
CHAPTER 6:
Growth Management Element

This chapter (previously chapter 9) has been modified for the 2006 Master Plan update. Refer to Chapter 2: “Summary of Changes Reflected in 2006 Update” for a summary of the information presented in this chapter and any modifications made.

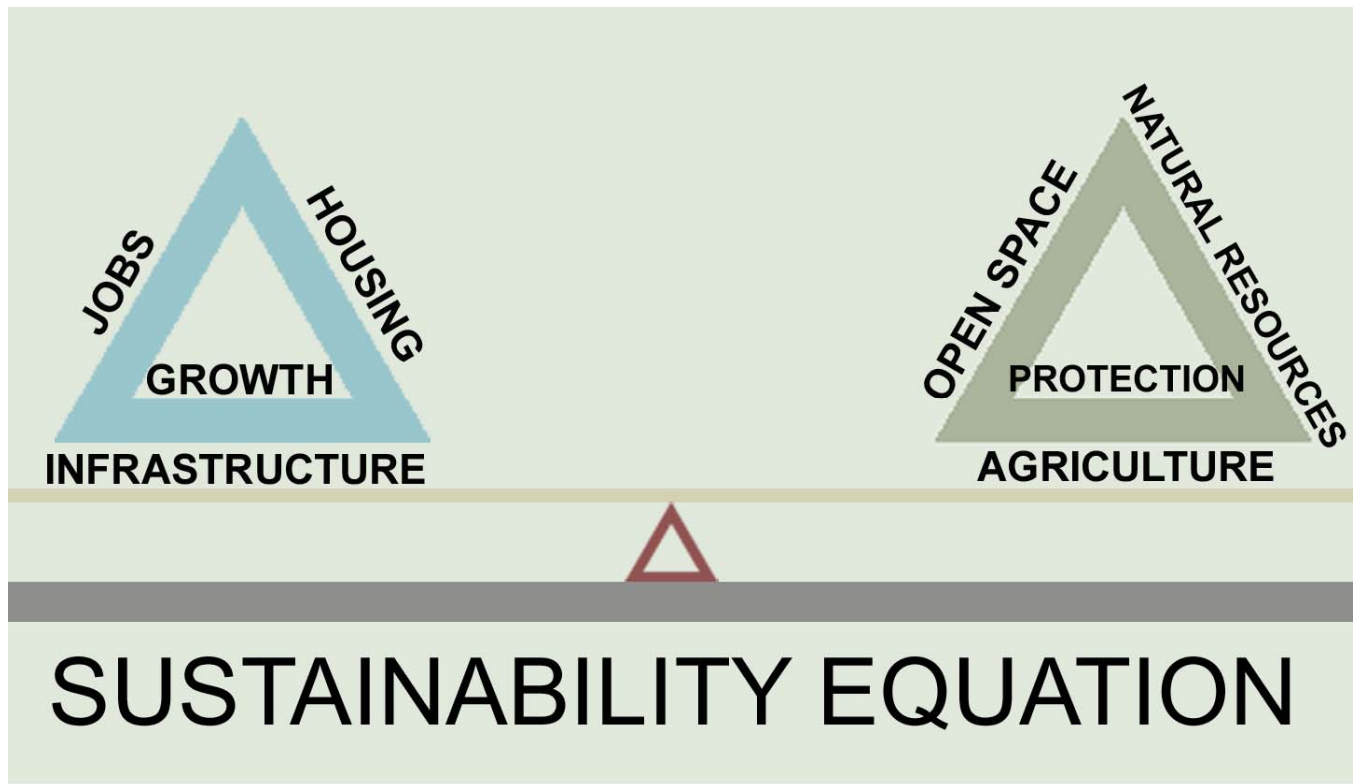
Introduction

Planning for a Sustainable Community

The values of a community are often conflicting – protecting certain treasured attributes and obtaining the desired quality of jobs, housing, and infrastructure. “Protection” and quality “growth” are in tension with one another. This tension does not make the values wrong, nor does it diminish the importance of either. This tension is what will ultimately create the balance needed for a more sustainable community – the overall vision of the county.

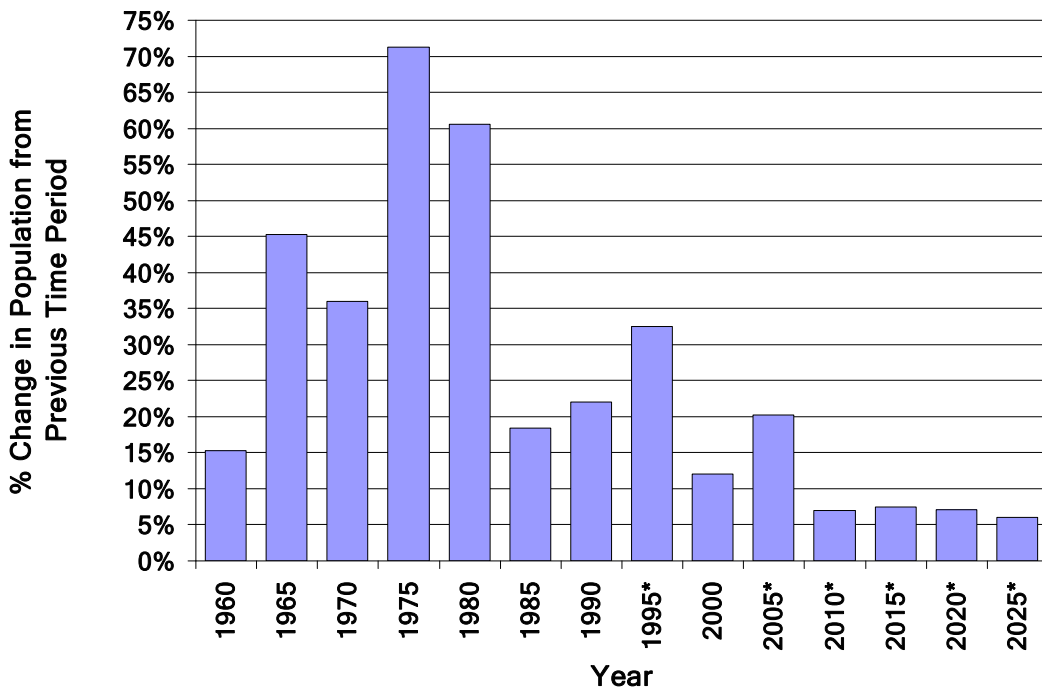
Figure 6.1 below shows the need for balance at two scales. First, the two components of the sustainability equation, “protection” and “growth,” each have internal balance that must be reached. Once that occurs, a balance between the two forces themselves can be reached.

Figure 6.1: The Sustainability Equation



Sustainable growth strategies should require a balance between jobs, housing, and infrastructure, taking into account current growth projections (illustrated in Figures 6.2 and 6.3 below). Part of this balance is quantitative – number of jobs vs. number of housing units, capacity of infrastructure vs. demand for the service, etc. Part of the balance is qualitative – level of service desired, quality of jobs/wages, type of housing desired, etc. New policies in this master plan update such as jobs/housing balance, new Single Family Residential-Traditional land use district allowing higher densities than the existing Single Family Residential District, increased density for Multi-Family Residential district, and minimum development standards help balance the growth side of the sustainability equation.

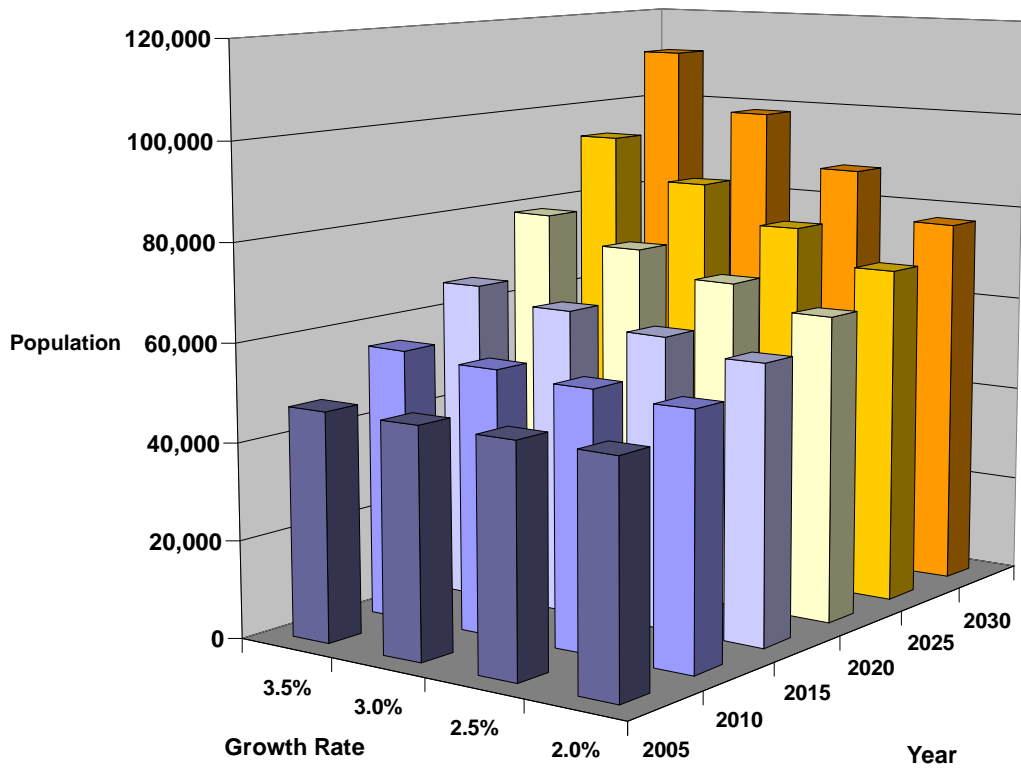
Figure 6.2: Actual and Projected Rate of Population Growth



NevadaSource: Nevada State Demographer

* Estimate/Projection

Figure 6.3: Projected Douglas County Population (2005-2030) Based on Different Growth Rates*



	3.5%	3.0%	2.5%	2.0%
2005	47,017	47,017	47,017	47,017
2010	55,841	54,506	53,195	51,911
2015	66,322	63,187	60,186	57,313
2020	78,770	73,251	68,095	63,279
2025	93,554	84,918	77,043	69,865
2030	111,113	98,443	87,167	77,136

*Projections extrapolated from ~~Projections based on~~ US Census 2005 population estimate of 47,017.

Sustainable protection strategies should require a balance of open space, natural resource, and agricultural protection – each of these supporting different community values. Open space protection is primarily desirable for the purpose of scenic and recreational enjoyment. Natural resource protection (including water, wildlife, and forestry lands) is principally desirable for the purpose of ecological sustainability and long-term economic viability. Agricultural protection guards the rural character and heritage of the area while supporting the traditional economy of the county. New policies in this master plan update such as zoning overlays and enhancements to the TDR program help balance the protection side of the sustainability equation.

Finally, equal effort should be given to the growth side of the sustainability equation as to the protection side. The way to know if this has occurred is to regularly evaluate the implementation of the strategies in the plan. Are those strategies managing growth being implemented with the same vigor and at the same scale as those strategies that protect open space, natural resources and agriculture? Is the county using

resources at a comparable rate for each? If the answer to both is “yes”, then Douglas County will be doing the best it can at providing for a sustainable future.

Sustaining the quality of life in Douglas County is based upon the delicate balance of these strategies. The effects of the trends are neither easily captured in a formula nor obvious to the eye before it is irreversible. The vision statement of this plan captures the essence of these factors. Douglas County is considered the unrivaled gem of Nevada; with stunning beauty, a green valley, open vistas and the majesty of Lake Tahoe combined with a spirit embodied in our population. Growth should be managed to maintain the character of the community in balance with both the natural and fiscal resources and to reflect the values of the people that live here. Policies related to these matters should be extended to consider projections of time for as long a period as practical. Evaluation of these policies should also be considered on appropriate scale compatible with the best management practices for communities.

Build Out Analysis

If this vision of a balance of the county’s growth and protection of amenities is going to work in the long-term, monitoring becomes crucial. The best way to do this is to begin to quantify the strategies provided in this Plan – beginning with the Land Use Element. As the county continues to pursue this vision, an awareness of these numbers and an attempt to reconcile them will need to occur. As a way to understand the potential residential and commercial development in the county an ongoing evaluation analysis should occur. This information is provided by the County in the annual update report.

Purpose of the Growth Management Element

The purpose of the Growth Management Element is to establish the policies and systems to manage orderly community growth. This Element:

- ~~It~~ provides the link between the Land Use Element and Community Plans, which form the basis for facility planning and capital programming.
- ~~The Growth Management Element is also designed to~~ Coordinates new development with the timely and efficient provision of adequate public facilities and services to Douglas County's residents and businesses.
- Seeks to ensure that new development will not exceed the carrying capacity of the county's natural resources.
- Shapes growth to be consistent with community values and ensure quality of life factors as provided for in the Plan.

~~It involves:~~ This is a coordinated effort that involves:

- Establishing overlay areas where growth should be avoided (areas for open space, flood plain and other sensitive ecosystem values, recreation, seismic hazard, etc.)
- Using this information to direct growth in non-overlay areas.
- Within non-overlay areas, establishing zones that are preferred for growth, such as infill and redevelopment areas. This results in expansion of facilities and services in a way that makes the most efficient use of public resources by directing growth to areas with existing infrastructure. It also helps to maintain community character by investing in community core areas instead of concentrating new development on the edges of communities.
- ~~Timing the provision of new facilities and services to meet anticipated demands for phased growth;~~
- ~~Expanding facilities and services in a way that makes the most efficient use of public resources;~~
- ~~Ensuring that adequate facilities are available for all new development does not occur before the facilities are available; and areas, including provisions for drainage, streets, and non-motorized transportation.~~
- ~~Requiring that new development pays its fair share of costs for facility expansions.~~
 - The Goals and Policies of this Element also include investigating a mitigation fee structure to require developers to pay for their fair share of preservation of open space, from which the development will benefit.

In addition, the Growth Management Element seeks to ensure that new development in the ~~c~~County will be compatible with the ~~c~~County's limited groundwater resources and will not consume these resources in such a way that the ~~C~~County is faced with a water crisis in the future.

The ~~Master~~Plan provides the means to fully coordinate development and service provision. It establishes the locations and intensities for future development, and a system for determining locations unsuitable for development. It ~~also~~ sets the policies that determine what service levels are considered adequate ~~by Douglas County~~. In some cases, there may be existing deficiencies; the Plan establishes the policies to address these as well as new service demands. ~~H~~

The Plan identifies the major components of the systems needed to serve the ~~County~~ county, ~~including--~~ the numbers and general locations of major roadways, public safety facilities, major water and sewer facilities, parks, and other ~~similar~~ facilities. These facilities are the basic infrastructure for the entire system; each development must have these ~~facilities~~ available at both the regional and the site level if ~~its~~ future residents are to receive adequate services. In addition, a specific plan should be developed for each Receiving Area to ensure that growth is consistent with existing community character and values.

Finally, the ~~Master~~Plan sets forth the timing and phasing policies which support concurrent development. ~~Private~~ development and facility provision should be timed so ~~the-that~~ facilities are available when residents ~~of the development~~ need them. By combining land use, service provision, and timing policies, the ~~Master~~Plan creates a framework for evaluation of each development proposal and each capital improvement project.

Timing, Location, and Financing of Growth

The timing of new development and the facilities to serve it have a significant impact on public and private sector finances. From the private sector perspective, timing is a key component of the success or failure of a project. A development must have facilities in place and be able to generate-satisfy enough demand to cover development costs. Similarly, from the public sector perspective, cost effective services depend on the existence of sufficient demand at sufficient density for the project ~~will notto~~ generate sufficient tax dollars or utility revenues to finance construction or maintenance of public improvements. This may result ~~s~~ in higher taxes, fees and/or utility rates. The potential public costs of poorly timed development justify public involvement in decisions affecting the timing of development projects.

The location of public facility extensions also affects public and private sector finances. Public and private costs generally increase as the distance between new development and existing infrastructure increases. Physical and environmental features of a development area, such as steep slopes, flood plains, wetlands, and protected habitat can also affect development and service provision costs. A development pattern that minimizes the need for road, water, and wastewater system extensions will be more cost effective for developers and the public. Policies and plans that increase the efficiency of public facility planning benefit both the private and public sectors.

The costs of building, operating, and maintaining public facilities (whether to serve existing residents or new development) may be borne by existing residents and businesses, ~~on-by~~ property owners and developers, and ~~on-by~~ future residents and businesses. These costs may be translated into higher taxes, ~~now or in the future~~, higher costs ~~of-for~~ constructing development projects, higher fees and charges to service users, or lower quality services. Douglas County's Master Plan is intended to provide a clear understanding of these costs and to establish a fair system of sharing these costs according to the benefits received. In community workshops and in opinion survey responses, ~~County-county~~ residents strongly supported the concept that "development should pay for its own public services and facilities."

[-Jobs/-Housing Balance](#)

[The timing and characteristics of new development not only affect the jobs-/housing balance within the community, they also have a significant effect upon the cost of development and services. An imbalance between the location of housing and employment opportunities can contribute to a variety of adverse environmental and social impacts-. These impacts, which may that increase the cost of providing community services- as well, include increased air pollution, energy consumption, traffic congestion, and commuting times between home and work.](#)

[A development pattern that minimizes the need for long commutes and maximizes "walkability" within communities is more cost-effective and promotes physical activity that contributes to human health. By providing a balance between jobs and housing in the region, it will be possible to reduce energy consumption, improve traffic conditions, and contribute to the quality of life. In community workshops residents supported development patterns that promoted a better jobs/housing balance as a strategy for growth management.](#)

[In assessing the jobs/housing balance, the following indicators may be considered:](#)

[Jobs/Dwelling Unit Ratio](#)

[This is the ratio between jobs and dwelling units \(DUs\) within a community; and is generally shown as a ratio such as .75:1. \(This measure does not take into account the number of actual residents; and thus is not sensitive to changes in average household size over time\).](#)

[Jobs/Population Ratio](#)

[This is the percentage of available jobs compared to population; and is generally shown as a percentage such as 33%. This measure does not, however, account for the actual percentage of potential employees in the population.](#)

[Jobs/Employee Ratio](#)

[The third indicator of the jobs/housing balance in a community is to compare the number of jobs generated by approved land use with the actual number of employees living in the community. This latter number can be estimated by multiplying the number of housing units by the average number of workers per household. Under balanced conditions, a ratio approaching 1.00 would be expected.](#)

Minimum Development Standards

Experience shows that careful control over the minimum acceptable quality of infrastructure can go far towards limiting low-quality growth. It can also help to limit the sprawl of development over open areas of the ~~County~~county. These minimum development standards, along with the necessary regulatory framework will ~~be~~ incorporated into the ~~DCounty's~~ development ~~C~~code. The minimum development standards are recommended in the following list:

~~As indicated in the Land Use Element, there are uUrban sService aAreas within the County for which urban services are required. The balance of the County will utilize rural standards.~~

~~Urban standards for all development in Urban Service Areas shall include:~~

- ~~• — Connection to Existing existing Municipal municipal Water-water System-system and meeting facility requirements.~~
- ~~• — Connection to Existing existing Municipal municipal Sewer-sewer System-system and meeting facility requirements. —~~
- ~~• — Provision of a minimum of 5060 feet ~~of~~ access or dedication of required rights-of-way per the plan of streets and highways. Depending on anticipated future demand, 80 feet of access or greater may be required.~~
- ~~• — Minimum road and street standards shall include urban street sections; and, also include, ~~curb, gutter, sidewalk,~~ bike paths, landscaping, ~~and~~ street lighting.~~
- ~~• — Undergrounding of all utilities including existing above grade facilities (except electrical lines carrying 33,000 or more volts60kv or larger).~~
- ~~• — Construction of underground piped drainage system (or environmentally conscious equivalent):-~~
- ~~• — Provision of adequate easements for irrigation facilities and piping- (or environmentally conscious equivalent) of smaller ditches.~~
- ~~• — Adequate provision of fire flows and fire hydrants appropriate for land uses proposed.~~

~~Rural standards shall include the following:Rural Areas:~~

- ~~• — Provision of adequate water supply for the intended use. Connection to a municipal system may be required depending on location and use.~~

- ~~—~~ Provision of adequate sewage disposal for the intended use. Connection to a municipal system may be required depending on location and use.
- ~~—~~ Provision of ~~a minimum of 5060~~ feet of access or dedication of required rights-of-way per the plan of streets and highways. Depending on anticipated future demand, 80 feet or greater may be required.
- ~~—~~ Minimum road standards shall include rural street sections with paved shoulders, and bike lanes, and off-road improvements. ~~side ditch drainage.~~
- Construction of underground piped drainage system (or environmentally conscious equivalent).
- ~~—~~ Undergrounding of all utilities including existing above grade facilities for all parcels smaller than 40 acres and excepting electrical lines carrying 33,000 or more volts. (except 60kv or larger) except for parcels 40 acres or larger.
- ~~—~~ Provision of fire protection requirements of the appropriate fire district.
- Provision for requirements for agricultural buffers to minimize conflicting uses.
- ~~—~~ Provision of adequate easements for irrigation and drainage facilities. ~~(Adopted 4-4-2002)~~

Adequate Public Facilities

In addition to requiring that new development meet the minimum development standards for roads and utilities discussed above, the County will require that the services and facilities required to serve the new development be in place prior to issuance of a building permit or prior to issuance of a certificate of occupancy, depending on the nature of the public service or facility. An A ~~adequate~~ Public Facilities Ordinance (APFO) ~~will~~ may help to achieve this result.

To create an APFO, the County must first define minimum acceptable service standards for streets, water, sewage, drainage, parks, and schools. The County will then establish the time by which adequate facilities must be in place in order to serve that development and to avoid placing additional burdens on existing facilities. The timing requirement can be the same for all services or different for different services. While storm drainage improvements usually need to be in place as soon as regrading and street improvements are in place, parks may not need to be in place until residents begin to move into the community. In general, however, the improvements should be required to be in place no later than the time the new development is occupied, and this requirement should be a condition to the issuance of a certificate of occupancy.

Location and Patterns of Growth

Urban Service Areas

Urban Service Areas are defined areas on the Land Use Element map indicating the places where urban types and scales of development are permitted. ~~and outside of Urban Service Areas, urban development is which those types of development are~~ discouraged. Urban Service Areas can help maintain urban edges, foster compact urban form, and preserve rural character. Generally, ~~an Urban Service Area is one in which they are areas that are intended to have the County is willing to plan for and require~~ a full complement of urban services, including water, sewer, sidewalks, parks, schools, bike paths, walking trails, landscaping, fire protection services, and paved streets.

The incorporation of Urban Service Areas into the Plan will facilitate the efficient provision of public utilities and promote compact development ~~patterns in those portions of the County in places~~ where it is consistent with ~~the established, existing~~ character ~~of the area and easiest to serve with efficient utilities~~. The communities of Minden/Gardnerville, Gardnerville Ranchos, Airport, and Indian Hills contain Urban Service Areas. Other communities may become Urban Service Areas over time as critical infrastructure components are provided.

The Land Use Element recommends that urban growth occur only in Urban Service Areas and areas with densities of ~~treats residential development at densities of more than~~ one unit per acre or greater as urban and ~~recommends that such growth occur only within defined Urban Service Areas~~. Areas outside Urban Service Areas should not be zoned for urban residential densities, and the ~~capital~~ Capital Improvements Program ~~Program~~ does not include urban facilities for those areas. The defined Urban Service Areas ~~in this Plan~~ contain two types of land. The first is infill sites that are platted, zoned, and ready for development. The second is Receiving Areas ~~that are currently unplatted or not zoned for urban densities~~.

Receiving Areas have rural underlying zoning and are portions of the County that are adjacent to areas with urban density and existing public utilities. They are currently not zoned for urban-sized lots ~~or~~ and are not platted for urban densities. They have been identified as, and are, available for development at the same density or other compatible density which exists in. ~~The allowable densities in Receiving Areas should be set to match the prevailing character of the the adjacent urban area. In order to achieve this density, however, but the Receiving Area should not be zoned to that density. Instead, development rights should~~ must be transferred to the Receiving Areas through the use of clustering or the transfer of development rights (TDR). Owners of land within ~~a~~ Receiving Areas ~~would still~~ retain the right to develop their land at the density allowed by the rural underlying zoning without the use of TDRs. under its current zoning without the use of development rights from other areas if they wish.

All areas not urban are considered rural. Because there is adequate capacity within the defined Urban Service Areas to accommodate almost all of the residential growth that can occur within the limit of the groundwater resource and capital improvements capabilities of the ~~C~~ county, there is no need to identify

additional “Future” Urban Service Areas. However, new Receiving Areas must meet minimum urban service standards. ~~(Adopted 4-4-2002)~~

Clustering of Development

In order to promote compact and efficient patterns of development and to preserve agricultural lands, landowners of agriculture properties should be permitted and encouraged to cluster development rather than spread it out over the land, but in patterns that preserve the same overall densities of development. Clustering is encouraged to occur ~~(1)~~ within a parcel located outside a Receiving Area, or ~~(2)~~ from portions of a parcel outside a Receiving Area into portions of the same parcel within a Receiving Area.

When clustering occurs outside a Receiving Area, the owner would first calculate the number of large tracts that ~~he or she it~~ would be permitted to develop and would then be permitted to develop the same number of smaller rural lots. The rural lots would each be a minimum ~~size~~ of 2 ~~acre-acres~~ and a maximum of 5 acres ~~each in size~~. The minimum development standards applicable to rural lots would apply. The remaining area that would otherwise have been developed as large residential tracts must be protected from future development through the use of a permanent conservation easement (the preferred method) or a deed restriction. This clustering approach will allow landowners to develop more efficient parcels and to preserve large open areas without creating inappropriate nodes of urban density far from developed areas and urban services.

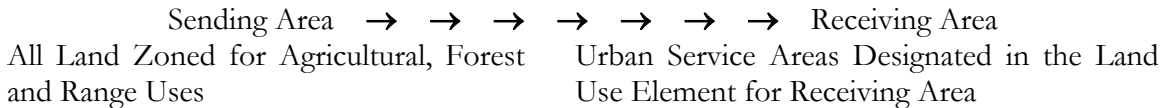
Since some lands are located partly within and partly outside Receiving Areas, clustering can also be used to move development potential from other parts of the property into the Receiving Areas and to develop lots within the Receiving Area at urban densities. The calculation of permitted residential tracts and lots would be exactly the same as for other areas, but the lots could be developed at sizes lower than 2-acres without a zone change because they would be closer to other developments of a similar density. Again, ~~the~~ clustering landowner must preserve the remainder of the parcel as open space, and meet the minimum development standards and zoning criteria applicable to other lots of the same urban density.

In either case, the resulting development should not contain more units than were originally permitted on the full parcel. Clustering may be permitted from irrigated agricultural land to contiguous or non-contiguous forest and range land. Clustering is permitted in both the A-19 (Agriculture, nineteen acre minimum parcel size) and the FR-19 (Forest and Range, nineteen acre minimum, parcel size) zoning districts. However, a one hundred and fifty (150) percent density bonus could be applied if the remainder of land is left with all of the water rights with a permanent restriction. ~~(Adopted 4-4-2002)~~

Transfer of Development Rights

In some cases, however, the need to direct growth toward Urban Service Areas may require the cooperation of the owners of two or more parcels of land. In particular, it is important that the use of development rights from the large areas of the County designated for resource lands (Agriculture and Forest and Range designations) be directed towards the Receiving Areas. A Transferable Development Rights (TDR) program will help direct future growth from such lands into Receiving Areas over time.

Under the TDR system, the County's resource lands serve as the "Sending Areas" from which development rights could be -- but would not have to be -- transferred for use in Receiving Areas. Transfers of development rights would only be permitted within the Carson Valley watershed or the Topaz watershed, and not from one watershed to another. Prices for development rights would be established by the buyer and seller of those rights without interference by the County -- unless the County chooses to buy and bank development rights under the acquisition program described below. This system is summarized below.



Transfers of development rights could involve one owner -- or two different owners -- or even more. If one landowner owns a parcel of land in a Receiving Area and another parcel outside it, that owner could move the allowable density from the second site onto the site in the Receiving Area. Or, if one landowner owns a parcel in a Receiving Area and another landowner owns a parcel somewhere else, the two owners could enter into an agreement to move the allowable density from the second site to the first site. Just as for the Clustering of density described above, (1) resource land from which the density is transferred shall be preserved as permanent open space through conservation easements, and (2) the resulting development must meet the minimum service requirements and zoning requirements for other areas of the same density.

Since TDRs are potentially a stronger growth guidance tool than on-site clustering, the incentive to use TDRs should be greater to preserve agricultural lands. In order to create that incentive, a 50 percent bonus units should be provided when TDRs are transferred from agricultural lands to a Receiving Area. In addition, the 50 percent bonus units offered when a cluster developer preserves the water rights in place shall also be available if a TDR seller leaves water rights in place and permanently restricts them or when the sending parcel is located in the primary flood plain. Limited No-bonus units are is provided for TDR from forest and range lands. Unused densities from any property developed to less than its full entitlement are not to be eligible for use in the TDR system. It should also be noted that TDR incentives are to be investigated within the Development Code for preservation of historic properties and construction of trail systems.

Figure 6.4: Transfer Development Rights Sending Area

	<u>DRAINAGE BASIN</u>	
	<i>Carson Valley</i>	<i>Antelope Valley</i>
<u>AREA (AC)</u>		
<u>Agriculture (Private)</u>	<u>35,976</u>	<u>3,471</u>
<u>Forest & Range (Private)</u>	<u>10,772</u>	<u>18,868</u>
<u>DWELLING UNITS</u>		
<u>Agriculture @ 1 Unit/19 Acres (Base Unit)</u>	<u>1,893</u>	<u>182</u>
<u>TDR Base Bonus @ 9 Units/19 Acres</u>	<u>17,037</u>	<u>1,638</u>
<u>TDR Water Rights Bonus @ 7 Units/19 Acres</u>	<u>13,251</u>	<u>1,274</u>
<u>TDR Floodplain Bonus @ 7 Units/19 Acres</u>	<u>5,782</u>	<u>525</u>
<u>Sub Total</u>	<u>37,963</u>	<u>3,619</u>
<u>Forest & Range @ 1 Unit/19 Acres (Base Unit)</u>	<u>566</u>	<u>993</u>
<u>TDR Flood Zone Bonus @ 1 Unit/19 Acres</u>	<u>96</u>	<u>106</u>
<u>TOTAL*</u>	<u>38,625</u>	<u>4,718</u>

*Note: Carson Valley flood zone (A-19) = 15,700 acres; Carson Valley flood zone (FR-19) = 1,828 acres; Antelope Valley flood zone (A-19) = 1,432 acres; Antelope Valley flood zone (FR-19) = 2,016 acres
Total does not include other bonus units that may be allowed when 100 acres or more of the Sending Area is included in the program, or when public access easements are provided to rivers, public lands, etc.

DRAINAGE BASIN

Transfer Development Rights Sending Area - Figure 9.1

	<u>DRAINAGE BASIN</u>	
	<i>Carson Valley</i>	<i>Antelope Valley</i>
<u>AREA (AC)</u>		
Agriculture (Private)	37,458	836
Forest & Range (Private)	38,648	27,528
<u>DWELLING UNITS</u>		
Agriculture @ 1 Unit/19 Acres	1,971	44
TDR Bonus @ 50%	986	22
Water Rights Maintenance Bonus @ 50%	986	22
Total	3,943	88
Forest & Range @ 1 Unit/19 Acres	2,034	1,449
TOTAL	5,977	1,537

Drainage Basin

Future Development & Receiving Area -- Figure 9.2

	<i>DRAINAGE BASIN</i>	
	<i>Carson Valley</i>	<i>Antelope Valley</i>
<i>Future Development & Receiving Area</i>	-	-
<i>(AC)</i>	<i>3,238</i>	<i>1,288</i>

Figure 6.5: Future Development & Receiving Area

	<u>DRAINAGE BASIN</u>	
	<u>Carson Valley</u>	<u>Antelope Valley</u>
<u>Future Development & Receiving Area</u>	-	-
<u>(AC)</u>	<u>2,370</u>	<u>1,285</u>

Figure 6.6: Developed/Approved Tentative Map/Approved Specific Plan Receiving Area (in acres)

	<u>DRAINAGE BASIN</u>	
	<u>Carson Valley</u>	<u>Antelope Valley</u>
<u>Developed Receiving Area</u>	<u>244</u>	<u>0</u>
<u>Approved Tentative Map Receiving Area</u>	<u>2,184</u>	<u>0</u>
<u>Approved Specific Plan Receiving Area</u>	<u>217</u>	<u>0</u>

Acquisition of Development Rights

Another way for the County to direct development towards Urban Service Areas is to purchase development rights or easements that preserve land -- particularly agricultural, range, and forestry land -- in its current state. Programs to acquire development rights can help maintain rural character, preserve agricultural lands, preserve sensitive environmental features, and maintain urban edges. Since acquired development rights are not available for private development, they also help reduce the pressure on the County's groundwater resources and capital improvements program. Different variations of this program could involve the purchase of conservation easements, scenic easements, or options or rights of first refusal to purchase the land itself. This could be done by the County or encouraged to be done through private resources, such as a land trust or conservancy.

The key steps in establishing an acquisition program are 1) identifying a source of funds, 2) prioritizing the land where rights or easements are to be purchased, and 3) deciding whether to retire or resell the rights acquired. Possible sources of funds include local option gaming revenues, sales tax, transient occupancy room taxes, or bond issues. Prioritization of the rights to be acquired should focus on highly visible areas along major highways and open hillsides, lands at the outer edges of Urban Service Areas to establish

buffers and create definition of boundaries where pressure to sprawl outward may be the greatest, and sensitive lands that cannot be protected through other means. At the time this program is established, the County will need to decide whether to retire the rights that it purchases (in order to make remaining development rights more valuable to their private owners) or whether to hold the rights in a bank and make them available at reduced or no cost in order to promote desired development in Receiving Areas. The simplest program is to retire the rights or to buy conservation or scenic easements, which eliminates the issue of County-owned development rights altogether. The County should initiate an open space acquisition program to strengthen and supplement other growth management tools. The County shall study the use of mitigation fees as a means of financing the purchase of development rights.

Rate of Growth

Building Permit Allocation System

In addition to directing growth to the places where it is most appropriate and most consistent with the Land Use Element, the County should control the rate at which growth occurs. ~~Uncontrolled-Unmanaged~~ growth ~~rates~~ makes it difficult ~~for the County~~ to keep up with expanded needs for roads, water, sewer, and other facilities. Unpredictable growth also makes it difficult ~~for the County~~ to plan for, ~~protect and the~~ best use ~~of its limited groundwater~~ the natural resources, such as, land, air and water. In part, the quality of life for residents in Douglas County is derived directly or indirectly for the allocation of these resources. The high quality of life has made the county a desirable community and the basis for the continued growth and the related value. In order to protect both ~~the County's~~ financial and natural resources, the County should adopt a building permit allocation system covering residential uses. ~~The An~~ allocation system assists to promote will allow for a predictable growth rate, which provides for an averaging of peaks and valleys of growth over time. This provides for an orderly basis to plan and fund infrastructure and protect the ~~groundwater-natural~~ resources. The residential permit allocation system should be based upon tied to both the ~~capital-Capital improvements-Improvement P~~ program, ~~transportation-~~ and ~~to~~ hydrological studies, ~~as well as, less defined measures such as quality of life indicators.~~ Therefore, a A building permit allocation system should be designed to maintain an average rate of growth over time.

~~The permit allocation system should not be implemented until a Capital Improvements Plan for Douglas County is adopted and growth rates indicate a need for such a program.~~

~~The Development Code, which will set forth the allocation system, should be prepared in conjunction with public and development community input and should address such issues as:~~

~~— Flexibility to allow banking of a limited number of permits from one year to the next or for the County to obligate a limited amount number of future years' allocations if necessary.~~

~~— Whether permits should be issued bi-annually on a first come, first serve basis, and whether if demand exceeds the available supply of permits, if each applicant should receive a pro-rata share of the number of permits applied for.~~

~~— Allocations which go unused in a given year and whether they would should be available for use in future periods.~~

~~— In each allocation period, should available permits be set aside for use by developments that promote important goals of the Master Plan, including affordable housing, senior housing, housing within Urban Service Areas, housing built with TDR's acquired from sending areas, etc.~~

~~— Restrictions on the number of permits allocated to any one project or builder.~~

~~Requirements to use the allocation within a specified time period unless banked.~~

~~Development of water use threshold levels for commercial or industrial uses to address and alleviate intensive water use concerns.~~

~~The setting of growth rates would be accomplished annually in conjunction with the budget process and annual review of the Capital Improvements Plan.~~

Growth Management Goals and Policies

GOAL ~~69.01:~~ ~~_____~~ ~~To m~~Keep ~~anage~~ growth in Douglas County ~~at to~~ a sustainable level ~~our~~ that natural and fiscal resources can support.

Policy ~~69.01.01~~ ~~_____~~ ~~01~~ Douglas County shall limit extension of urban levels of public services outside identified Urban Service Areas.

Policy 6.01.01~~2~~ Douglas County shall plan land uses and intensities to provide more area for development than is needed to accommodate the desired 20~~24~~5 population and employment, in order to support market choice and flexibility. Such areas shall be included in Land Use mapping ~~and~~ shall be served according to the policies in the Public Facilities Services Element of the Master Plan.

Policy 6.01.03

~~Policy 9.01.02~~ ~~_____~~ Douglas County shall manage the appropriate timing and location of development to achieve the County's goals related to natural resources, community character, and provision of public services.

Policy 6.01.04 Douglas County shall monitor the timing and location of development and report to the public on an annual basis. Such a report shall include a measurement of the availability of natural resources in relationship to new development, and measurements of key indicators of sustainability and quality of life, including but not limited to new developments' annual cumulative effect on open space and agricultural land ~~an analysis of the fiscal cumulative effects of development, and measurements of key indicators of sustainability.~~

GOAL ~~69.02:~~ ~~_____~~ ~~To d~~Direct new development to locations within or adjacent to existing communities where public facilities can be provided and a sense of community can be created or enhanced.

Policy ~~69.02.01~~ ~~_____~~ Douglas County shall use the Land Use Element of this Master Plan to designate areas for distinct urban and rural communities. The designated development areas of these communities shall not include land which cannot be served with adequate facilities and services during the time frame of the Master Plan~~.~~

Policy ~~69.02.02~~ ~~_____~~ The development areas of designated urban and rural communities shall be expanded only when expansion areas can be served with adequate facilities and services and when expansions are consistent with the type, intensity, and character of development planned for the particular community as detailed in the Land Use Element and the individual Community or Area Plan.

~~Policy -69.02.03~~ ~~—~~Douglas County shall revise its Development Code to ensure that individual developments within the ~~County~~ are consistent with the goals and policies of the Master Plan, including the individual Community or Area Plans.

Policy ~~96.02.04~~ ~~—~~ ~~Douglas County shall use the Land Use Element of this Master Plan to identify, and optimize the balance between, existing specific sending and receiving zones areas in its Transfer of Development Rights Policy program.~~

~~Policy 6.02.05~~ ~~—~~ Douglas County shall use the Land Use Element of this Master Plan to establish Agriculture, Ecological, and Cultural overlay zones in coordination with its Transfer of Development Rights ~~policy program.~~

~~Policy 6.02.06~~ ~~—~~ Douglas County shall ensure that new development and redevelopment are compatible with adjacent land uses, as described by all pertinent land use designations, zoning, development code, design review, and other applicable regulations.

~~Policy 6.02.07~~ ~~—~~ Douglas County shall limit extension of urban levels of public services outside identified Urban Service Areas ~~except in cases where said extension is necessary for the provision of public health and safety.-~~

~~Policy 6.02.08~~ ~~—~~ ~~Douglas County shall revise its Development Code to ensure that individual developments within the county are consistent with the goals and policies of the Master Plan, including the individual Community or Area Plans.~~

~~Policy 6.02.089~~

~~Policy 9.02.05~~ ~~—~~ Douglas County shall revise its Development Code to include provisions for the Growth Management strategies, including but not limited to, Minimum Development Standards, Transfer of Development Rights, Acquisition of Development Rights, Clustering and Urban Service Areas, and a Building Permit Allocation System. Additional incentives for TDRs are to be considered for historic properties, trail development, and open space acquisition.

Policy ~~69.02.0610-09~~ ~~—~~ Douglas County shall not support annexations to unincorporated ~~t~~owns or to the service areas of providers (such as GIDs) that are not compatible with the Master Plan’s identified service areas and shall encourage annexation which supports the Master Plan’s service areas.

GOAL ~~96.03:~~ ~~—~~To ~~a~~Accommodate new development at a ~~pace which~~pace that can be adequately served by available community facilities and services.

Policy ~~69.03.01~~ ~~—~~ Douglas County shall define adequate levels of service for each major public service through the ~~analysis of the~~ Capital ~~Facility~~Improvement ~~Plan process~~Program. Adequate levels of service may be different for urban and rural development. The

specific standards and requirements for service adequacy shall be defined in the Development Code.

Policy ~~96~~.03.02 ___-Douglas County shall evaluate the following services in determining whether community facilities are available and adequate to serve new development: a) roadways and intersections within and outside the project site; b) systems to provide potable water; c) wastewater treatment systems; d) fire protection stations and equipment; e) ~~schools~~; ~~f) affordable and work force housing~~; g) law enforcement; ~~h) emergency medical service~~; ~~i) local open space~~, parks sites and facilities; ~~j) storm drainage facilities, libraries, and other facilities of community benefit~~.-

Policy ~~69~~.03.03 ___ Douglas County shall require that adequate levels of services be provided concurrent with the timing of development. Concurrency means that the necessary facilities to serve a particular development project or project phase shall be of sufficient capacity to provide adequate service at the time the development is occupied and/or creating a demand for services. The regulations to implement this policy shall be contained in the Development Code.-.

Policy ~~69~~.03.04 ___ Where existing facilities or facilities programmed in a public ~~capital~~-~~Capital~~ ~~improvements~~-~~Improvement P~~rogram are not adequate to serve a new development project at designated service levels, concurrent with the impacts of that development, the County may require phasing of the development, installation of interim facilities and/or installation and financing of off-site facilities, including oversized facilities, by the developer in lieu of denying the development proposal. The Development Code shall incorporate appropriate provisions to implement this policy- ~~within the limits of Nevada law~~.

Policy ~~69~~.03.05 ___ The costs of providing adequate public facilities to serve new development should be equitably prorated between existing and new development and among new developments benefiting from such facilities. Douglas County may establish impact fee programs, County policies for participation in the costs of off-site facilities, and provisions for reimbursing developers who initially install oversized facilities to serve their development projects and other affected projects. Such programs and provisions shall be implemented through revisions to the Development Code.

Policy ~~96~~.03.06 ~~.-~~Interim facilities may be required to provide adequate service levels prior to completion of planned public facilities for an area.-.

Policy ~~96~~.03.07 ~~.-~~Douglas County shall work with its State legislators to expand the use of impact fees.

Policy ~~69~~.03.08 ___-Douglas County shall include within the Development Code provisions for a Building Permit Allocation System ~~and the implementation of the system shall be based upon analysis of the Capital Improvement Program, transportation and hydrological studies, and the quality of life indicators as adopted by the Board of Commissioners as part of its implementation of Master Plan policy 14.02.01, as well as, less defined measures such as the quality of life indicators, but shall not implement the system until a Capital Improvements Plan is adopted and growth rates are adopted~~.

GOAL 69.04: ~~To p~~**Provide for adequate review of development proposals by all interested parties through ~~processes which~~ processes that are clearly defined, applied consistently, and are designed to achieve the goals of the Master Plan.**

Policy 69.04.01 ___ Douglas County shall review and revise its Development Code as necessary to provide appropriate regulations to implement the Master Plan's growth management policies.

Policy 69.04.02 ___ Douglas County shall evaluate its development review processes and revise the Development Code as necessary to provide for complete applications, consistent project review, clear scheduling of review steps, and action to implement the Master Plan.

Policy 69.04.03 ___ Douglas County shall evaluate its development review processes and revise the Development Code as necessary to provide for appropriate public notification, review, and participation in action on development proposals.

Policy 69.04.04 ___ Douglas County shall revise the Development Code as necessary to establish specific criteria for the use of development agreements and standard provisions to be included in development agreements.