels.** Vacant parcels were identified using the Nevada Department of Taxation 2023-2024 Land Use Codes. Vacant codes included in the ‘vacant’ category include:

- 100Vacant - Unknown/Other
- 108Vacant - Patented Mining Claim, Not mined
- 120Vacant - Single Family Residential
- 130Vacant - Multi-Residential
- 140Vacant - Commercial
- 150Vacant - Industrial
- 160Vacant - Mixed Zoning

Three categories of vacant were excluded: 190 (Vacant – Public Use Lands), 110 (Vacant – Splinter and Other Unbuildable), and 117 (Vacant, Roads/Easements).

**Underutilized parcels.** Parcels that have a building/improvement that is valued at 50% or less than the value of the land.

## Development Constraints

- Vacant and underutilized parcels that are classified as ‘Splinter and Other Unbuildable Parcels’ by the assessor (LU\_Code 110) were excluded from the resulting acreage summary.
- Additionally, portions of vacant and underutilized parcels located within the following were excluded from the resulting acreage summary:

100-Year floodplain (specifically zones designated as floodways or as having a 0.2 percent annual chance flood hazard)

Skyline Restriction Area

## Summary

The results of the Development Capacity Analysis are summarized below. This information provides a point-in-time snapshot as of April 2024. Development Capacity is reviewed annually as part of the Growth Management Program.

Carson City Buildout Assumptions - Baseline (2006 Plan with updates as of April 2024)					
VACANT LANDS & REDEVELOPMENT CAPACITY SUMMARY					
	Residential	Commercial/ Employment	Mixed-Use	Other	Total
Vacant & Buildable Lands (acres)	3,697	173	190	803	4,690
Redevelopment Areas (acres)	1,468	415	1,505	147	3,121
Dwelling Unit Capacity (vacant lands)	4,474	0	1,767	0	6,241
Dwelling Unit Capacity (redevelopment)	4,527	0	6,921	0	11,448
Nonresidential Capacity, sq. ft. (vacant lands)	0	1,853,217	5,414,164	1,528,956	6,943,120
Nonresidential Capacity, sq. ft. (redevelopment)	0	5,477,409	17,804,562	960,955	18,765,517

## **APPENDIX B: MASTER PLAN ASSESSMENT**

Appendix B contains a summary of input received as part of initial interviews conducted as part of the 2024 Master Plan update and recommendations that informed the updated Master Plan.





# Master Plan Assessment

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## 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 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 were vetted and refined based on discussions with the Board of Supervisors and Planning Commission in late January 2024. Recommendations will be further refined and explored 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 providing opportunities for diverse housing options.
6. Reinforce Carson City's commitment to environmental stewardship and community resilience.
7. Strengthen 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 policies—as appropriate within the purview of the 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:

- ***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.

### 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*

### 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 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 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

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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 to reflect planned improvements and opportunities associated with community assets (e.g., V&T, historic cemetery) in 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.

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**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 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 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

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**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 workforce housing developers, as appropriate, to increase the number of workforce 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.

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**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 environment (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 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 to support affordable housing, and 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 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 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

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

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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"> <li>• 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</li> <li>• Review and refine the Land Use Map to address existing areas of conflict (e.g., adjacency of incompatible uses, properties that are mislabeled, etc.)</li> <li>• 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.</li> </ul>	
<b>Chapter 4: Equitable Distribution of Recreation Opportunities</b>	
<ul style="list-style-type: none"> <li>• Update existing guiding principles, goals, and policies to reflect current City practices and partnerships</li> </ul>	<ul style="list-style-type: none"> <li>• Trails Plan (2001) – connectivity focus</li> <li>• Open Space Plan (2000)</li> <li>• Parks and Recreation Master Plan (2006)</li> <li>• Unified Pathways Master Plan (2018) – recreational trail focus</li> </ul>
<b>Chapter 5: Economic Vitality</b>	
<ul style="list-style-type: none"> <li>• Update guiding principles, goals, and policies to reflect changes in the Downtown core as well as employment and tourism trends</li> <li>• Provide new guiding principles, goals, and policies to support corridor revitalization efforts, as well as arts, culture, and entertainment to enrich quality of life and contribute to economic prosperity</li> <li>• Clarify Carson City's role in economic development</li> </ul>	<ul style="list-style-type: none"> <li>• Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope)</li> <li>• Carson City Strategic Plan (2022-2026)</li> <li>• Arts and Culture Master Plan (2016)</li> <li>• Arts and Culture Strategic Plan (2022-2026)</li> </ul>
<b>Chapter 6: Livable Neighborhoods and Activity Centers</b>	
<ul style="list-style-type: none"> <li>• Refine chapter to focus on housing, neighborhood design, and protection of historic resources</li> <li>• Update guiding principles, goals, and policies to reflect housing needs, identify preferred</li> </ul>	<ul style="list-style-type: none"> <li>• Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope)</li> <li>• Historic District Development Standards (2005)</li> </ul>

PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
<p>housing types, and expand policy guidance for infill and redevelopment projects</p> <ul style="list-style-type: none"> <li>Expand Guiding Principle 10: Protection of Historic Resources to incorporate existing HPM Master Plan and a map of designated historic properties/potentially eligible properties</li> </ul>	<ul style="list-style-type: none"> <li>Historic Properties Management Master Plan (1990)</li> </ul>
<b>Chapter 7: A Connected City</b>	
<ul style="list-style-type: none"> <li>Update to reflect current assets, programs, and policies (e.g., Carson Freeway project, complete streets program, JAC, etc.), as well as emerging trends (e.g., electric (EV) friendly infrastructure)</li> </ul>	<ul style="list-style-type: none"> <li>Carson Area Transportation System Management Plan (2023)</li> <li>Unified Pathways Master Plan (2018)</li> </ul>
<b>Chapter 8: Specific Plan Areas</b>	
<ul style="list-style-type: none"> <li>Remove Specific Plan Areas identified in 2006 that are no longer relevant (Shulz Ranch, Brown Street)</li> <li>Explore the addition of new Specific Plan Areas (as appropriate), based on discussions related to the Land Use Plan Map and areas of transition</li> </ul>	<ul style="list-style-type: none"> <li>Existing Conditions, Trends, and Projections analysis (Phase 2 of the Master Plan update scope)</li> </ul>
<b>Chapter 9: Action Plan</b>	
<ul style="list-style-type: none"> <li>Update list of priority actions based on priorities that arise from the Master Plan update process and input from departments on implementation progress</li> <li>Update Action Plan Matrix to reflect changes to guiding principles and goals throughout the Master Plan</li> <li>Identify the Carson City department or partner agency responsible for leading implementation actions into the Action Plan Matrix</li> </ul>	
<b>Appendix A: Related Plans &amp; Implementation Documents</b>	
<ul style="list-style-type: none"> <li>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></li> <li>Update Appendix A to remove outdated documents and incorporate a brief summary of current plans</li> </ul>	<p>New or updated plans since 2006:</p> <ul style="list-style-type: none"> <li>Arts and Culture Strategic Plan (2022-2026)</li> <li>Carson City Library Strategic Plan (2021-2024)</li> <li>Carson City Strategic Plan (2022-2026)</li> <li>Carson Area Transportation System Management Plan (2023)</li> <li>Hazard Mitigation Plan (2021)</li> </ul>

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PLAN SECTION/RECOMMENDATIONS	SUPPORTING PLANS, DATA, AND ANALYSIS
	<ul style="list-style-type: none"> <li>• Regional Floodplain Management Plan (2018)</li> <li>• Stormwater Management Plan (2018)</li> <li>• Unified Pathways Master Plan (2018)</li> <li>• Water Conservation Plan (2023)</li> </ul>
<b>Appendix B: Background and Context</b>	
<ul style="list-style-type: none"> <li>• Update Planning Process &amp; Public Participation section to reflect Master Plan update process</li> <li>• Update existing data and analysis contained in Snapshot Summaries</li> <li>• Update inventory maps as needed</li> </ul>	<ul style="list-style-type: none"> <li>• Existing Conditions, Trends, and Projections analysis</li> </ul>
<b>Appendix C: Interim Mixed-Use Development Criteria</b>	
<ul style="list-style-type: none"> <li>• Update to reflect changes made to mixed-use land use categories</li> </ul>	
<b>Appendix D: Affordable Housing Plan</b>	
<ul style="list-style-type: none"> <li>• Remove reference to Appendix D: Affordable Housing Plan</li> </ul>	

## APPENDIX C: COMMUNITY ENGAGEMENT SUMMARY

The Master Plan was informed by public input provided throughout the update process, and as a result, the document is a reflection of the community's vision and values. A summary of community engagement events held throughout the Master Plan update process is provided below.

- Spring 2024 Outreach Summary: [https://www.envisioncarsoncity.org/files/ugd/35d2c0\\_dbd1a34ce05c4f06993bc96dc-4dac81b.pdf](https://www.envisioncarsoncity.org/files/ugd/35d2c0_dbd1a34ce05c4f06993bc96dc-4dac81b.pdf)
- Summer 2024 Outreach Summary: [https://35d2c0a5-ed42-434b-a53b-9f8fc6a298be.usrfiles.com/ugd/e1a66a\\_673516449275498db626af367c0ef0ff.pdf](https://35d2c0a5-ed42-434b-a53b-9f8fc6a298be.usrfiles.com/ugd/e1a66a_673516449275498db626af367c0ef0ff.pdf)
- Listening Tour Summary: [https://35d2c0a5-ed42-434b-a53b-9f8fc6a298be.usrfiles.com/ugd/e1a66a\\_b4ccb1d4172c40c-89caeb8a4b5e00798.pdf](https://35d2c0a5-ed42-434b-a53b-9f8fc6a298be.usrfiles.com/ugd/e1a66a_b4ccb1d4172c40c-89caeb8a4b5e00798.pdf)

## APPENDIX D: STATE AND NATIONAL REGISTER PROPERTIES

As of March 23, 2022, the following properties in Carson City are listed on the State and/or National Register of Historic Places. A map depicting the properties listed below, as well as eligible historic sites, can be found by viewing the Community Profile in Appendix A.

PROPERTY	ADDRESS	STATE REGISTER	NATIONAL REGISTER
Adams House	990 N. Minnesota St.		X
Belknap House	1206 N. Nevada St.		X
Cavell, Dr. William Henry, House	402 W. Robinson St.		X
Dat So La Lee House	331 W. Proctor St.		X
McKeen Motor Car #70	Nevada State Railroad Museum		X
Olcovich--Meyers House	214 W. King St.		X
Sanford, George L., House	405 N. Roop St.		X
Virginia and Truckee Railroad Depot--Carson City	729 N. Carson St.		X
Virginia and Truckee Railway Locomotive #27	2180 S. Carson St.		X
West Side Historic District	Roughly bounded by Curry, Mountain, 5th & John Sts.		X
Bank Saloon	418 S. Carson St.		X
Brougher Mansion	204 W. Spear St.	X	X
Carson Brewing Company	102 S. Division St.	X	X
Carson Hot Springs	1500 Hot Springs Road	X	
Carson City Civic Auditorium	813 N. Carson St.		X
Carson City Post Office	401 N. Carson St.	X	X
Carson City Public Buildings	Carson St.		X
Clemens, Orion, House	502 N. Division St.		X
Colcord, Gov. Roswell K., House	700 W. Telegraph St.	X	X
Curry, Abraham, House	406 N. Nevada St.		X
Foreman--Roberts, House	1217 N. Carson St.	X	X



PROPERTY	ADDRESS	STATE REGISTER	NATIONAL REGISTER
Glenbrook, The	600 N. Carson St.		X
Governor's Mansion	606 Mountain St.	X	X
Kitzmeyer Furniture Factory	319 N. Carson St.		X
Lakeview House	U.S. 395 S of E. Lake Blvd.	X	X
Leport-Toupin House	503 E. Telegraph St.		X
Meder, Lew M., House	308 N. Nevada St.	X	X
McKeen Motor Car #70	Nevada State Railroad Museum	X	X
Nevada State Capitol	101 N. Carson St.	X	X
Nevada State Printing Office	101 S. Fall St.	X	X
Nevada State Prison	3301 E. Fifth St.		X
Nye, Gov. James W., Mansion	108 N. Minnesota St.	X	X
Ormsby-Rosser House	304 S. Minnesota St.	X	X
Raycraft Ranch	N of Carson City, on U. S. 395		X
Rinckel Mansion	102 N. Curry St.	X	X
Sadler, Gov. Reinhold, House	310 Mountain St.		X
Sears--Ferris House	311 W. Third St.		X
Second Railroad Car No. 21	2180 S. Carson St.		X
Smaill, David, House	313 W. Ann St.		X
Spence, William, House	308 S. Thompson St.		X
St. Charles-Muller's Hotel	302-304-310 S. Carson St.	X	X
St. Peter's Episcopal Church	312 N. Division St.		X
Stewart Indian School	S of Carson City off US 395		X
U.S. Mint	600 N. Carson St.	X	X
Virginia and Truckee RR. Engines No. 18, The Dayton; and No. 22, The Inyo	NE corner of Colorado and Carson Sts.	X	X
Wabuska Railroad Station	S. Carson St.		X