

Gardnerville Plan for Prosperity



August 2006

Contents

Executive Summary

Introduction

- i.1 Purpose
- i.2 Process
- i.3 Relationship to other Policies and Documents
- i.4 Relationship to Existing Plans and Policies

SECTION ONE: Opportunities, Objectives, Goals and Policies

- 1.0 Introduction
- 1.1 Opportunity Sites
- 1.2 Overall Planning Objectives
- 1.3 Goals and Policies
- 1.4 Factors for Success

SECTION TWO: Urban Design Concepts

- 2.0 Introduction
- 2.1 Overall Urban Design Concepts
- 2.2 Downtown Development Area Concepts
- 2.3 Stodick/US 395 Concepts
- 2.4 South Gateway Concepts

SECTION THREE: Action Plan

- 3.0 Introduction
- 3.1 Administrative Actions
- 3.2 Regulatory Actions
- 3.3 Financing Actions



Gardnerville's History

The Town of Gardnerville was founded in 1879 by Lawrence Gilman of Genoa when he moved the Kent House from the Genoa area to a 7-acre tract of land on the East Fork of the Carson River. Gilman had purchased the land from a homesteader, John M. Gardner, in whose honor he named the new town.

In its new location, the Kent House was renamed the Gardnerville Hotel. The hotel is no longer standing, but its site was just west of the present J & T Bar, near the inter-

section of Eddy and Main Streets (US Highway 395).

Gilman added a blacksmith shop and a saloon to his hotel to ensure his town's utility and popularity with the ranchers. As the town prospered, a number of hotels, shops, and saloons sprang up. By 1899, Main Street was lined with two livery stables, a woodworking shop, a boarding house, a tin shop, three general merchandising stores, a hall, four saloons, one meat market, one furniture store, a drug and confectionary store, and two hotels. The Valhalla Society-a Danish organi-

zation whose purpose was to disseminate information to immigrants-was formed in 1885, making Gardnerville an important social center in the valley as well as a commercial center.

Because of its location, Gardnerville came to serve as feed stop for the 24-horse freight teams passing between Carson City and Bodie.

(Dangberg, Grace. Carson Valley: Historic Sketches of Nevada's First Settlement. Carson Valley Historical Society. Carson Valley, Nevada, 1972.)

Executive Summary

The Gardnerville Plan for Prosperity is the product of a public planning process and represents the community's values and vision of the future. The Plan provides a framework of goals and policies, planning concepts and implementation priorities and has a companion document of Design Guidelines that convey the Town's expectations for quality. The Plan is to be incorporated into the update process for the Douglas County Master Plan, zoning and related Capital Improvements Programs.



*Above:
New investment should contribute to the preservation, enhancement, and creation of livable mixed-use neighborhoods.*

Overall Objectives

The planning process resulted in three overall objectives for the Town's future:

OBJECTIVE 1: Creating a Mixed-use and Connected Community

Continue to plan for mixed-use projects that create and connect to walkable neighborhoods.

OBJECTIVE 2: Make Sure Plans are Feasible

Make sure plans for mixed-use development are realistic. Initial projects would benefit from a horizontal mix of uses that are connected by carefully coordinated site planning, where uses come together around streets and open spaces.

OBJECTIVE 3: Improve US 395's Image

Old Town and the 'S' Curve continue to be a priority investment district. Other important sites identified included the South Gateway and Waterloo/US 395. However, all new investment should improve the

image of the town.

Overall Concepts

The Gardnerville Plan for Prosperity emphasizes creating mixed-use districts and neighborhoods that are interconnected. They emphasize protecting and creating economic value.

Community Character

Planning and design concepts reflect the scale, pedestrian orientation and block patterns found on Main Street and adjacent traditional neighborhoods. In Old Town, new investment is to respond to this immediate context. In outlying areas, new development will reflect this tradition while providing for the needs of contemporary demands of the automobile. In each case, new development would be recognized as part of the town.

Mixed-use Places

The Plan for Prosperity emphasizes master planned developments that mix residential and commercial uses. These developments may be



*Above and
Right:*

*(1) Sketch of the
corner of
Gilman and
Heritage Park*

*(2) Sketch of
commercial
service frontage
at Stodick
Parkway*

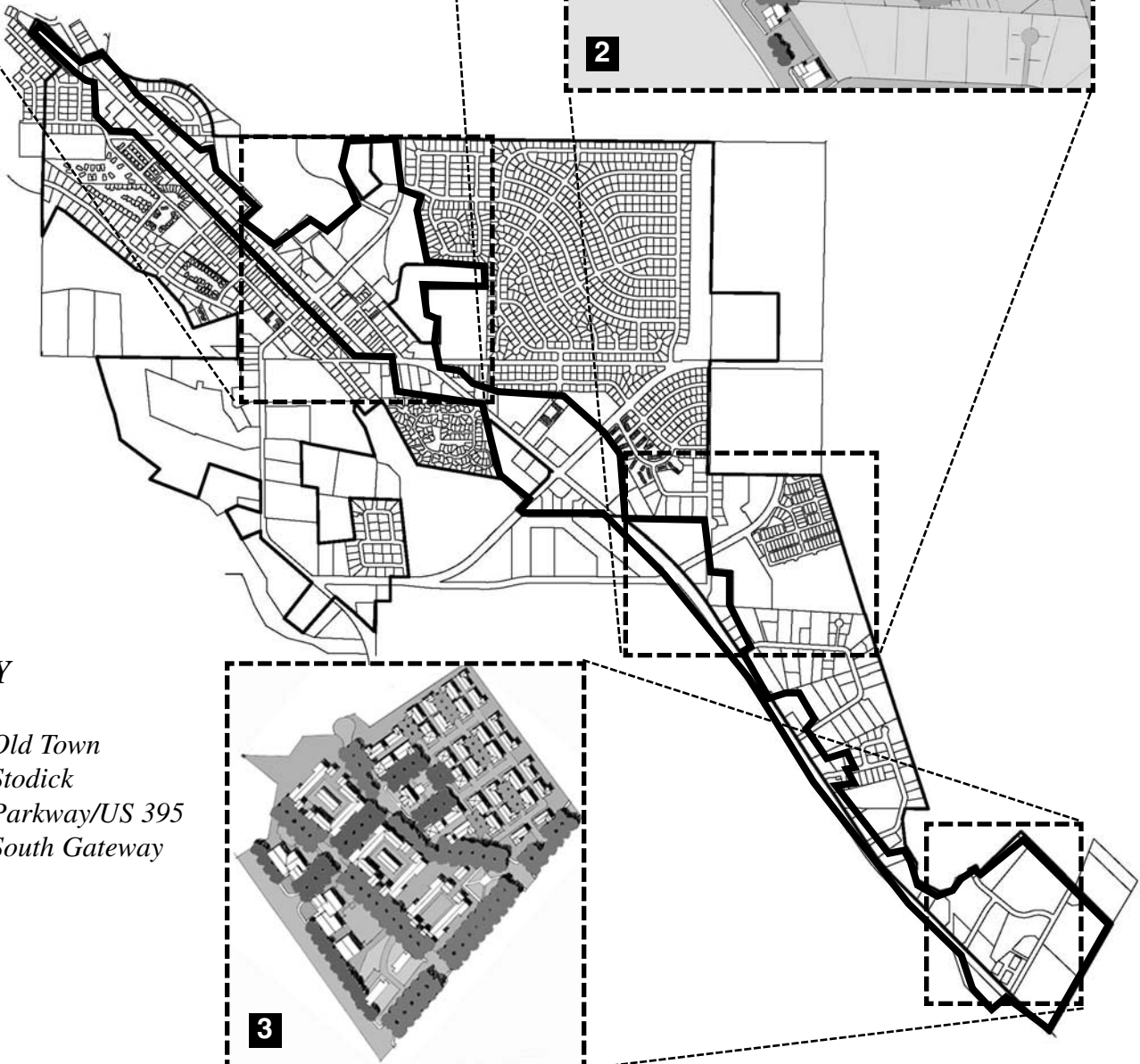
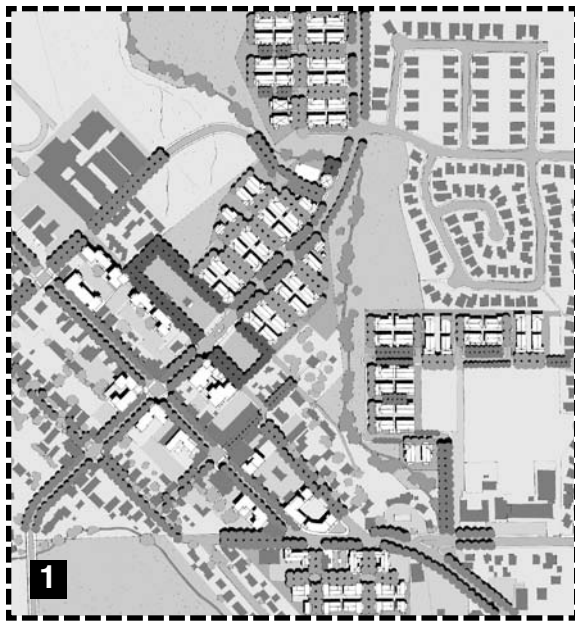


*(3) Sketch of
“South Valley
Plaza”—a
mixed-use
neighborhood
with commercial
frontage and
plaza that
serves as
Gardnerville’s
southern entry*



Executive Summary

The Gardnerville Plan for Prosperity makes recommendations for existing non-residential areas along US 395. The Plan provides added detail for three important opportunity sites—Old Town, Stodick Parkway/US 395, and the South Gateway.



KEY

1. Old Town
2. Stodick
Parkway/US 395
3. South Gateway

Gardnerville Plan for Prosperity

horizontal mixed-use where commercial and residential uses are part of the same site plan but not stacked. In the long term, uses may be stacked vertically. This is a traditional pattern for Main Street in Old Town.

Pedestrian Connections

Making Gardnerville a walkable town is a key overall planning concept. Every new development in the town would be connected to existing and future sidewalks and the local street system rather than be planned as an isolated project.

Traffic Calming

The community expressed the desire to design public and private improvements that calm traffic on US 395. This includes streetscaping and paving materials that make it clear the highway is passing through a pedestrian district. The same philosophy is to pertain to local roads where on-street parking, design widths, and pedestrian amenities indicate cars are sharing neighborhood streets with pedestrians and bicycles.

Protecting and Creating Economic Value

The urban design concepts for Gardnerville are intended to create and protect economic opportunities for the community and property owners. The concepts convey a common expectation about the quality and creation of shared addresses that creates higher values for land and existing and future buildings.

Actions

The Plan identifies administrative, regulatory and financing actions that will help facilitate its implementation.

Administrative

Administrative actions include coordination, ongoing planning and design and technical studies necessary to implement the Plan. There are three priority areas of continued administrative efforts which include continued coordination and advocacy for enhancements to US 395; preparing a parking district study; and ongoing support of private investors.

Regulatory

Regulatory actions include policy, development standards and development review activities necessary to implement the Gardnerville plan for Prosperity. The plan recommends updating the Douglas County Master Plan to include new goals and policies, revising the County development standards for mixed-use projects and creation of parking districts, and the Town using design guidelines.

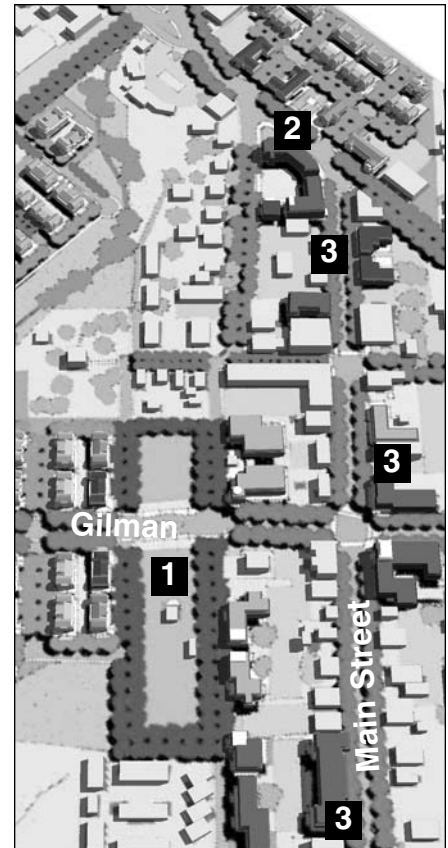
Financing

Financing actions identifies potential public funding sources and assigns them to support implementation of public and private investments. Recommended financing actions include funding the creation of a parking district, adjusting the Town's and County's Capital Improvement Plans to support the implementation of the Plan, and seek highways and transportation funding for traffic calming improvements.

Below:

This overhead view of Old Town shows new development around Heritage Park (1), redevelopment of the 'S' Curve (2), and infill development along Main Street (3).

The concept locates parking in the interior of blocks and places commercial storefronts along streets. Residential development happens above or behind commercial storefronts.



Introduction

The Gardnerville Plan for Prosperity is the product of a planning process that involved community workshops sponsored by a citizens task force, Town Board study sessions and public hearings. The Plan provides a framework of land use, image and circulation concepts with supporting design guidelines and implementation activities. The Plan is to be incorporated into the update process for the Douglas County Master Plan, zoning and related Capital Improvements Programs (CIP).



Above Top: Planning Opportunities and Options Workshop, April 6, 2005

Above Bottom: Preliminary Concepts, May 25, 2005

Right: Preliminary Framework Plan Review, October 20, 2005

i.1 Purpose

Gardnerville is located in the picturesque Carson Valley which is experiencing unprecedented growth. The Town of Gardnerville, with the support of Douglas County, prepared this plan to anticipate current and future design and economic opportunities that will improve the quality of life for residents. The overall objectives for the planning effort was to:

- Be incorporated into County land use and circulation policies;
- Establish community land use, circulation and urban design concepts;
- Provide design guidelines; and
- Identify public investment priorities.

i.2 Process

The preparation of the Gardnerville Plan for Prosperity involved a community-based planning process. The process was sponsored by a citizen task force and included three community workshops.

Task Force

A Citizens Advisory Committee was used to facilitate sponsorship of the planning process. The CAC included property and business owners, residents, Town Board members, County Planning Commissioners, Town staff, and County Staff. This task force was charged with community outreach; sponsoring workshops; acting as a “sounding board” for principles and concepts; and for-



Gardnerville Plan for Prosperity

warding recommendations to the Town Board, County Planning Commission, and County Commissioners.

Community Workshops

The ideas and concepts used in the Plan have come from the Task Force's workshops with an estimated 100 participants in three events. The results from these workshops have been summarized on a project web site.

- Planning Opportunities and Options Workshop, April 6, 2005
- Preliminary Concepts, May 25, 2005
- Preliminary Framework Plan Review, October 20, 2005

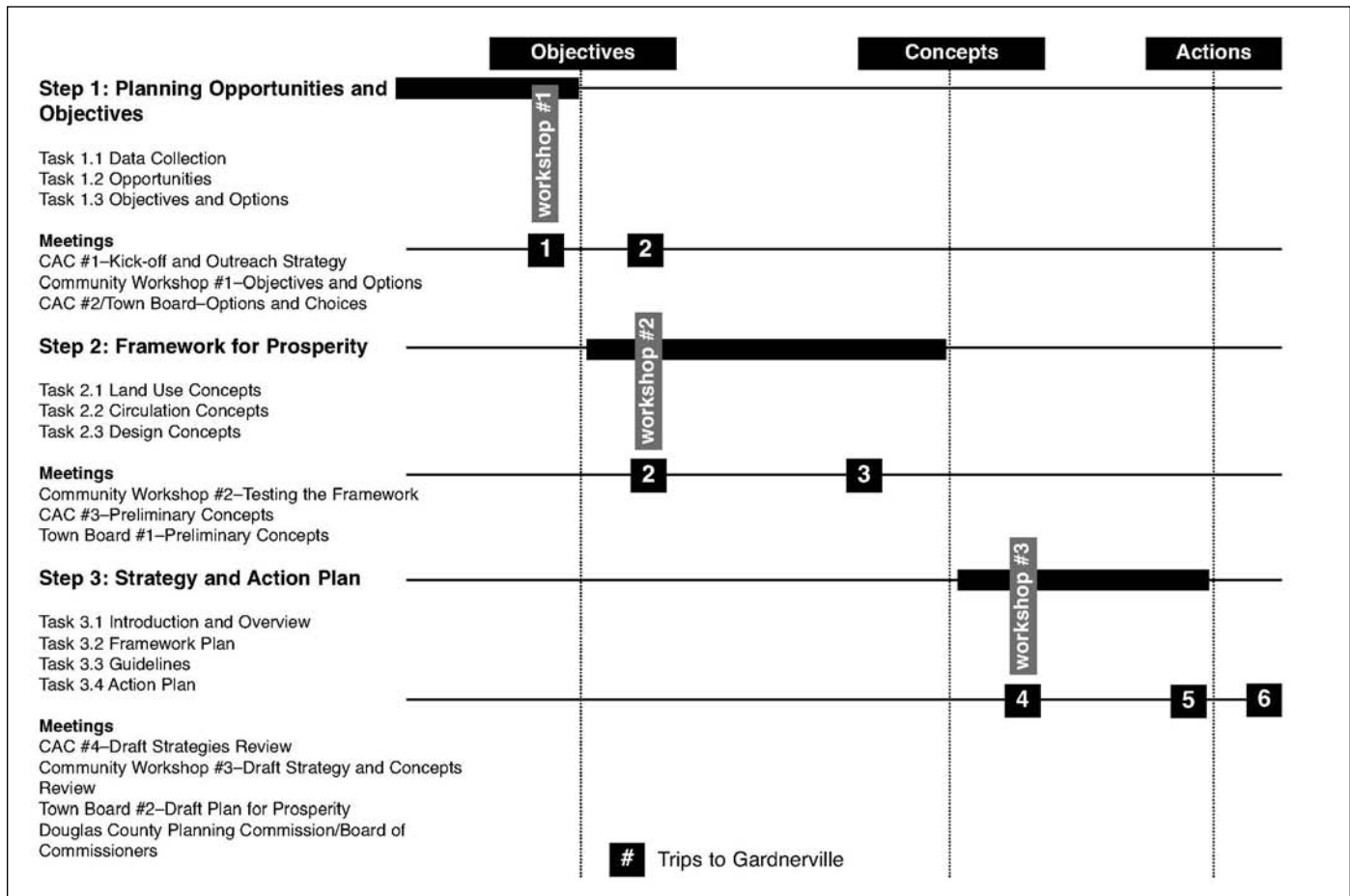
Framework Plan Review

Prior to drafting the Gardnerville Plan for Prosperity Report, a preliminary framework plan was prepared and reviewed in a study session with the task force, community workshop, and Town Board.

The Framework Plan was organized into three sections. These include:

- Land Use and Economic Opportunity
- Community Design and Image
- Community Circulation and Linkages

Each section conveys basic assumptions, principles, concepts and policy implications.



Public Hearings

In addition to the community workshops and study session, the plan has been presented in a public hearing before for the Gardnerville Town Board, County Planning Commission and the County Commissioners.

i.3 Relationship to Existing Plans and Policies

The Gardnerville Plan for Prosperity process provided the opportunity for the community to explore their future and express desired outcomes. It was intended to inform the update of the Douglas County Master Plan and supporting development standards and capital improvements programs. For the Town, it will influence priorities for capital projects, especially roadway planning and parking. For both the County and Town, the Design Guidelines (under a separate cover) add additional refinement to traditional development review. The US 395 improvements identified in the Plan have been conveyed to the Nevada Department of Transportation to illustrate how the State, County and Town can coordinate roadway improvements.

i.4 Organization of Document

The Gardnerville Plan for Prosperity is organized in four sections. These include:

Introduction

This section provides background on the purpose, process, organization of the report and relationship to other documents.

SECTION ONE: Opportunities, Objectives, Goals and Policies

This section provides a summary of the opportunities for reinvestment and the community's goals and policies.

SECTION TWO: Urban Design Concepts

The second section includes town-wide and sub area framework of concepts for land use, circulation and design.

SECTION THREE: Action Plan

The fourth section outlines overall administrative, regulatory and financing actions that support implementation of the Plan.

Design Guidelines (under separate cover)

This Design Guidelines are a companion document to the Plan for Prosperity. They provide site, building and signage design guidelines that express the qualitative expectations for the various sub areas.

SECTION ONE:

Opportunities, Objectives, Goals and Policies

The community and task force imagined a future that included mixed-use development that reflects the current and future market opportunities for Gardnerville with an emphasis on improving the image of US 395. The Plan expresses these objectives in terms of opportunities for reinvestment in Gardnerville's traditional and evolving neighborhoods.

1.0 Introduction

Section One includes a summary of planning opportunities, goals, policies and factors for success for the Town of Gardnerville. This section is based on opportunities and objectives identified by the community in meetings and workshops.

1.1 Opportunities

Gardnerville is in one of the most dynamic growth areas in the Sierra. Capturing economic opportunities while maintaining the community's natural and cultural authenticity is a challenge for Gardnerville was acknowledged at community meetings. The Plan for Prosperity anticipates population and related economic opportunities to provide the demand for commercial services and housing.

Economic and Population Growth
(source: Feb 2005 County Manager Report)

Douglas County's economy and population continues to expand. The

county's population grew 3.1% in 2004, employment rose by 1.9%, and housing prices escalated 27.9%. The County has identified the following issues that will need to be addressed in the longer term to accommodate a growing population. These include managing county growth, implementing infrastructure projects, sustaining economic growth, meeting the needs of an older population, and "attainable" housing for working families. The US 395 corridor in Gardnerville has underutilized sites that can help the County meet these challenges while creating new opportunities for investment that improve the quality of life in the Town.

Opportunity Sites

There are three areas in Gardnerville that have larger clusters of parcels that can be developed on the near and longer term. These sites amount to about 90 acres and represent the Town's most promising private investment opportunities and ability



Above:

Gardnerville residents are proud of their local history and cultural amenities. The museum and playhouse are important cultural destinations in Old Town.

Below: Sub Areas

The community defined six sub-areas based on land uses and design character. Each of these areas have goals and land use, circulation and design policies.

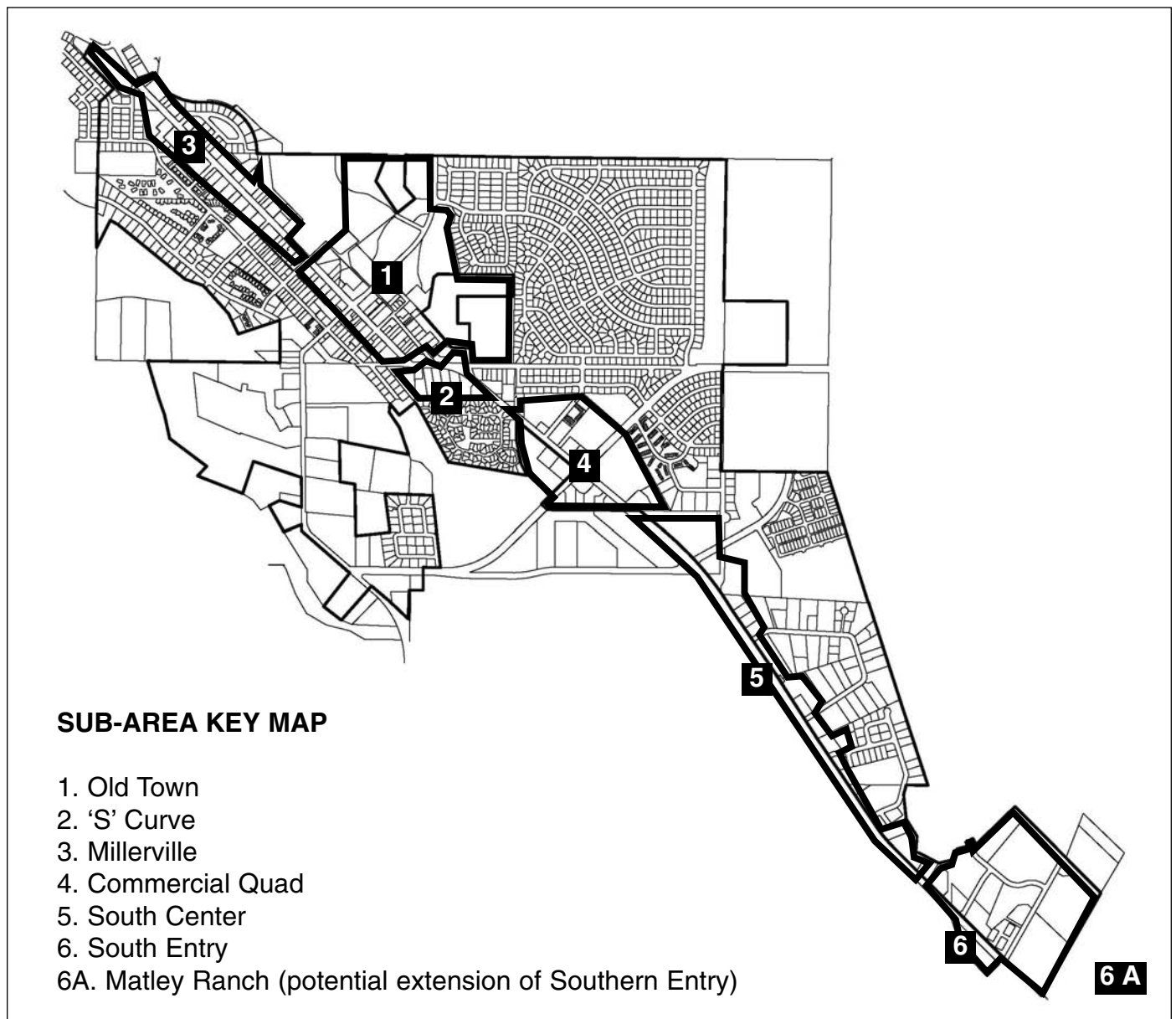
to revitalize and reenergize Gardnerville's commercial zones. In addition, there are about 134 acres located in the Southern Entry area that are identified as "receiving areas" that development rights could be transferred to from other parts of the county.

There are three clusters of opportunity sites located in the Old Town and 'S' Curve area, around Stodick

Parkway and US 395, and in the southern entry area to Gardnerville.

1.2 Overall Planning Objectives

Overarching objectives identified by the community included the desire to create a mixed-use and pedestrian-friendly community; make sure plans are realistic in terms of market and financial feasibility; and improving the image of US 395.



Gardnerville Plan for Prosperity

OBJECTIVE 1: Creating a Mixed-use and Connected Community

Continue to plan for mixed-use projects that create and connect to walkable neighborhoods. This includes:

- Master planning each part of the US 395 frontage and Old Town as integrated commercial, residential and open space developments;
- Including enough retail services to support Gardnerville's growing population; and
- Using residential and commercial uses to shape and activate public streets and places.

OBJECTIVE 2: Make Sure Plans are Feasible

Make sure plans for mixed-use development are realistic. Initial projects would benefit from a horizontal mix of uses that are connected by carefully coordinated site planning, where uses come together around streets and open spaces. Other important feasibility issues include:

- Providing parking solutions that reflect rents;
- Densities and construction types that can be feasibly developed in Gardnerville's market; and
- Taking the long view knowing some uses and projects may be developed towards the end of a twenty-year planning timeframe and support higher densities and vertical stacking of uses.

OBJECTIVE 3: Improve US 395's Image

Old Town and the S Curve continue to be a priority investment district. Other important sites identified included the South Gateway and Waterloo/US 395. However, all new investment should improve the image of the town with an emphasis on the following:

- Historic preservation and revitalization of Old Town;
- Walkable streetscapes should be created in all portions of the planning area; and

Other issues and ideas identified in workshops:

There are other general opportunities that can apply to more than one part of the planning area. These include:

- *Views—developing projects that protect views of open space and mountains*
- *Bike paths—including the regional pathway systems is incorporated into site plans*
- *Traffic speed—looking for ways to slow traffic on US 395 to support a more comfortable pedestrian experience*
- *Height limit—recognizing that Gardnerville does NOT have a high rise tradition*
- *Community Center—potential for developing a recreational, arts and cultural center*





Above:

There are important investment opportunities along Main Street including infill development sites and historic buildings that can be renovated.

Below Left and Right:

The Ezell Mansion and historic storefront buildings in Old Town reflect the traditional craftsmanship and scale desired in new infill development.

- Traffic should be calmed and directed to make shopping in Gardnerville comfortable and safe.

1.3 Goals and Policies

The community identified goals and policies for various segments of the US 395 corridor. These included policies for land use, circulation and design for each segment.

Old Town

There is an opportunity to revitalize Gardnerville's traditional Main Street area with a vibrant mixed-use commercial district using preserved historic buildings and compatible new structures, friendly and comfortable places to walk, and parking that supports economic objectives. Old Town should become a cultural destination that draws visitors.

GOAL 1: Revitalize Old Town

To revitalize Old Town Gardnerville as a mixed-use community center serving residents

and visitors.

Policy 1.1: Old Town Land Use

Old Town should include a variety of civic, commercial and residential uses that support the creation of a lively Carson Valley destination and a central place for Gardnerville.

Policy 1.2: Old Town Circulation

Public and private investment in Old Town should enhance pedestrian access, calm and slow traffic, providing convenient parking,

Policy 1.3: Old Town Urban Design

New development should reflect the pedestrian scale, orientation and character of Gardnerville's traditional commercial, residential and mixed-use buildings.

The 'S' Curve

The community views the curve in US 395, where historic Main Street met Douglas Road, as an area with



Gardnerville Plan for Prosperity

opportunities for reinvestment. Commercial uses including retail, office, and hotels were identified as most desirable. New landscaping and architecture that resembles Gardnerville's older buildings was recommended.

GOAL 2: Create a New 'S' Curve

To redevelop the 'S' Curve as a visually pleasing mixed-use project.

Policy 2.1: 'S' Curve Land Use

Redevelop the 'S' Curve as a mixed-use extension and entry for Old Town with visitor, commercial, and residential uses.

Policy 2.2: 'S' Curve Circulation

New investment should resolve the roadway safety of the curve and enhance pedestrian connections to adjacent neighborhoods and Old Town.

Policy 2.3: 'S' Curve Urban Design

New development should incorporate historic buildings, hide parking and make an esthetic thematic connection to Old Town.

Millerville/North Town Commercial

The strip commercial area between Minden and Gardnerville is an area that can be improved as a commercial address. There is an opportunity to create a more seamless connection to Minden with quality commercial that caters to both locals and visitors on US 395.

GOAL 3: Improve Relationship to Minden

To improve the esthetic and land use continuity for Gardnerville's northern entry along US 395.

Policy 3.1: Millerville Land Use

Gardnerville's northern entry should include commercial and institutional uses that take advantage of US 395 regional visibility.

Policy 3.1: Millerville Circulation

New investment should reduce the number of pedestrian and auto conflicts.

Policy 3.3: Millerville Urban Design

Site planning and building design should reflect the traditional character of Gardnerville's adjacent commercial and residential areas.



Above:

Heritage park represents a significant investment by the Town to create a civic space that can be programmed and act as a catalyst for new investment. There are several important infill sites that edge the park. Development of these sites should activate and shape the parks edges with pedestrian-friendly projects.

Below:

Gilman Street is an important civic street passing through Heritage Park. It creates Old Town's "number one" corner on Main Street.





Above:

The 'S' Curve's revitalization linked to Old Town is important to the Town. Resolving traffic engineering problems and developing mixed-use projects that activate the street edge while creating walkable residential neighborhood is an overall goal.

Below:

The southern entry to Gardnerville needs new investment that improves the entry experience. The goals and policies for this area emphasizes infill mixed-use projects with commercial frontage.

Commercial Quad

The intersection of US 395 and Waterloo is an important community commercial address. It can provide for contemporary retail services and designed to reflect the scale and character of Gardnerville's traditional Old Town with an emphasis on landscaping and pedestrian connections.

GOAL 4: Enhance Community-Serving Commercial Center

To create a competitive and comprehensive community-serving commercial center.

Policy 4.1: Commercial Quad Land Use

New commercial uses located in the Commercial Quad area should enhance its role as a sub-regional and community-serving address.

Policy 4.2: Commercial Quad Circulation

The development of projects in the Commercial Quad area should have easy access for automobiles and safe pedestrian connection between parcels and adjacent areas.

Policy 4.3: Commercial Quad

Urban Design

New development in the Commercial Quad area should contribute to the overall character of the district as a convenient and comfortable shopping experience.

South-Central Gardnerville

This part of Gardnerville has a large opportunity site (Stodick Parkway/US 395 area). There is an opportunity to introduce a mix of uses including residential, cultural/community, office and retail. This area can be planned as a connected and pedestrian-scaled neighborhood.

GOAL 5: Provide Commercial Services for Residential Uses

To develop US 395 frontage with connected and complementary commercial services uses for adjacent residential neighborhoods.

Policy 5.1: South-Central Land Use

New development on US 395 frontage should include commercial and residential uses that complement and serve adjacent subdivisions.



Policy 5.2: South-Central Circulation

New development should be accessed from Stodick Parkway and a future roadway from US 395 into the Virginia Ranch development, and provide safe and comfortable pedestrian connections to adjacent neighborhoods.

Policy 5.3: South-Central Urban Design

New development should be designed to orient towards the street, hide parking, provide connected walking edges and respond to visibility created by the bend in US 395.

South Entry

The industrial and commercial frontage along the southern US 395 portion of the planning area can be retrofitted within an overall urban design concept. This could include a mix of uses including office, commercial services, and residential. An opportunity to create a new address known as “South Valley Plaza” could provide a new gateway and “brand” Gardnerville as travelers enter the town from the south.

GOAL 6: Create Southern Gateway to Gardnerville

To create a new mixed-use gateway to Gardnerville.

Policy 6.1: South Entry Land Use

The development of the South Entry area should be master planned as a mixed address of commercial, healthcare, institutional and residential uses.

Policy 6.2: South Entry Circulation

Access to uses in the South Entry area should happen from side roads and provide a pedestrian-scaled internal street and walkway

system.

Policy 6.3 South Entry Urban Design

New investment should create a gateway cluster of buildings and open spaces along US 395 and have an internal system of open spaces framed by commercial and residential buildings.

1.4 Factors for Success

The Citizen Advisory Committee discussed the “factors for success” for the future of Gardnerville’s planning. These were things that needed to happen so that their vision could be realized. These included design, traffic calming and parking topics.

Design

The design of new projects should:

- Reflect Gardnerville as a place with its own image (and not look like Sacramento);
- Improve the image and pedestrian edge of US 395 and while creating common spaces between and behind buildings;
- Reflect a growing demographic with high expectations for quality design; and
- Support the natural clustering of synergistic uses that demand comparison-shopping or contribute to the commercial mix of a successful “commercial neighborhood”.

Traffic Calming

The speed of traffic, pedestrian comfort and safety is a challenge along US 395. The community wants street and project design that:

- Reduces the speed of traffic in pedestrian districts;
- Provides street design features that make streets more comfortable and safe (landscaped medi-



Above:

Gardnerville’s traditional neighborhoods are an integral part of the town. The Plan emphasizes walkable and connection new residential development that reflects this tradition.



Above:

Historic resources in Old Town are an important connection to the past and valued by the Town. The Plan encourages their restoration and renovation.

ans, special paving in crosswalks, and landscaping, as was done in Carson City); and

- New projects that provide on-site circulation solutions for vehicles and pedestrians that are integrated into the long-term plan for Gardnerville.

Parking

Reviewing a case study of an infill site in Old Town, the Citizen Advisory Committee saw how difficult it is to create projects that fit into the traditional pattern. Providing on-site parking basically limits the amount of development, creates suburban projects and reduces economic opportunity. In turn, this has made it more difficult to invest in renovation of older buildings and development of new ones.

The community discussed how a parking district approach would:

- Increase the amount of investment in Old Town by allowing additional development while providing a lower cost for parking;
- Support existing businesses by improving wayfinding and accessibility; and
- Provide an opportunity to better utilize the Town's investment in public streets.

A parking district approach needs to be based on a long term plan that:

- Anticipates changes in land uses;
- Provides short-term and long-term parking for patrons and employees;
- Anticipates special event parking; and
- Identifies land acquisition, capital costs and management budgets.

US 395 and NDOT

The Citizen Advisory Committee acknowledged the importance to looking at Gardnerville's traffic from a regional perspective. The increasing dependence on US 395 to carry local and regional traffic has a negative impact on Minden's and Gardnerville's main street appeal. Solutions to this will require a combination of political, engineering and land use planning solutions.

Some issues discussed included:

- Local support for funding traffic improvements;
- State support for investing in and maintaining engineering solutions that reflect "context-sensitive design" touted by NDOT;
- The opportunity to share in the cost of maintaining added amenities and design features in pedestrian districts, such as Old Town Gardnerville and Minden; and
- How the implementation of the local parkway may not catch up with the rate of growth in the County.

SECTION TWO:

Urban Design Concepts

The Gardnerville Plan for Prosperity shapes economic opportunities presented by regional growth. The Urban Design Concepts provide policies and concepts for land use, community design and circulation. These concepts build on what the community values in the traditional and natural features found in Gardnerville's rural setting and historic town center.

2.0 Introduction

The urban design concepts for the Gardnerville Plan for Prosperity create a framework of places and addresses each project will make a contribution to. It reflects the aspirations of the community to create a network of connected mixed-use neighborhoods that are safe to walk and provide social amenities. In particular, the urban design concepts provide direction for three clusters of opportunity sites where coordinated development can have the greatest positive impact on the Town.

2.1 Overall Concepts

The Gardnerville Plan for Prosperity emphasizes creating mixed-use districts and neighborhoods that are interconnected.

Community Character

Gardnerville has a history and tradition for buildings that reflect their economic function and the pride of their owners. The urban design concepts forward these values as criteria for new investment. Concepts are

to reflect the scale, pedestrian orientation and block patterns found on Main Street and adjacent traditional neighborhoods. In Old Town, new investment will respond to this immediate context. In outlying areas, new development will reflect this tradition while providing for the needs of contemporary demands of the automobile. In each case, new development should be recognized as part of "the Gardnerville tradition". Design guidelines, located in a companion document, illustrate the qualitative directions for how infill development should meet these popular objectives.

Mixed-use Places

The Plan for Prosperity emphasizes master planned developments that mix residential and commercial uses. These developments may be horizontal mixed-use where commercial and residential uses are part of the same site plan but not stacked. In the long term, uses may be stacked vertically. This is a traditional pattern for storefront shopping



Above:

Urban design concepts emphasizes pedestrian friendly commercial development—in Old Town and other parts of the US 395 corridor.

districts, such as Gardnerville's Main Street in Old Town.

Pedestrian Connections

One of the objectives stressed by the community was to design new projects as safe and comfortable pedestrian experiences that are interconnected. This means every new development in the town would be connected to existing and future sidewalks and the local street system rather than be planned as an isolated project.

Traffic Calming

US 395 has a 25 MPH posted speed limit. However, its design, width and geometry inspire higher speeds. The community expressed the desire to design public and private improvements that calm traffic. This includes streetscaping and paving materials that make it clear the highway is passing through a pedestrian district. The same philosophy is to pertain to local roads where on-street parking, design widths, and pedestrian amenities indicate cars are sharing neighborhood streets with pedestrians and bicycles.

Protecting and Creating Economic Value

One of the benefits of master planning opportunity sites and employing design guidelines is that it provides certainty for project sponsors and adjacent property owners. There is a common expectation about the quality and creation of shared addresses that creates higher values for land and existing and future buildings. The urban design concepts for Gardnerville are intended to create and protect economic opportunities for the community and property owners.

2.2 US 395 Concepts

Improving the image on US 395 is one of the top priorities of the Town of Gardnerville. Making the driving and walking experience safer and more comfortable requires an approach that includes both higher expectations for the private investment along the highway and a higher degree of investment within the roadway.

Enhancing Connections and Image

The overall concept for US 395 identifies opportunities to enhance pedestrian connections and crossings as well as improve traffic flow. The concept identifies four future traffic signals, town gateway features, special intersections, crosswalks and public art locations.

Complementing Land Uses and Character Areas

The Urban Design Concept for the Plan considers the highway as five types of segments or sections. Each segment has design features that complement the land uses and the character of that sub-area. The illustrated improvements can be phased. For example, the medians may happen at a later phase and the sidewalk improvements are incrementally developed.

Section 1: Old Town

In Old Town, the concept continues to build on the Town's streetscape and lighting improvements. It adds a landscaped median to the roadway with trees and shrubs.

Section 2: North Entry/Millerville

The second section illustrates improvements for the north entry (historic Millerville). It adds pedestrian continuity to the roadway and



Above:

The Plan for Prosperity provides land use flexibility. It permits residential development to be located on commercially zoned land, as long as the frontage of US 395 includes commercial frontage. In every case, residential and commercial development has to be designed together providing a walkable village scale and connected neighborhoods.

Gardnerville Plan for Prosperity

applies similar streetscaping features as in Old Town. The concept suggests that curb cuts would be consolidated over time to reduce the number of pedestrian and auto conflicts.

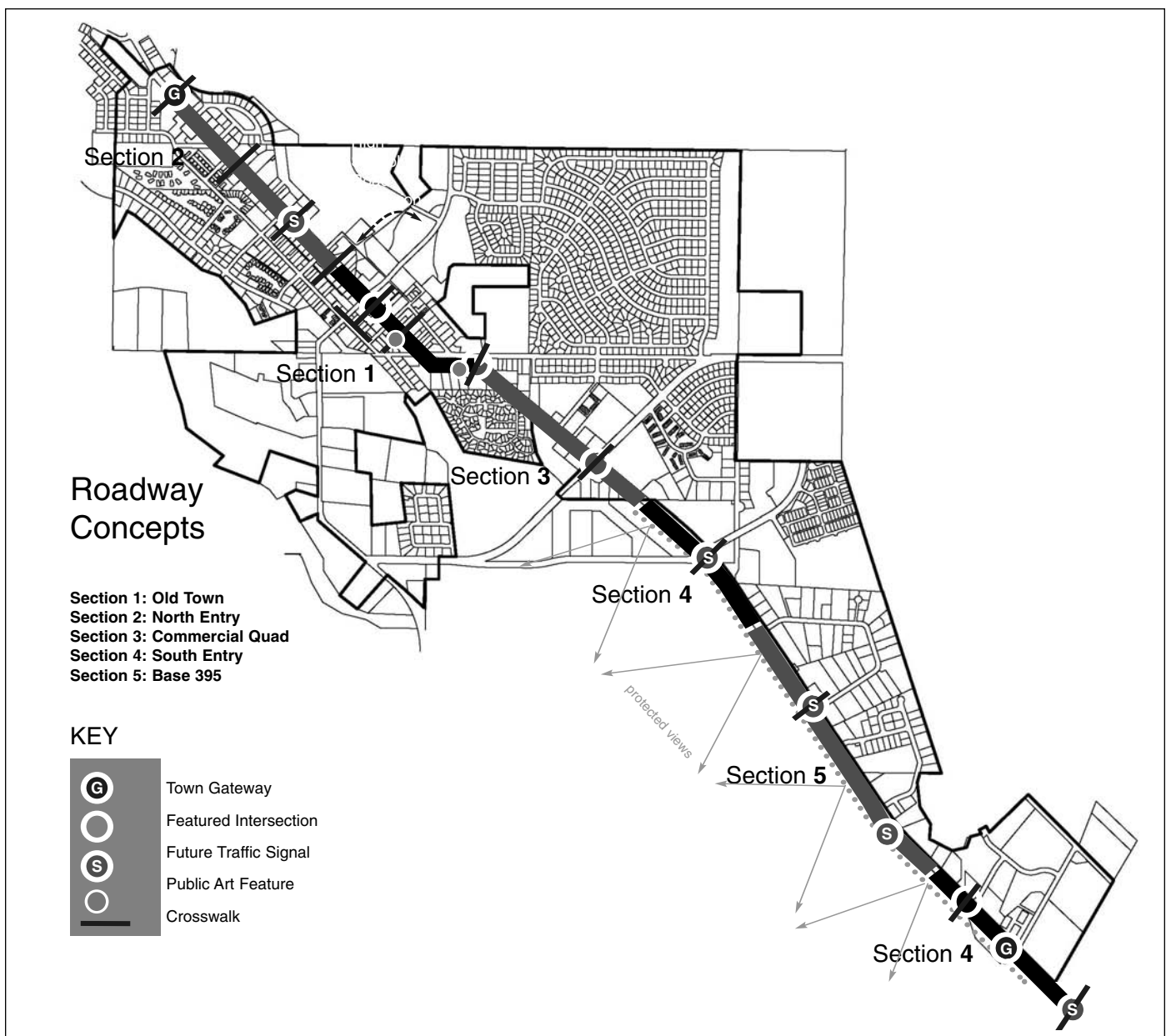
Section 3: Commercial Quad

The community commercial intersection at US 395 and Waterloo

provides a automotive-scaled set of improvements. The streetlights are taller and there is not the same level of sidewalk treatment. It does provide a landscaped strip and street trees the ability to add a median.

Section 4: South Entry

The southern portion of US 395 as



Section Two

Following Pages:

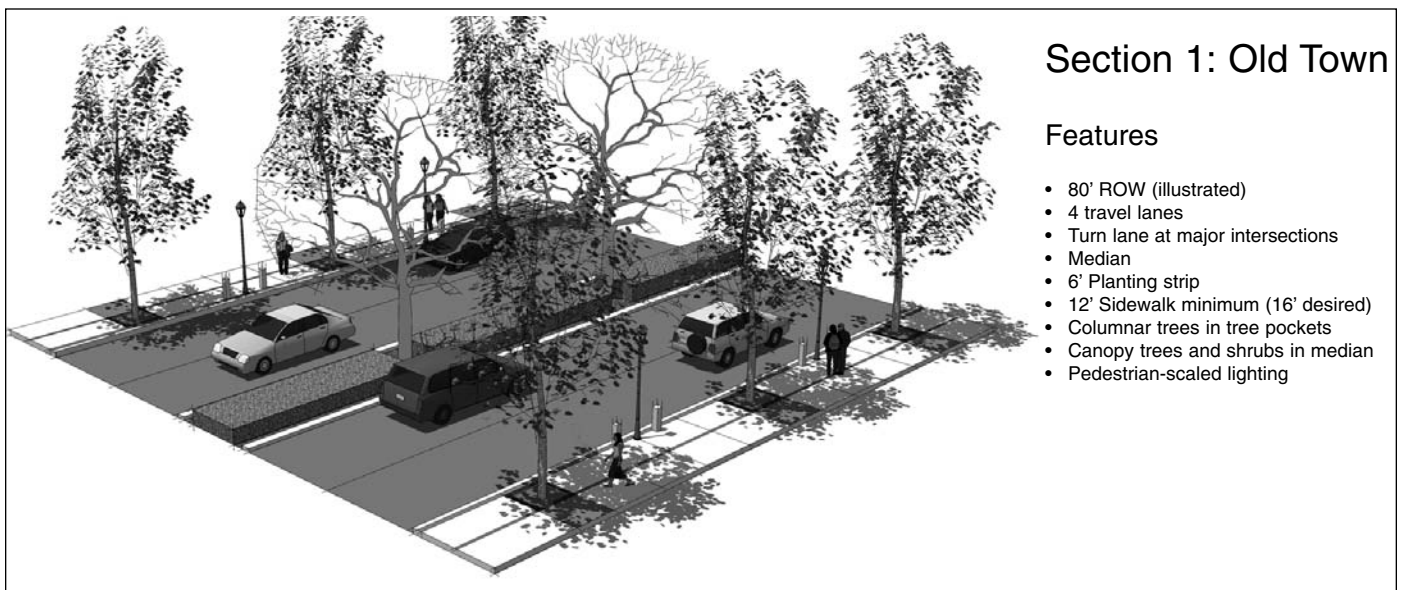
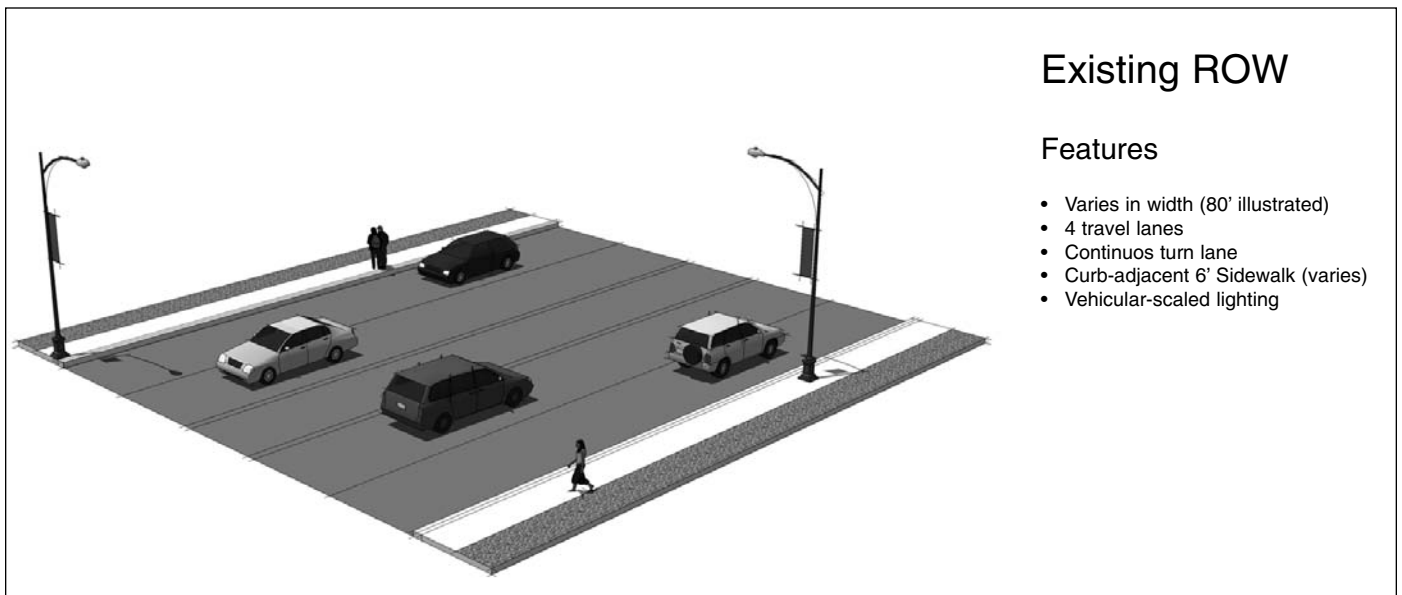
These roadway sections are conceptual. They illustrate pedestrian amenities and traffic calming features for five segments of US 395.

it enters Gardnerville includes median and planter strip landscaping to compliment future gateway buildings and site plan features.

Section 5: Base US 395

The other portions of the highway would have a basic set of improvements. These include

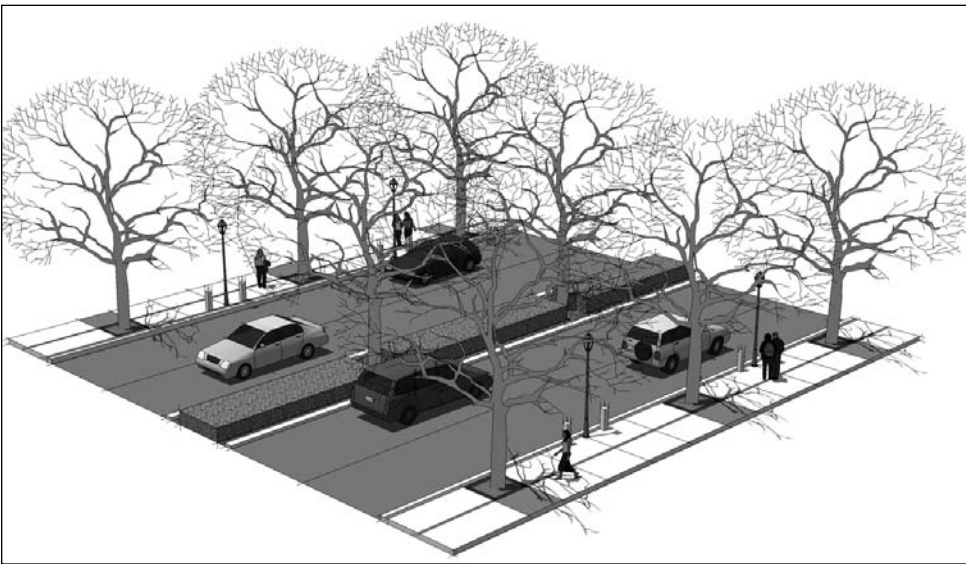
planting strips with trees and some better demarcation of the turn lane area.





Left:

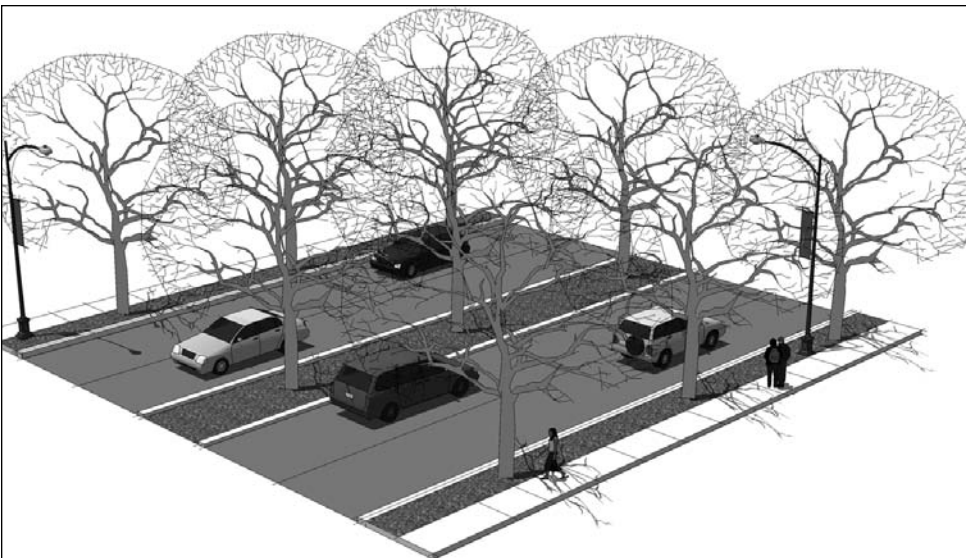
The 'S' Curve and Main Street section of US 395 have the greatest need for pedestrian safety and amenities. The roadway concepts for these areas include the highest level improvements consistent with pedestrian shopping districts.



Section 2: North Entry

Features

- 80' ROW (illustrated)
- 4 travel lanes
- Turn lane at major intersections
- Median
- 12' Sidewalk with tree pockets
- Canopy trees and shrubs in median
- Canopy trees in sidewalk tree pockets
- Pedestrian-scaled lighting



Section 3: Commercial Quad/Stodick and 395

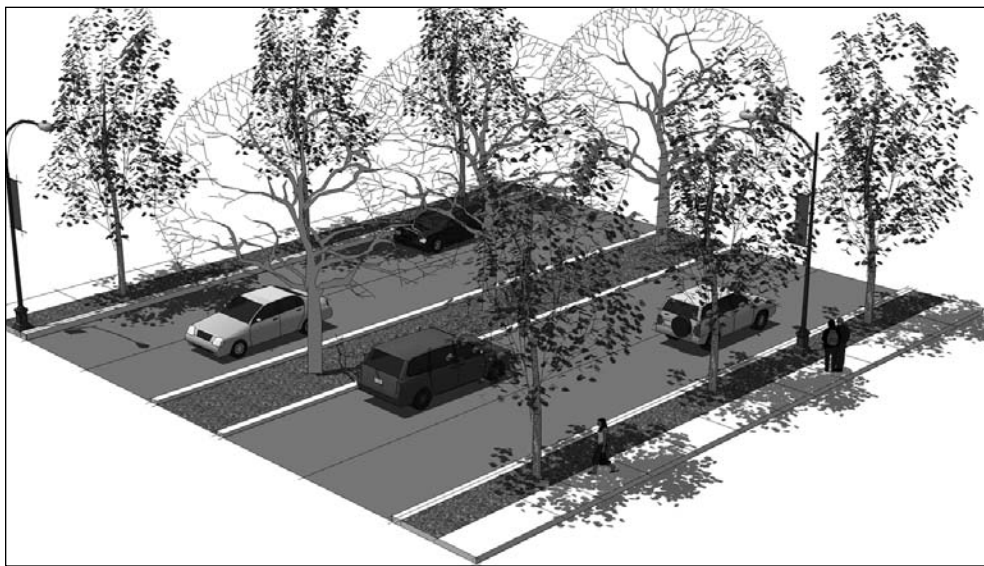
Features

- 80' ROW (illustrated)
- 4 travel lanes
- Turn lane at major intersections
- Median
- 6' Planting strip
- 6' Sidewalk
- Canopy trees in planting strip and median
- Vehicular-scaled lighting

Section Two

Right:

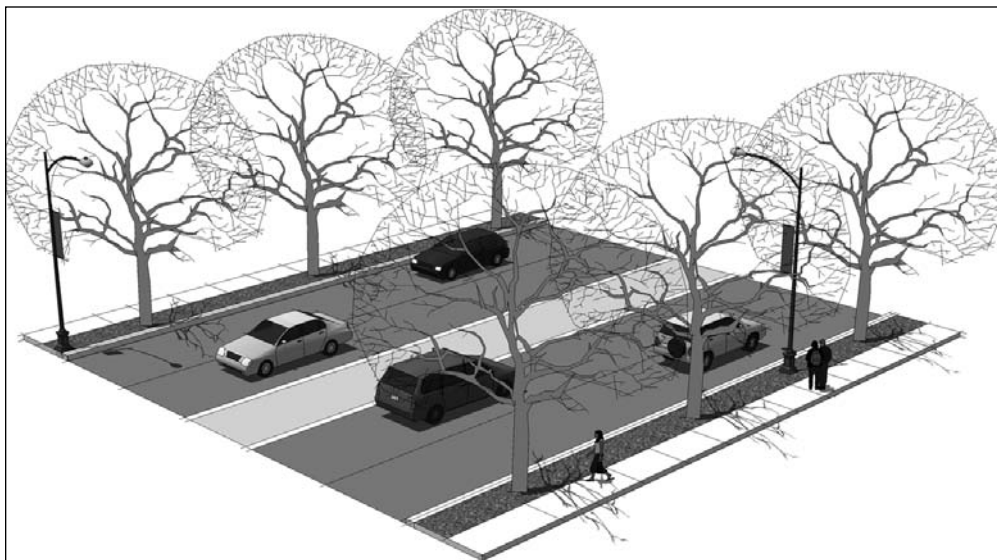
The expansive parts of the highway in the southern portion of Gardnerville is expected to experience continued reinvestment and thereby improving the image of the community. New mixed-use developments in this area would include higher level of streetscape improvements helping frame community gateways.



Section 4: South Entry

Features

- 80' ROW (illustrated)
- 4 travel lanes
- Median
- Turn lane at major intersections
- 6' Planting strip
- 6' Sidewalk
- Columnar trees in tree pockets
- Canopy trees in median
- Vehicular-scaled lighting



Section 5: Base 395

Features

- 80' ROW (illustrated)
- 4 travel lanes
- Continuous turn lane
- 6' Planting strip
- 6' Sidewalk
- Vehicular-scaled lighting

2.2 Old Town/'S' Curve Development Area Concepts

The Old Town and 'S' Curve area is the historic center for Gardnerville. The urban design concept for this area emphasizes creating continuity of street and open space edges that frame and activate it as a pedestrian-friendly 24-hour district. It provides storefront commercial uses along Main Street, Gilman and side streets. Commercial and residential

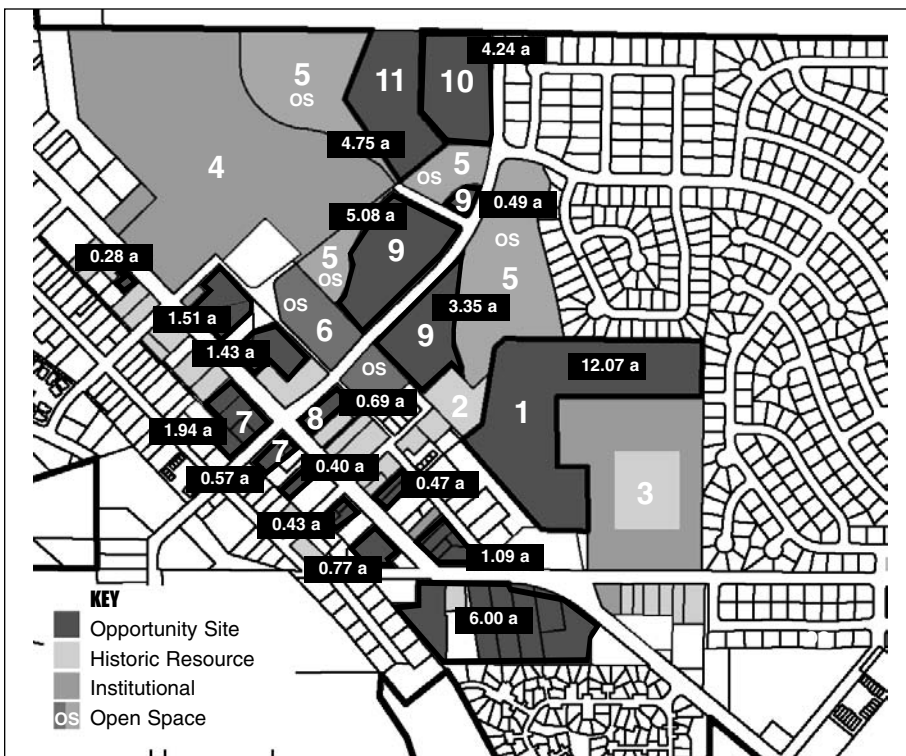
uses frame and activate Heritage Park and provide a well-defined walking edge. Compatible scale infill projects are to blend in with existing buildings and hide parking.

Old Town Land Use Concept

Old Town is a traditional mixed-use district. It has always included residential uses next to and above commercial uses. It has served as the symbolic center for Gardnerville and



Above:
This is an important opportunity site located on Gilman facing the park.



Left: Key Opportunity Sites

- Parcels on the south side of Heritage Park that are to become vertical mixed-use developments;
- The Main Street and Mission Street at the 'S' Curve is to be developed as a mixed-use commercial development, possibly as a hotel;
- Parcels south of the 'S' Curve are to be developed as a horizontal mixed-use project with commercial uses facing Main Street and townhouse density residential behind; and
- Scattered sites facing Main Street that are to continue the traditional pattern of vertical mixed-use buildings.

Left:

1. Hellwinkel Ranch
2. Ezell Mansion
3. Gardnerville Elm. School
4. Carson Valley Middle School
5. Wetlands Open Space
6. Park
7. Sharkeys
8. East Fork Hotel Site
9. Opportunity Site(s)
10. Opportunity Site
11. Opportunity Site

Old Town Development Program Summary

	Site Area	MP Density	Proposed FAR/Use	Program	Parking Demand
Zone 1: Main Street	9.58 a	0.25-0.50 FAR	0.50 FAR commercial	208,652 SF	87 spaces/acre
Zone 2: Gilman Avenue	17.91 a	0.25-0.50 FAR	12 du/a residential storefront retail	215 du's 10,000 SF	29 spaces/acre
Zone 3: 'S' Curve	6.00 a	0.25-0.50 FAR	12 du/a residential storefront retail	72 du's 10,000 SF	34 spaces/acre
Zone 4: Hellwinkel Ranch	12.07 a	5 to 12 du/a	8 du/a residential open space	96 du's creek trail	18 spaces/acre
TOTAL	45.56 acres				

Section Two



Above:
Opportunity site at the 'S' Curve

the land use concept continues to emphasize the pedestrian scale and street-oriented design found in historic storefront and residential buildings. Commercial frontage is envisioned along Main Street and Heritage Park. Visitor uses, such as restaurants and hotels, are also to be concentrated in Old Town. Residential uses are to be located above commercial uses in the Main

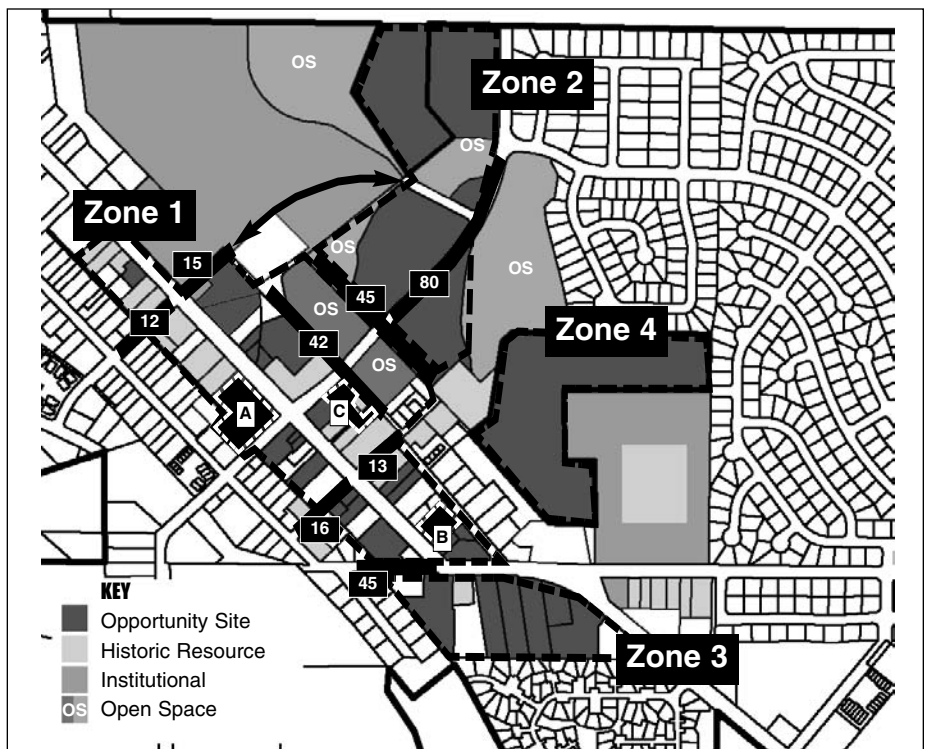
Street area and in townhouse densities north of Heritage Park and adjacent to commercial frontage at the 'S' Curve.

Old Town Circulation Concept

Old Town has always been focused around Main Street/US 395. As the highway has been widened, it has displaced on-street parking and narrowed sidewalks. An important poli-

Right:

The parking concept identifies existing and future on-street inventory of 270 spaces and potential off-street lots and structures with up to 600 spaces. This will support an additional 225,000 SF of commercial uses (at four spaces per 1,000 SF of development) and visitor parking for 380 units of housing (at one space per four units).



Old Town Public Parking Concept

	On-Street Parking	Phase 2 Parking Lot	Phase 3 Parking Structure	Build-out Demand*
Zone 1: Main Street	143 spaces	Lot A-177 new spaces Lot B-26 new spaces	Lot A-260 new spaces Lot C-60 new spaces	489 spaces (505 potential new)
Zone 2: Gilman Avenue	80 spaces	NA	NA	53 visitor spaces 40 comm. spaces
Zone 3: 'S' Curve	45 spaces	NA	NA	18 visitor spaces 40 comm. spaces
Zone 4: Hellwinkel Ranch	0 spaces	NA	NA	24 visitor spaces

* Assumptions:
50% off-site spaces for commercial uses
100% new storefront buildings in mixed-use areas
visitor parking (1/4 du's) for residential

Gardnerville Plan for Prosperity

cy in the Gardnerville Plan for Prosperity is to calm traffic and improve the comfort and safety of pedestrians. Gilman Street is an important cross street and connection to Heritage Park and the Chichester Neighborhood north of Old Town. This street also provides access to side streets and parking. Local side streets have traditionally provided access to residential neighborhoods and parking located in the rear of commercial parcels. The circulation concept reinforces this access pattern and discourages curb cuts that interrupt traffic flow and sidewalks.

One of the most important features in the planning for Old Town is the formation of a parking district. The land use concept requires creating a pool of on-street and eventually off-street public parking. An in-lieu fee program would be developed to support the management and capital improvements necessary to sustain a parking district. The parking concept identifies existing and future on-street inventory of 270 spaces and potential off-street lots and structures with up to 600 spaces.

Old Town Urban Design Concept

Central to the urban design concept for Old Town is building on the traditional scale and character of historic buildings and streets. The urban design concept enhances four important places in Old Town.

Storefront District: Enhancing Gardnerville's Traditional Main Street

Main Street's walking edges and continuity is patched and enhanced by new investment. Transparent storefronts edge the street and commercial uses provide interest.

Heritage Park: Activating Edges

Heritage Park's south side is activated with mixed-use development that enjoys views of the park and mountains. The other side would also be mixed-use development at the Gilman/Ezell edges. These residents will provide "eyes-on-the-park" security and spatially enclose it as originally envisioned.

Gilman Gateway: Reinforcing Gardnerville's "Number One Corner"

There are parcels at Gilman and Main Street that can be redeveloped into larger mixed-use projects, possibly including hotels, a use traditionally found at this intersection. A combination of renovation and new development would provide a three-story street facade and ground floor uses that activate the pedestrian edge.

'S' Curve Gateway: Changing the Image of the Curve

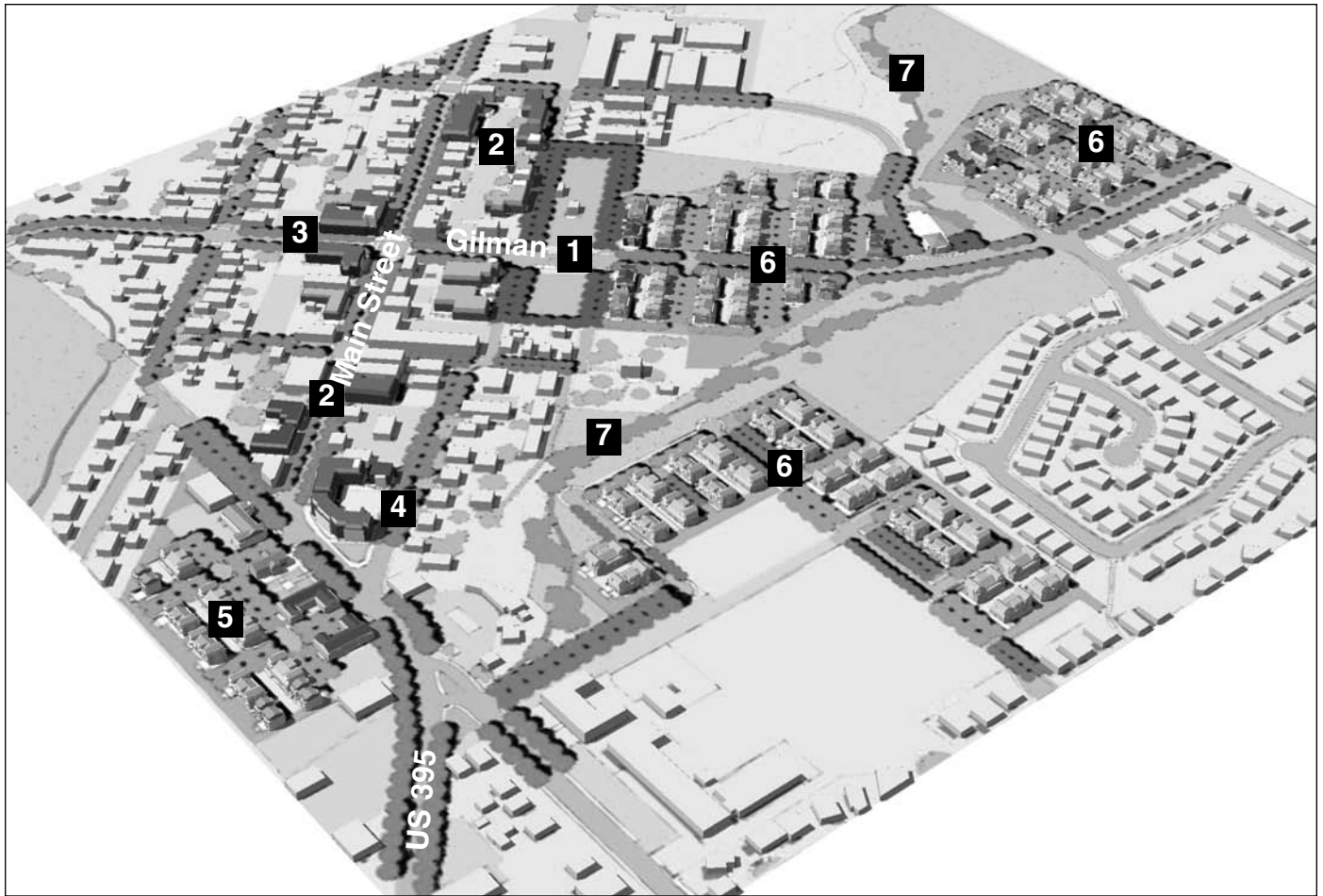
New investment facing the 'S' Curve would reflect the scale and massing of the existing historic house. Two-story commercial and residential uses would be designed to activate the Main Street edge and also include internal courtyards.



Above:
Mixed-use infill is envisioned along main Street that has ground floor commercial with residential or office above



Above:
Horizontal mixed-use development is envisioned for the park edges. This includes commercial uses at the corners and townhouse residential uses that create a walkable neighborhood.

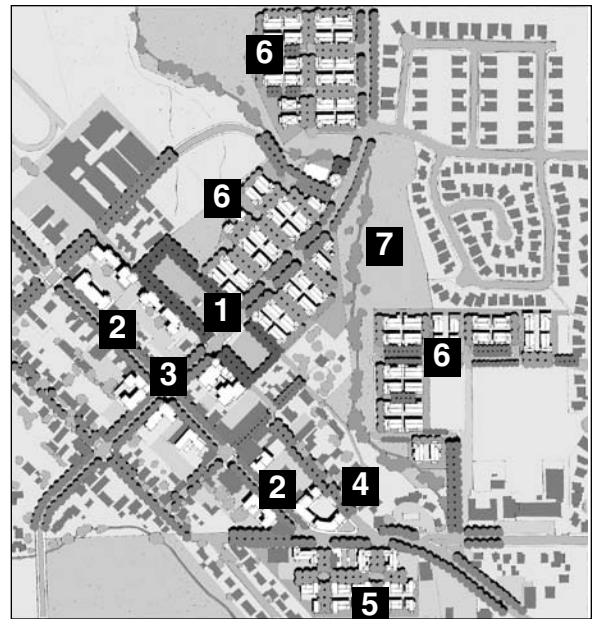


Below:

This graphic is an aerial view of a 3-D model of Old Town and the 'S' Curve district. The view is from the south.

KEY

1. Heritage Park mixed-use projects
2. Infill mixed-use projects along Main Street/US 395
3. Redevelopment of the Sharkeys opportunity sites with a mixed-use and parking project
4. 'S' Curve vertical mixed-use project, plaza and parking
5. 'S' Curve horizontal mixed-use development with commercial frontage and townhouse neighborhood
6. Townhouse neighborhood with commercial uses facing Heritage Park at Gilman
7. Open space corridor



2.4 Stodick Parkway/US 395

Concepts

Stodick Parkway opportunity sites are located at a slight bend in US 395. The sites also create a gateway to the new neighborhood to the east. The urban design concept for this area envisions a residential mixed-use village gateway with a walkable commercial services district for the new neighborhood and US 395 travelers. The site concept emphasizes planning existing vacant sites as an extension of adjacent subdivision/neighborhood as part of the same mixed-use village.

Stodick Parkway Land Use Concept

The land use concept places town-house-scale residential uses adja-

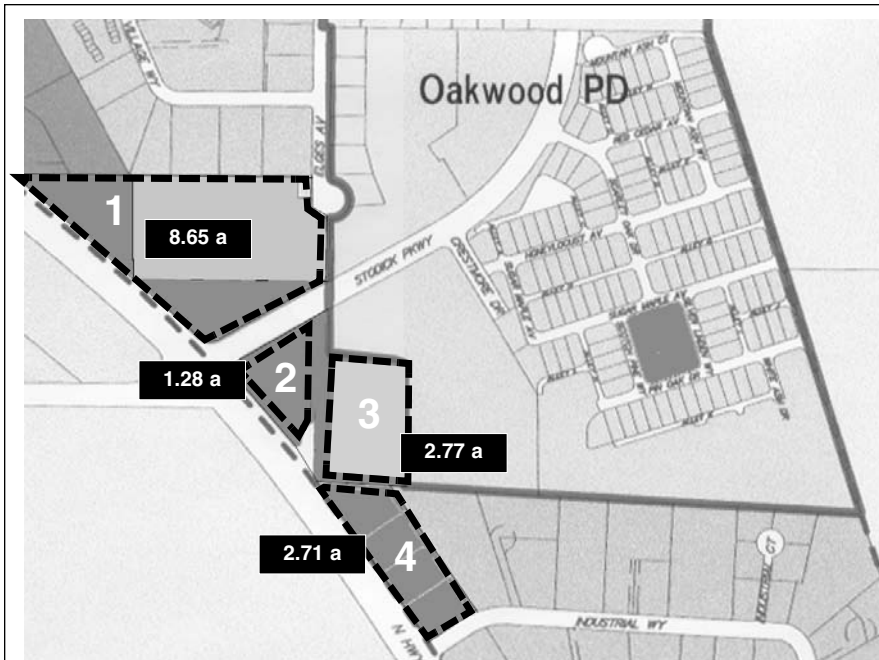
cent to existing and future residential areas. Commercial uses would be located the intersection of Stodick Parkway and US 395 and along the highway frontage.

Stodick Circulation Concept

Auto access for commercial and residential uses would be from Stodick Parkway. Parking would be located adjacent to commercial uses, rather than in front. A sidewalk and driveway system would be interconnected between parcels. Sidewalks would connect back to the adjacent neighborhood.

Stodick Urban Design Concept

By planning the existing subdivision and the Stodick Parkway parcels



Left:

The planning concepts for the Stodick Parkway sites envision a horizontal mixed-use development that creates a neighborhood out of parcels fronting the highway and the (Oakwood PD) subdivision to the east. This would result in an interconnected neighborhood, focused on open spaces with an easy walk to commercial services.

Stodick Parkway Development Program

	Site Area	MP Designation/Density	Proposed Use/Density	Program
Site 1:	3.00 a 5.56 a	commercial/0.25-0.50 FAR commercial/0.25-0.50 FAR	commercial/0.25 FAR residential @ 12 du/a	32,670 SF 67 du's
Site 2:	1.28 a	commercial/0.25-0.50 FAR	commercial/0.25 FAR	14,000 SF
Site 3:	2.77 a	commercial/0.25-0.50 FAR	residential @ 12 du/a	33 du's
Site 4:	2.71 a	commercial/0.25-0.50 FAR	commercial/0.25 FAR	29,500 SF

Section Two



Above:

The Stodick Parkway and US 395 intersection is a gateway to a new mixed-use neighborhood.

together, there is an opportunity to create a walkable village. Creating a two-story scale development with street-oriented residential and commercial buildings would knit it together. Similar roof forms, materials, and architectural features can further

reinforce the creation of a physical neighborhood identity. New buildings would also be sited and designed to respond to views of the site as US 395 bends in front of it.

Below:

This graphic is an aerial view of a 3-D model of the Stodick Parkway neighborhood. The view is from the north.

KEY

1. Drainage basin park with townhouse and single family edges
2. Park in Oakwood PD
3. Service commercial uses along US 395
4. Townhouse development in between the commercial uses and single family housing



2.5 South Gateway Concepts

The South Entry opportunity sites are to provide a welcoming gateway development for Gardnerville. There are two areas of opportunity to provide this. The first site is on Virginia Ranch Road. The second is the receiving area south of the Carson Valley Medical Center located in the Matley Ranch. These sites provide an opportunity to create a mixed-use campus and village gateway.

Gateway Land Use Concept

Both opportunity sites are assumed to reinforce the mixed-use policies in the Gardnerville Plan for Prosperity. The Virginia Ranch Road site is to have commercial frontage and resi-

dential development organized as a neighborhood behind it. The concept assumes apartments and townhouses totaling at least 250 units, enough to support central amenities—meeting facility, pool, and park. The Matley Ranch property is over 130 acres. This large piece of property is in a Master Plan Receiving Area. The concept for this site would include commercial frontage, an opportunity to add employment-intensive campus uses, and a series of interconnected residential neighborhoods organized around small parks.

Gateway Circulation Concept

Access to the mixed-use develop-



Above:

The planning concept for the Virginia Ranch Road neighborhood organizes townhouses and a community facility around a neighborhood park.



South Gateway District Development Program

Site Area	MP Designation/Density	Proposed Use/Density	Program
Site 1: 1.00 a	commercial/0.25-0.50 FAR	commercial/0.25 FAR	10,890 SF
Site 2: 2.00 a	commercial/0.25-0.50 FAR	commercial/0.25 FAR	21,780 SF
Site 3: 5.20 a	commercial/0.25-0.50 FAR	residential @ 16 du/a	83 du's
Site 4: 7.92 a	commercial/0.25-0.50 FAR	residential @ 16 du/a	126 du's
Site 5: 13.49 a	commercial/0.25-0.50 FAR	residential @ 12 du/a	161 du's



Above:

The land use concept assumes development of at least 250 units of housing—enough to support a central community amenity. The plan includes quality apartments and townhouses.



Below:

This graphic is an aerial view of a 3-D model of the Virginia Ranch Road neighborhood. The view is from the north.

KEY

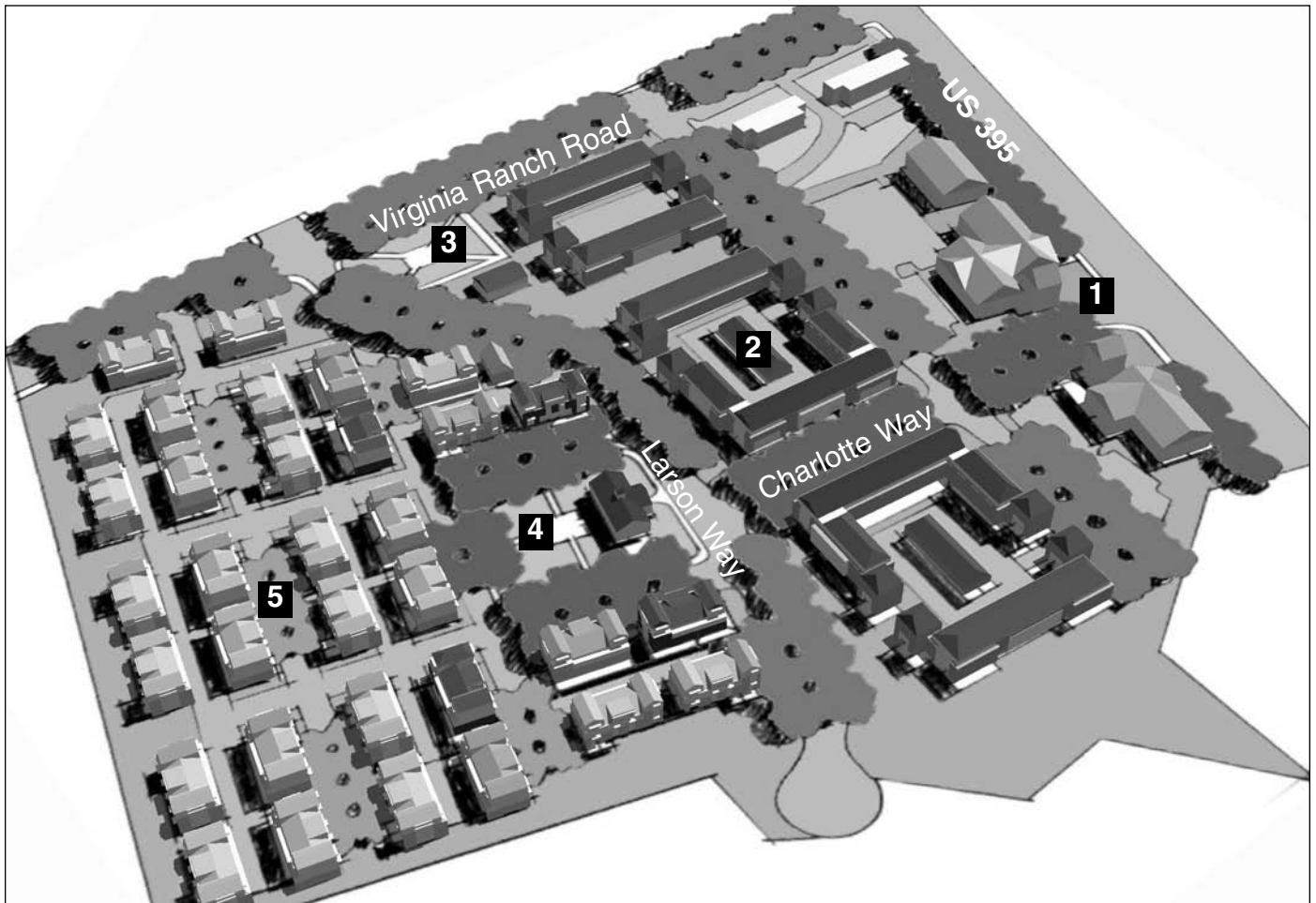
1. US 395 commercial frontage "South Gate Plaza"
2. Apartments
3. Neighborhood open space
4. Neighborhood open space and community facility
5. Townhouse neighborhood

ment in the South Entry would happen via side and cross streets to prevent curb cuts from impacting traffic flow and walking. Both Virginia Ranch and Matley Ranch sites would have an integrated internal street, sidewalk and pathway system that connects central open spaces, residential blocks and commercial uses into a walkable village. Parking would be located adjacent to buildings to provide street-edge continuity and reduce the visibility of parking lots.

Gateway Urban Design Concept

One of the important urban design features for the South Entry is the creation of a gateway using build-

ings, open space and landscaping. Called "South Valley Plaza", the development would introduce motorists traveling north on US 395 to Gardnerville. Commercial uses along US 395 would face the highway, not turning their backs to it. Buildings located on corner sites would be pulled to the corner providing a walking edge connection to adjacent neighborhoods. Internally, block patterns, and the orientation of commercial and residential uses would provide a pattern conducive to walking. Neighborhoods would include central open spaces that are ringed with homes, not backyard fences.



SECTION THREE:

Action Plan

Establishing implementation priorities and responsibilities is an important part of the Gardnerville Plan for Prosperity. The Plan identifies a variety of activities necessary for Gardnerville's maturation and continued vitality. The Plan builds on current and future success, protects the best of what exists, and provides strategies creating new investment that reflect the community's values.

3.0 Introduction

The Action Plan contains administrative, regulatory and financial activities required to implement the Plan for Prosperity. These actions reflect the Town's priorities and the sequencing of investments required to realize the Gardnerville Plan for Prosperity.

3.1 Administrative Actions

Administrative actions include coordination, ongoing planning and design and technical studies necessary to implement the Plan. There are three priority areas of continued administrative efforts which include continued coordination and advocacy for enhancements to US 395; preparing a parking district study; and ongoing support of private investors.

Coordination of US 395 Improvements

NDOT's efforts to plan for US 395 improvements will require continued coordination, monitoring and advocacy.

The Town and Douglas County should request regular updates about technical studies, planning policies and implementation priorities. It is expected that will require an ongoing effort and that improvements made be made incrementally.

Parking District Study

Prior to implementing a parking district in Old Town, the Town and County will have to prepare a feasibility study. The feasibility study should include:

- Market and site assessment;
- Analysis of alternative facilities and financing concepts; and
- A Parking District Plan that identifies facilities, funding sources, phasing and management priorities.

Ongoing Support of Private Investors

The Town has a track record of supporting private sector investment by

being flexible and using its resources to create conditions favorable to marketing Gardnerville's commercial and residential addresses. To implement the Plan for Prosperity, the Town should:

- Communicate to investors and property owners the Town's aspirations and policies;
- Coordinate capital improvements that support new investment; and
- Work with the County to keep the development review process clear and predictable.

3.2 Regulatory Actions

Regulatory actions include policy, development standards and development review activities necessary to implement the Gardnerville plan for Prosperity.

Master Plan Update

The Master Plan is the "blueprint" for the County's future. It includes a variety of policies that guideline land use and related infrastructure investments. The County is in the process of initiating a ten-year update of the 1996 Master Plan. The intent is to include polices and actions identified in the Gardnerville Plan for Prosperity in the Douglas County Master Plan update. The Plan for Prosperity Goals and Policies are to be located in the Regional and Community Plans section of the Master Plan. The Minden/Gardnerville Community Plan should provide new text particular to the town including:

- Location and General Descriptions;
- Land Use;
- Services and Facilities;
- Key Issues; and
- Goals and Policies.

The Minden/Gardnerville Community Plan should include an updated land use map that identifies a mixed-use overlay zone for non-residential areas along US 395. These policies would inform the update of the County Development Standards.

Development Standards Update

The historic portions of Gardnerville cannot be recreated using the current zoning standards without going through extra steps. The basic standards are for a suburban, auto-oriented community. So, where it is already more difficult to develop infill projects, the standards make it even harder. The Town is interested in creating incentives for investors that create mixed-use and pedestrian friendly projects, particularly in Old Town.

The County intends to create a mixed-use overlay designation that can be used in Old Town, as well as in Minden's historic area. This designation would create an "overlay zone" protecting the underlying uses while providing greater flexibility to mix uses. This will allow a new set of standards to be created for setbacks and parking that permit designs that are more pedestrian friendly and compatible with historic parts of the towns.

Parking District Ordinance

The Douglas County Master Plan has policies that support the formation of parking districts, but has never enacted them with a complimentary ordinance. The success of creating a pedestrian friendly Old Town will require the formation of a parking district that provides off-site parking. The Town should work with the County to quickly update the ordinance to allow the formation of parking districts.

Gardnerville Plan for Prosperity

Design Guidelines

The Development Standards provide the QUANTITATIVE criteria for development. However, much discussed by the community in the Plan for Prosperity process related to the QUALITY of development. The Town has chosen to complement the Plan with design guidelines that convey the qualitative expectation for new investment. The Guidelines are to be used initially by the Town to show investors the types of development that are viewed as compatible with the Plan. The County should incorporate them into the review process as part of the update of the Development standards.

3.3 Financing Actions

Financing actions identifies potential public funding sources and assigns them to support in the implementation of public and private investments.

Parking District

Creation of a parking district will require ongoing funding for managing it and expanding facilities to match the demand. Once the County ordinance is revised to allow the formation of parking districts, the Town will be able to provide off-site parking as part of an in-lieu fee program. This would provide an opportunity for property owners, businesses and developers to increase the utilization of their land by using public parking facilities nearby. Initially, on-street parking can be used. Over time, the in-lieu program fund can be used to acquire land for parking lots, develop parking facilities (lots and/or structures) and maintain facilities.

Capital Improvements Priorities

The Town establishes priorities for investment in streets and other types of infrastructure. For example, the Town has made a considerable (and

visible) investment in image enhancement streetscape projects on Main Street/US 395. These types of projects, coupled with private investment, can transform the image of the Town. The capital projects themselves can be a catalyst for private investment. There are also more “practical” projects that improve the functionality of roads, drainage, utilities and other items that can support reinvestment. The following list has examples of capital improvements the town could consider making to support private investment:

- Extend streetscape and lighting to other commercial and possibly residential areas;
- Enhance street and park landscaping;
- Improve/widen streets adjacent to opportunity sites; and
- Implement “missing pieces” that connect trails and pathways in the Town.

Highways and Transportation Funding

The State of Nevada and the Federal Government have various programs that can fund pedestrian and roadway enhancements. Due to the shrinking Federal transportation budget and the demands on the State of Nevada due to growth, funding is becoming increasingly competitive. Therefore, the Town’s and County’s CIP should be scoped to reflect types of potential funding sources. Ongoing efforts to have the State’s highway budgets include funding for pedestrian enhancements and traffic calming for the US 395 should be a priority.

Potential Redevelopment Project

For a number of years, Douglas County, Gardnerville and Minden have discussed the advantages of

Section Three

creating a new redevelopment project area for the purposes of funding needed infrastructure and economic development activities in the Towns. A redevelopment project area would provide an added financing tool for the Towns. It allows the County to bond against the incremental increase in property values. Called tax increment financing, the funds would be used to implement the County Master Plan/Gardnerville Plan for Prosperity. The funds could

be used for new parking facilities, streetscaping, utilities, and other public improvements. It can also be used to support private sector reinvestment by writing down land costs, provide rehabilitation funds for restoration projects, and other types of financial support. The creation of a new redevelopment project has its own prescribed process defined by Nevada state law.

Acknowledgements

Over 100 people participated in the development of objectives, policies and concepts that are the basis for the Gardnerville Plan for Prosperity. Their values and commitment to civic action to create a prosperous and livable community will be appreciated by future generations.



Gardnerville Town Board

Douglas County Commissioners

**Douglas County Planning
Commission**

**Plan for Prosperity Citizens
Advisory Committee**

Town Staff

County Staff

Consultants

Bruce Race, FAIA, AICP
RACESTUDIO



Darin Dinsmore
Dinsmore Sierra, LLC



