



PLANNING COMMISSION STAFF REPORT
MEETING DATE: April 5, 2018

City of Sparks Annual Report for 2017 to Truckee Meadows Regional Planning Agency
Petitioner: City of Sparks
Presenter: Jim Rundle, Planning Manager
Recommendation: The Community Services Department recommends the Sparks Planning Commission endorse and forward to the Truckee Meadows Regional Planning Agency, the Regional Planning Commission and the Regional Planning Governing Board the 2017 Annual Report. See suggested motion below.
Financial Impact: NA
Business Impact (Per NRS 237) <input type="checkbox"/> A Business Impact Statement is attached. <input checked="" type="checkbox"/> A Business Impact Statement is not required because this is not a rule. <input type="checkbox"/> A Business Impact Statement is not required. This is a rule but does not impose a direct and significant economic burden on a business, or directly restrict the formation, operation or exemption of a business. <input type="checkbox"/> A Business Impact Statement is not required. Thus is a rule but emergency action is necessary to protect the public health and safety (requires a unanimous vote of the City Council and cannot be in effect for more than six months).
Suggested Motion: I move to Endorse and forward to the Truckee Meadows Regional Planning Commission and Governing Board the City of Sparks’ annual report for calendar year 2017.

Background/Analysis:

NRS 278.0286 subsection 1 states “Each local planning commission responsible for the preparation of a city or county master plan and each affected entity shall prepare and submit to the regional planning commission and the governing board a complete report each year indicating any action taken within the previous calendar year which furthers or assists in carrying out the policies or programs contained in the comprehensive regional plan, and any work relating to the comprehensive regional plan that is proposed for the next fiscal year.”

The 2017 Annual Report is attached for review.


Jim Rundle, Planner Manager

**City of Sparks and
Redevelopment Agency of the City of Sparks
Regional Planning Annual Report
Calendar Year 2017**

This annual report outlines activities of the City of Sparks and the Sparks Redevelopment Agency pertinent to the Truckee Meadows Regional Plan (TMRP). The report is organized to correspond to the Principles, Goals and Policies of the 2012 Truckee Meadows Regional Plan, adopted July 18, 2013.

A. Regional Form and Pattern

1. Incentives, strategies and programs to promote infill

In 2015 the City of Sparks completed an overhaul of the City’s municipal code which governs development. The revised zoning code reduces barriers to development (identified through an earlier analysis) and provides a new organizing structure which integrates the zoning code and other regulatory documents and guidelines (e.g. TOD standards), as well as updating the permitted uses table.

The “new” zoning code reduced the number of uses requiring a Conditional Use Permit and implemented a mechanism to permit many uses previously requiring a use permit with use standards. The new code also provides a mechanism to approve uses that are not listed in the zoning use table. This may reduce the requirement to amend the zoning code to permit a particular use that was not contemplated when the code was developed.

In 2016 the City of Sparks approved a new master plan, now referred to as the Sparks Comprehensive Plan. This document includes goals and supporting polices that provide strategies toward implementation of concepts such as infill development. The Comprehensive Plan goals require action by the City Council to prioritize resources for new development including but not limited to annexations and infill.

In 2017, the Sparks City Council adopted a set of amendments to the zoning code. The amendments were the result of City staff’s use of the code adopted in 2015. During this period, staff identified modifications appropriate for the continued refinement of the 2015 code. These modifications included revising definitions, permitted uses, and landscaping, density, parking and design standards. This amendment process enhances the opportunity to promote infill in areas including, but not limited to, Victorian Square and the Marina Area.

2. Capital Improvement Programs to promote growth priorities

The following table summarizes some of the capital projects completed in 2016.

CIP COMPLETED IN CY 2017

Buildings

Remodels, Roofs, HVAC, Electric \$ 645,000

Site/Utility Improvement Projects

Sanitary Sewer Rehabilitation Projects	\$2,177,810
TMWRF Capital Projects:	\$2,986,424
Storm Drain New Improvements	\$1,965,000
Annual Sparks Road Improvement Projects	\$2,551,374
Curbs, Gutters and Sidewalks	\$ 500,000
Parks Improvements	\$2,056,450
<u>CDBG funded pedestrian improvements</u>	<u>\$ 420,000</u>
Total	\$13,302,058

3. Center, corridor and station area plans

Redevelopment Area #1 – Victorian Square Development Plan

The first redevelopment plan for Sparks' downtown core was adopted on February 27, 1978. This plan, the Town Center Redevelopment Plan, was amended in 1987, 1993, 2000, 2005 and 2015. The 2005 amendments shifted the plan's focus for Victorian Square from a predominantly retail orientation to producing a mixed-use project. The 2015 amendments affirmed the phased, mixed-use concept but allowed for additional uses, particularly housing, on certain parcels within the Victorian Square area and revised the implementation strategy.

Victorian Square is undergoing a dramatic transformation. In 2017, Silverwing Development completed construction of the 220-unit Fountainhouse at Victorian Square multi-family project on property it acquired from the Redevelopment Agency. This developer is currently under construction on 16 more residences and approximately 8,000 square feet of restaurant and retail space on two parcels, also acquired from the Redevelopment Agency, located directly in front of the Victorian Square movie theater. In early 2017, the Redevelopment Agency sold two more parcels along the east end of Avenue of the Oaks on which Silverwing is constructing The Bridges project. It includes 194 apartments, approximately 19,600 square feet of commercial space, a portion of which will be used to provide private amenities to project residents, and structured parking for the project's tenants. Silverwing anticipates completing construction of this ambitious project by mid-2018. In December of 2017, the City Council and Redevelopment Agency approved an agreement to sell Silverwing an existing parking garage for a third major project in downtown Sparks located on C Street just west of Pyramid Highway. Silverwing plans to renovate the existing parking garage and construct a new 209-unit apartment building, referred to as The Deco, above the garage.

The Victorian Square movie theater closed in September of 2016 after Cinemark, the company previously leasing it ceased operating and vacated the premises after removing all the fixtures, furnishings, and equipment. In late 2016, Syufy Enterprises, which owns

the cinema property, requested that the City provide Lodging Tax proceeds to fill a financial gap in the cost of renovating that property as a state-of-the-art movie theater. Syufy then negotiated a lease with Galaxy Theatres, which operates the Galaxy Imax Luxury+ Theatre in the Legends shopping center, to renovate, re-open and operate the cinema property at an estimated cost of over \$7.6 million. In February of 2017, the City Council approved an incentive agreement with Syufy Enterprises to provide \$1.5 million of financial assistance for renovation of the theater property. Renovations must be completed and the theater fully operational before Syufy can receive the lodging tax funds. The theater is expected to reopen in July of 2018.

The Victorian Square area is intensively used for special events and, as a result, heavy demands are placed on its infrastructure. In 2013 City staff assessed the condition and functionality of this area's infrastructure, particularly the pedestrian environment and civic gathering spaces. The City then developed a phasing plan for rehabilitation of the area along Victorian Avenue and C Street between Pyramid Way and 16th Street. In 2016 the City gained approval, from a committee established by the Nevada legislature, to use Lodging Tax proceeds the City receives to fund the first phase of these improvements and have included this project in the City's Capital Improvements Plans (CIP). In 2017 the City designed the first section of the improvements, between Pyramid Highway and 10th Street, which were bid and constructed in early 2018.

Redevelopment Area #2

Redevelopment Area #2 has three discontinuous districts: Sparks Marina, Oddie Boulevard corridor and Southwest Industrial (a.k.a. Conductor Heights). In 2017 there was noteworthy activity in the Marina and Oddie Boulevard districts.

Sparks Marina

In the Marina district of Redevelopment Area 2, development of the Legends project continued during 2017 with construction on two limited service hotels adjacent to the Sparks Marina: a 104 room Residence Inn Hotel and a 102 room Hampton Inn & Suites. Other Legends development includes several multi-tenant buildings in the area around Target and in the southeast corner of the center along Sparks Boulevard. The Marina district also saw the start of construction on 284-unit apartment community on a 9.8 acre parcel along the west side of Marina Gateway Drive and the long awaited resumption of construction on the Marina Villas Waterfront project, which will wrap 210 residences around the existing parking structure on the east shore of the lake.

In the Oddie Boulevard district of Redevelopment Area 2, Renown Health undertook construction during 2017 on the former Lowe's Home Improvement store on Oddie Boulevard. Renown acquired the 192,000 square-foot building on 10 acres to house several "back office" uses that may eventually locate over 600 employees at this location. Approximately three blocks east of this site on Oddie Boulevard, the Northern Nevada Community Housing Resource Board (NNCHRB) acquired a long vacant 2.2-acre parcel. The NNCHRB is constructing the Alpine Haven Apartments, a 40-unit rent- and income-restricted affordable housing community that is receiving funding from the Washoe County Home Consortium on this site.

4. Emerging Employment Centers

Sparks' 2016 Comprehensive Plan (Chapter 4 Managing Growth) discusses and identifies the boundaries of the Emerging Employment Centers (EEC). The Spanish Springs EEC is generally located north of Los Altos Parkway and its extension to Pyramid Highway and a minimum of one-half mile south of Las Posada Drive. The East Sparks EEC is generally located north of I-80, east of Sparks Boulevard, south of Prater Way and generally located within two miles of Vista Boulevard. The Goals in the Managing Growth Framework call for supporting economic vitality by providing a non-residential land use base, fostering land uses for employment, and facilitating infill and redevelopment. Specifically, "Policy MG3: Retain and promote emerging employment centers" addresses EECs.

Several projects in the Spanish Springs employment center were in progress or approved in 2007 and the City began to see development of the "office professional" land use in the Spanish Springs. However, in 2008 the Great Recession took hold and halted commercial and business park development. In early 2013, approximately 40 acres of the Kiley Ranch North Planned Development Handbook was amended to allow a medical campus. At this time, the applications in Spanish Springs Valley have included tentative maps, recorded final maps and planned development handbook amendments.

The Copper Canyon project in the eastern hills is designated as an EEC. In 2008, the property owner defaulted on the debt and the new owner is working on evaluating the development potential of the project. In 2016, the City reviewed an initial development application of the property on the corner of Vista Boulevard and Salomon Circle for the construction of a limited service hotel and retail uses; construction is underway and the buildings should be completed in 2018.

5. Cooperative Plans and Cooperative Planning

The Truckee Meadows Regional Plan identifies the western side of the Pyramid Highway corridor within the City of Sparks Truckee Meadows Service Area as an area to be cooperatively planned. In 2008 the City of Sparks and Washoe County coordinated to approve the West Pyramid Plan. The 2016 Sparks Comprehensive Plan incorporates these policies and land use designations.

The 2012 Regional Plan designates two areas within Sparks' TMSA for Cooperative Planning, which have now been annexed into the City of Sparks: the Truckee Meadows Water Reclamation Facility and Upper Highlands at Cimarron East.

6. Affordable Housing

The City of Sparks addresses affordable housing in its Community Development Block Grant (CDBG) application submitted annually to the Department of Housing and Urban Development (HUD). Sparks is an entitlement community that receives a direct award allocation through CDBG. Additionally, the City of Sparks is a participating jurisdiction that receives HOME Partnership funding through the Washoe County HOME Consortium (WCHC). The City of Reno is the Lead Agency for the WCHC which is comprised of the City of Reno, City of Sparks and Washoe County.

The City of Sparks utilizes a portion of its Community Development Block Grant (CDBG) fund allocation for rehabilitation of homeowner-occupied homes of low- to moderate-income households. The Housing Rehabilitation programs is comprised of two elements:

- 1) Housing Rehabilitation Deferred Loan Program – designed to assist qualifying single-family homeowners (i.e. below 80% AMI) with an 0% interest deferred loans up to \$20,000 to perform essential repairs of their primary residence.
- 2) Emergency Repair Grant Program – designed to assist qualifying single-family homeowners of extremely low – very low income (i. e. below 60% AMI) with a one-time grant of up to \$2,500 to address life safety emergencies and ADA modifications of their primary residence.

Over the previous year (FY 2016/2017) the City of Sparks was able to assist a total of 11 households through the Housing Rehabilitation Deferred Loan and Emergency Repair Grant Programs for a total community investment of \$76,075:

- Housing Rehabilitation Deferred Loan Program - a total of four households were assisted for a total community investment of \$59,347 (an average of \$14,836 for each household served).
- Emergency Repair Grant Program - a total of seven households were assisted for a total community investment of \$16,728 (an average of \$2,390 for each household served).

B. Natural Resource Management

1. **Coordination of Natural Resource Management:** The Sparks Comprehensive Plan adopted in 2016 incorporates Goals and Policies to identify, protect and enhance the natural environment for future generations. In Chapter 3, there is discussion of natural, wildlife and cultural resources.
2. **Development Constraints Area:** The adopted Sparks Comprehensive Plan includes maps of the slopes and discusses wetlands. There are policies to protect wetlands, the Truckee River, water quality and steep slopes.
3. **Slope Plans:** Along with Figure 3-3, City of Sparks Percent of Slope Map, the Comprehensive Plan discusses steep slopes establishing percent of slope categories. There are policies that encourage preservation of unique features and other natural features along with minimizing hillside scarring.
4. **Division of Land Less than Five Acres in the Rural Development Areas; and**
5. **Open Space / Greenways Plan:** The 2016 Sparks Comprehensive Plan addresses open space and greenways throughout the plan. In the Connectivity section, Figure 4-2, City of Sparks Trails and Pathways, identifies the trails in Sparks, which are mostly located in the city's greenways. Policies establish the priority to maintain the trail network and greenways.

6. **Air Quality:** Chapter 3 of the Sparks Comprehensive Plan discusses Air Quality as a regional issue that Sparks addresses with the other jurisdictions in the Truckee Meadows. Policy RC9 prescribes coordination with the regional agencies to improve air quality.
7. **Renewable Resources and Sustainable Development:** Chapter 3 of the Sparks Comprehensive Plan discusses Renewable Resources and Sustainable Development. Key goals and policies include: maintaining a physical and regulatory environment that facilitates environmental and fiscal sustainability; plan and adapt to increased drought, severe weather and other impacts of climate variability; increase urban tree canopy and support regional efforts to develop and implement a strategy to diversify energy sources.

C. Public Services and Facilities

1. Local Government Facilities Plans

In Sparks' Comprehensive Plan, the Community Facilities chapter include policies that aim to ensure that development is consistent with the facilities the City can provide. The Comprehensive Plan includes goals and policies relating to the capacity of existing and future facilities. Additionally, the City also incorporates a "Policy Framework" section that outlines the goals and policies for community facilities and services which provide direction for managing growth. Within the "Sparks Today" section the plan identifies the baseline for existing facilities and services.

2. Annexation

Sparks did not complete any annexations in 2017.

3. Capital Improvement Programs

The City of Sparks does not process variances to the CIP. Accordingly, there were no variances to the CIP in 2017.

4. Regional Utility Corridors

Under the Public Facilities section of the Comprehensive Plan the City identified goals that require the placement of new facilities within the existing regional utility corridors as outlined in the 2012 Truckee Meadows Regional Plan.

D. Plan Implementation

1. The City of Sparks processed three master plan amendment requests in 2017.
 - PCN170054 A change to the Comprehensive Plan land use designation from Intermediate Density Residential (IDR) to Commercial (C) for a site 0.878 acres in size located at 1855 N. McCarran Blvd in Sparks.
 - PCN17-0035 – A change to the Comprehensive Plan land use designation from OS (Open Space) on a portion of the site to C (Commercial) on a site approximately 67.4 acres in size located at 500 Highland Ranch Parkway in Sparks.
 - PCN17-0024 – A change to the Comprehensive Plan land use designation from LDR (Low Density Residential) to IDR (Intermediate Density Residential) on a site

approximately 3.47 acres in size located at 3650 Wedekind Road. The site was annexed into the City in 2018.

2. The City of Sparks updated its master plan in 2016, which is now referred to as the Sparks Comprehensive Plan. The outstanding items on the List of Scheduled additions from Truckee Meadows Regional Planning will be addressed once the 2017 Truckee Meadows Regional Plan is completed. The Sparks Comprehensive Plan included adopting new Conservation, Natural Resources and Public Facility components. The Comprehensive Plan incorporate a simplified Land Use Plan, a new Street Classification system, Complete Streets and Trails Maps. The Plan guides the physical development of the City but also integrates livability, economic development, housing, recreation, arts and culture, transportation, community facilities, sustainability and community design into a unified policy document.

Within the “Sparks Today” section, population growth is discussed and consensus forecasts were referenced.

E. General Review of the 2012 Regional Plan

Sparks staff believes review, and possibly amendment, of the elements of the 2012 Regional Plan addressing Centers, Corridors and TOD is appropriate. This includes, but may not be limited to:

Goal 1.2 – densities

Policy 1.2.1 – minimum and average densities

Policy 1.2.14 – minimum densities/FAR

Policy 1.2.10 – TOD corridors

Policy 1.2.11 – requires Downtown, Regional, TOD & Station plans as component of local government master plans

Policy 1.2.13 – implementation tools

Policy 1.2.15 – desired future condition for TOD Corridors

Policy 1.2.21 – cooperative approaches to infill

F. A Glimpse at 2018

Sparks is in its third year of interpreting and using the 2015 zoning code which includes revised standards for the Mixed-Use District (formerly TOD area). The City is now coordinating revisions and “fixes” based on this experience. The 2015 zoning code was updated in 2017 with refinements from minor issues the original code did not address.

Sparks is now in the eighth year of using its TOD (now Mixed-Use) development standards, but only its third year of utilizing the revised standards. Coming out of the recession, Sparks has seen significant interest and utilization of the standards. Amendments to development standards may be considered by the Sparks Planning Commission and City Council, including but not limited to reducing floor area ratios for commercial development in the mixed-use corridor if, through the 2017 Regional Plan Update process, these standards are revised.

This Regional Plan update process could benefit from Sparks' experience updating its master plan. A robust Regional Planning update process will lead to a secondary update of the 2016 Sparks Comprehensive Plan.