

PLANNING COMMISSION STAFF REPORT

Meeting Dates: March 21, and March 22,
2023

To: Town of Truckee Planning Commission

From: Denyelle Nishimori, Community Development Director; Jenna Gatto, Town Planner;
Yumie Dahn, Senior Planner; Chantal Birnberg, Associate Planner

RE: Planning Commission Recommendation to the Town Council on Adoption of the 2040 General Plan, Downtown Truckee Plan, and associated Development Code Text Amendments/Zoning Map Amendments, including SB2 Rezone Sites and Certification of the Final Environmental Impact Report (CIP 1903, General Plan Update)

Approved by: Denyelle Nishimori, Community Development Director

Recommended Action: That the Planning Commission take the following actions:

1. Adopt Resolution No. 2023-03, recommending that the Town Council certify the “Town of Truckee 2040 General Plan Update and Downtown Truckee Plan Project” Final Environmental Impact Report (Final EIR), SCH #2022030190, adopting the Policy and Action Monitoring Program, Findings of Fact and adopting a Statement of Overriding Considerations; and
2. Adopt Resolution No. 2023-04, recommending that the Town Council adopt the 2040 General Plan; and
3. Adopt Resolution No. 2023-05, recommending that the Town Council adopt Development Code and Zoning Map amendments in support of 2040 General Plan and Downtown Truckee Plan adoption; and
4. Adopt Resolution No. 2023-06, recommending that the Town Council adopt the Downtown Truckee Plan and rescind the Truckee Downtown Specific Plan, rescinding Town Council Ordinance 97-10 (Truckee Downtown Specific Plan Volume 3: Historic Design Guidelines), Town Council Resolution No. 97-37 (Volume 1: Existing Conditions Report and Final Environmental Impact Report) and Town Council Resolution No. 97-38 (Truckee Downtown Specific Plan Volume 2 Policies & Programs).

Planning Commission’s Role: The Planning Commission is tasked with making recommendations to the Town Council on the General Plan Update, including the 2040 General Plan, as well as subtasks for the Truckee Downtown Specific Plan Update, rezoning for SB2 housing sites, associated Development Code/Zoning Map amendments and certification of the Final Environmental Impact Report (Final EIR). Recommendations can be to adopt (certify specific to the Final EIR), adopt with modifications (certify specific to the Final EIR) or deny for each of the four above-mentioned resolutions. Some factors for the Commission to consider in formulating recommendations:

- It is helpful to think of the 2040 General Plan and Downtown Truckee Plan as living documents that can be changed and amended if deemed necessary by Council. Specific to General Plans, the State allows amendments to each element up to four times in a calendar year in recognition of the importance of General Plans in guiding major policy decisions. The ability to amend provides built-in opportunity to make changes at any point in the life of the 2040 General Plan, ensuring there is a process to keep the General Plan current. There are no legal limitations on how often the Downtown Truckee Plan can be amended.
- The draft 2040 General Plan contains goals, policies and future actions. The actions serve as a future work plan, with Council deciding what to prioritize. The State requires that the Town

review General Plan implementation progress annually before April 1 each year, which staff has historically done through the Annual Community Development Report. This means there are multiple future opportunities to discuss prioritization and fulfillment of General Plan goals and policies.

- The 2019-2027 Housing Element was adopted in August 2019 and review of this element is not part of the Commission’s actions. The adopted housing element is incorporated into the 2040 General Plan by reference into Commission Resolution No. 2023-04 (General Plan Adoption) and would also be incorporated into the Council’s final action to adopt the 2040 General Plan.
- Any Commission recommendations that would result in substantial modifications to the 2040 General Plan and/or the Final EIR could necessitate recirculation, which would be at Council’s discretion. Any recommended changes proposed by the Planning Commission will be reflected in the applicable Planning Commission resolution (Commission Resolution No. 2023-03, 04, 05 or 06).
- Coming with prepared text changes for any recommended edits/changes will help staff structure the Commission deliberation.
- Following Council adoption, the next steps are Development Code amendments to bring the Code into conformance with the 2040 General Plan. This will include changes such as updates to zoning densities and zoning district descriptions/names, modifications to development standards (i.e.-Floor Area Ratio), incorporation of objective design standards, etc.

This staff report summarizes each of the Planning Commission recommended actions, but does not revisit all of the prior work, discussions, or public input provided for the life of the General Plan Update. This is because of the volume of information. All prior work and public engagement is significantly important in understanding the evolution of the update process. For this reason, the www.truckee2040 website has been updated to include all relevant background information, including links to staff reports, meeting minutes and public comment.

Planning Commission Hearing: The Planning Commission hearing is one singular hearing that spans two nights: March 21 and March 22, 2023. The structure of the hearing is as follows:

Figure 1. Planning Commission Hearing Format

Tuesday, March 21, 2023		Wednesday, March 22, 2023	
1	Staff Presentation	1	Commission Deliberation:
2	Commission Questions: <ul style="list-style-type: none"> a. Final EIR b. 2040 General Plan c. Downtown Truckee Plan d. Development Code/Zoning Map Amendments e. SB2 		<ul style="list-style-type: none"> a. Final EIR b. 2040 General Plan c. Downtown Truckee Plan d. Development Code/Zoning Map Amendments e. SB2
3	Public Comment (3 minutes each)	2	Commission Recommendations to Council

The Town’s General Plan consultant, Ascent Environmental, will be available virtually during the March 22, 2023 meeting.

2040 General Plan: This Planning Commission staff report marks the final phase of the General Plan Update process. For the last five years, the community, the General Plan Advisory Committee (GPAC),

the Historic Preservation Advisory Commission (HPAC), partner agencies and special districts, community partner organizations and decision-makers have engaged in visioning, idea-sharing, discussions and debates about Truckee’s future. Hundreds of comments were generated from draft versions of the 2040 General Plan, Downtown Truckee Plan and the Environmental Impact Report (EIR) that shaped these documents into the final public review drafts being considered by the Commission and Town Council. In summary, if adopted, Truckee will have new policy tools to shape local workforce housing development, to drive changes for a more climate change ready future and to plan for and mitigate wildfire risk among other aspects. The 2025 General Plan and Truckee Downtown Specific Plan provided solid foundations for this new policy work and many of the concepts out of these plans are carried forward, an indication that many community core values have not changed. Community, sense of place, unique mountain character, and celebration of and interconnectedness with the natural environment remain core values that are further highlighted in the 2040 General Plan.

Background

With five years of planning process, a lot of information and input has been generated. A snapshot of the eight phases on the update process is provided below, but to fully comprehend the work scope, there were 36 agendaized meetings and over 60 additional workshops, GPAC meetings and other public engagement opportunities where the General Plan Update and/or subtasks were discussed. All background information, including all prior staff reports, meeting minutes and public comment as well as final public review drafts of the 2040 General Plan, Downtown Truckee Plan and the Final Environmental Impact Report (Final EIR) are available at www.Truckee2040.com .

The General Plan Update was initiated by the Town Council in February 2018 as a comprehensive update to the 2025 General Plan. In addition to the comprehensive policy update, two subtasks were identified —updating the Downtown Specific Plan and creating a Climate Action Strategy. Over the life of the General Plan Update, Council changed the Climate Action Strategy to creation of a new Climate Action Element in the 2040 General Plan and added a third subtask, rezoning for SB2 sites to further local workforce housing needs. The Council also created the GPAC, a 19-member stakeholder group, as the primary public engagement platform and selected consulting firm Ascent Environmental to prepare the documents, conduct outreach, provide expert recommendations and generally manage the process.

There are eight phases to the General Plan Update process, with plan adoption being the final phase. A summary of each phase is provided below.

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|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Phase 1 | Project Initiation: Completed November 2018
Included baseline/background data collection, Town tour with Ascent, community engagement strategy creation, GPAC creation and timeline mapping. |
| Phase 2 | Existing Conditions Report: Completed February 2019
Ascent completed the 406-page Existing Conditions Report (ECR) and staff prepared a 60-page abbreviated version, the “General Plan Briefing Book.” GPAC discussed both documents at their February 28, 2019 meeting. The ECR established baseline information for the 2040 General Plan Environmental Impact Report (EIR). A copy of the ERC can be found in Attachment #1. |
| Phase 3 | Issues, Opportunities and Vision: Completed November 2019
GPAC initially discussed the 2040 General Plan Vision Statement at their February 28, 2019 meeting. A community workshop was held on March 14, 2019 that included opportunity to review and provide input on the vision statement, issues to consider/address and new ideas. |

Following the workshop, GPAC participated in several discussions and group exercises on Truckee’s vision, future needs and where to focus efforts. This led to a GPAC-crafted vision statement in September 2019, GPAC audit of all 2025 General Plan guiding principles and goals between September 2019 and November 2019, and GPAC acceptance of draft guiding principles and goals in November 2019.

Vision for the Future

In 2040, Truckee is a welcoming, inclusive, and thriving mountain town with a diverse community, strong four-season economy, and healthy environment. Truckee features a variety of housing types, arts and culture, and services to support full-time residents and visitors. Our historic downtown is the heart and soul of our town. As the hub, it connects a revitalized and accessible Truckee River with our neighborhoods and regional amenities through a comprehensive network of multi-use trails and transportation solutions. *(February 2023 draft 2040 General Plan)*

GPAC’s work on issues and opportunities was combined with other community input and incorporated into the land use alternatives and policy development phases. The GPAC identified 12 key priorities (Figure 2) that should permeate throughout the 2040 General Plan and be reflected in the preferred land use alternative.

Figure 2. GPAC 2040 General Plan Priorities



Phase 4

Land Use Alternatives: Completed July 2022

During this phase, GPAC and the community were tasked with exploring potential General Plan Land Use Designation changes and defining a preferred land use alternative. The land use alternatives phase ended up being the longest phase to complete. This was in part due to COVID, but also due to lack of consensus on Truckee’s future needs. Some examples of the topics discussed include:

- GPAC Land Use Alternative Goals**
1. Protect and enhance the Town’s character
 2. Promote sustainable land use patterns that support walking, biking, transit
 3. Provide an increase of housing opportunities
 4. Provide enough land to accommodate jobs year-round
 5. Meet the demand for industrial land
 6. Preserve natural resources and open space
 7. Make the Truckee River a focal point

- Understanding need before focusing on land use designation changes
- Looking at land use Townwide in addition to focus areas
- How to plan for new housing opportunities while ensuring the units are available to the local workforce, given new State housing laws
- Ways to further community goals for increased transit use/more efficient use of land without altering Truckee's mountain town character
- How to make the Truckee River a focal point/implement the River Revitalization Strategy, including relocating industrial uses on West River Street, given that the 2025 General Plan did not result in substantial changes
- How to meet greenhouse gas reduction targets

Staff initiated work in this phase in late summer 2019 with GPAC working through a series of focus areas from November 19, 2019 to February 2020 in 11 meetings. The Commission discussed land use alternatives on October 19 and October 25, 2021 and the Council discussed land use alternatives on November 15, 2021 and January 11, 2022. The Commission and Council jointly discussed land use on July 12, 2022 as part of a joint study session.

The Council also discussed SB2 housing rezone sites on May 25, 2021 and June 22, 2021.

Phase 5

General Plan Goals and Policy Development: Completed June 2022

GPAC reviewed all of the 2025 General Plan guiding principles and goals between September and November 2019. Staff completed an audit of the Downtown Specific Plan in November 2019 and an audit of the 2025 General Plan policies and actions in October 2020.

The draft 2040 General Plan was released on June 6, 2022. GPAC discussed the draft 2040 General Plan on June 16, 2022 and the Council and Commission reviewed the draft Elements in joint study sessions as follows:

- July 12, 2022 – Land Use, Safety and Noise
- July 19, 2022 –Mobility and Climate Action Plan
- August 16, 2022 –Community Character, Economic Development, Conservation and Open Space

Phase 6

Downtown Specific Plan: Draft Downtown Truckee Plan:” Released June 6, 2022

Staff completed a plan audit in November 2019 and coordinated several outreach efforts to solicit input on the plan area including a visioning workshop in March 2019, workshops on housing, the reimagine Bridge Street / transit relocation feasibility study / reuse of the Town's West River site public processes, and community presentations to Good Morning Truckee, the Downtown Merchants Association, etc., attendance at several Truckee Thursday events and more.

A virtual Downtown land use alternative workshop was open for participation for the month of May 2020 and generated substantial community input that was used to create an administrative draft

Downtown Specific Plan. At Council's direction, the Historic Preservation Advisory Committee (HPAC) served as the recommending body on the Specific Plan. HPAC initially reviewed the draft Downtown Truckee plan on August 10, 2022 and then formalized their recommendations on September 14, 2022.

The Council and Commission discussed the draft plan in a joint study session on July 12, 2022.

Phase 7 Environmental Impact Report: Draft EIR Released August 9, 2022, Final EIR Released March 10, 2023

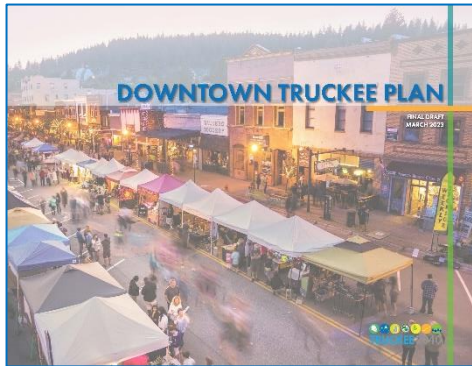
The background work on the EIR was completed with the Existing Conditions Report in February 2019. The Draft EIR was released August 9, 2022 with a 45-day public comment period that ended on September 23, 2022. The Final EIR was released on March 10, 2023.

Phase 8 Final Documents and Adoption

We are here...

Document adoption is the last phase of the General Plan Update process with the Planning Commission making a recommendation to Council and Council taking final action. The Town Council will be discussing plan adoption at their April 11, 2022 meeting.

Downtown Truckee Plan: The Draft Downtown Truckee Plan (DTP) is an update to the 1997 Downtown Specific Plan. It is not an element; it is a separate policy document that emphasizes the importance of the downtown area to Truckee's character and economic vitality. The plan focuses on the implementation of the General Plan goals and policies for the Downtown area to create a vibrant streetscape with active gathering spaces, consistent pedestrian connections, orderly vehicular circulation and parking, and preservation of the historic mountain character.



The following summarizes the framework of the Draft Downtown Truckee Plan and the main changes from the 1997 Downtown Specific Plan. While some changes to policy, boundaries, and land use designations have been incorporated into the draft document, the purpose of this update is to acknowledge the policies that the Town has already implemented, continue to highlight the Downtown area as a community focal point, and confirm support for the Downtown Truckee vision and the 2040 General Plan implementation plan.

The Downtown Truckee Plan (DTP) is comprised of five key policy chapters – Land Use and Character, Mobility and Parking, Public Realm and Streetscape Design, Parks, Open Space, and Activity Centers, and Historic Resources. One implementation chapter is also included that summarizes the policies and programs of the DTP.

Main Changes from the 1997 Downtown Specific Plan

The following changes have been made from the 1997 Downtown Specific Plan and incorporated in the draft Downtown Truckee Plan:

- Modified the boundaries of the Downtown to better reflect the functional downtown area-
 - Removed Coburn Crossing, the public service center, and Reynolds [southwest corner of Brockway Road and Palisades Drive] sites.
 - Removed West River Street—from the old Nevada County Corporation Yard to State Route 89 South; added the southern parcel that is part of the Hilltop Master

Plan into the boundaries.

- Modified General Plan land use designations (a graphic of the new Downtown Truckee Plan land use map is included in Attachment #3, Exhibit C)-
 - Changed the northern portion of the Truckee Tahoe Lumber Company site from Public Facility to Downtown Mixed Use (APN 019-030-051).
 - Changed Truckee Springs from Downtown Specific Plan Area to Open Space (APN 019-300-012).
 - Expanded the Hilltop Master Plan Area to encompass the whole of the area (APN 019-300-084).
 - Changed the West River Street County Corp Yard site from Downtown Commercial to Downtown Mixed Use (APN 019-130-000).
 - Changed a small portion of land across the street from the West River Street County Corp Yard site to Downtown Mixed Use (APNs 019-120-011 and 019-130-003) and Public Facilities (portions of 019-090-046 and 019-120-009).
 - Changed the Caltrans Corporation Yard site on Keiser Avenue from Public Facility to Downtown High Density Residential, 24 dwelling units per acre (APNs 019-030-015, 019-030-016, 019-020-003, and 019-020-004).
 - Modified the property south of the Veteran's Hall from High Density Residential to Public Park (APN 019-090-005).
 - Changed the parcels on Jibboom Street from Downtown Commercial to Downtown Mixed Use (APNs 019-102-011, 019-102-017, 019-102-012, 019-102-013, 019-102-014, 019-102-015, 019-101-00, 019-101-002, 019-101-003, 019-101-004, 019-101-011, 019-101-006, 019-101-010, and 019-101-008).
 - Changed a parcel on the north side of East River Street from Downtown Mixed Use to Downtown Commercial (a portion of APN 019-420-087).
 - Expanded the Public Facilities designation at the depot to encompass the parking area to the east (a portion of APN 019-090-046).
 - Changed a small Nevada County parcel on the north side of Keiser from DRM-14 to Downtown Commercial (APN 019-106-001).

Staff notes that HPAC requested additional clarification on the projected growth imagined in the DTP area. At the September 2022 HPAC meeting, staff noted that the land use designations have not changed significantly since the 1997 plan; as described in the notes, the majority of the changes in Table 2-2 are related to the land use designation changes identified for the opportunity sites in the Draft Downtown Truckee Plan – the Old County Corp Yard, Dependable Tow, Jibboom, the Post Office, Caltrans site, Truckee Tahoe Lumber Company site, and the Beacon Gas Station – or projects that were in process at the time of analysis (Old Trestle Restaurant and Guest House Membership Organization). Outside of these parcels, no major changes to the land use designations have been proposed.

- In addition to the land use designation changes, the following policy changes have been incorporated:
 - Added policies to review/revise the Hilltop Master Plan.
 - Created supporting policies for alternative transit options.
 - Incorporated policies to review and update the parking in-lieu fee.
 - Directed staff to create a new architectural inventory of historic resources.
 - Created policies to modify the historic design guidelines to include objective design standards.
 - Created policies around managing and reducing parking demand and incentivizing the creation of a parking structure in the Downtown.
 - Incorporated policies to review the outdoor dining requirements.

- Created policies related to the River Mixed-Used Sub Area and compatibility with surrounding residential uses.
- Policy changes in the Land Use Element, Mobility Element, and Community Character Element also impact the Downtown.
- The following formatting changes have also been incorporated:
 - The name of the document has changed from the Downtown Specific Plan to the Downtown Truckee Plan.
 - All four volumes of the 1997 Downtown Truckee Specific Plan are proposed to be rescinded. The Downtown Truckee Plan will be a standalone document with the current Historic Design Guidelines incorporated as an appendix. The DTP would rely on the Existing Conditions Report and EIR of the 2040 General Plan.
 - Incorporated opportunity sites for Old County Corporation Yard/Truckee Tire, Jibboom and Post Office Block, Caltrans Corporation Yard, Truckee Tahoe Lumber, Truckee Beacon Gas Station, and Hilltop/Reynolds (Under Appendix A-1). These were exhibits to help discussion of community priorities in the downtown. These exhibits are not regulatory images and are intended to explore potential concepts in the downtown.

The Town Council directed the Historic Preservation Advisory Commission (HPAC) to act as the primary reviewer of the Downtown Truckee Plan. The HPAC reviewed the document at its August 10, 2022 and September 14, 2022 meetings. The HPAC was focused on ensuring preservation of the historic character of the downtown through policy enhancements and understanding the anticipated growth projected in the DTP area. The HPAC made the following comments on the DTP, along with minor text and image edits, which have been incorporated into the final draft DTP:

- LU-R-1 & LU-5 or similar policy should be in every subarea policies to highlight the importance of preserving historic character (Policy HR-4 should be seen throughout the document). Historic preservation should be driven home throughout document.
- LU-5 and LU-R-1 should be incorporated into Page 2-13 to promote development that fits.
- Public art should be reviewed on a case-by-case basis with HPAC reviewing the art. Art should not overwhelm the district. Public art – deference to history, but would like flexibility
- Three wayfinding/walking signs seems like a good amount – Moody’s, middle of Commercial Row, west side of Commercial Row. Maybe at West River Street Parking – west end and at Jax.
- No advertising should be allowed in signage.
- Uniform signage would make them forgettable. Perhaps an art competition could be considered.
- Gateway – landscaping and sculptures are appropriate and can be done subtly. No actual signage is needed. They don’t all need to say “Welcome to Truckee.”
- Town Square – shouldn’t be in Railyard, could consider the Beacon. But a new Town Square is not needed. Eagle Plaza and occasional closing of Donner Pass Road is sufficient.
- Need language on food trucks to make them temporary/limited.
- West River Park, Truckee Springs, pedestrian bridge is a great step to access to the river
- Outdoor dining – Some is good as long as sidewalk is maintained.

HPAC also requested that the following comments be forwarded to the Town Council for consideration:

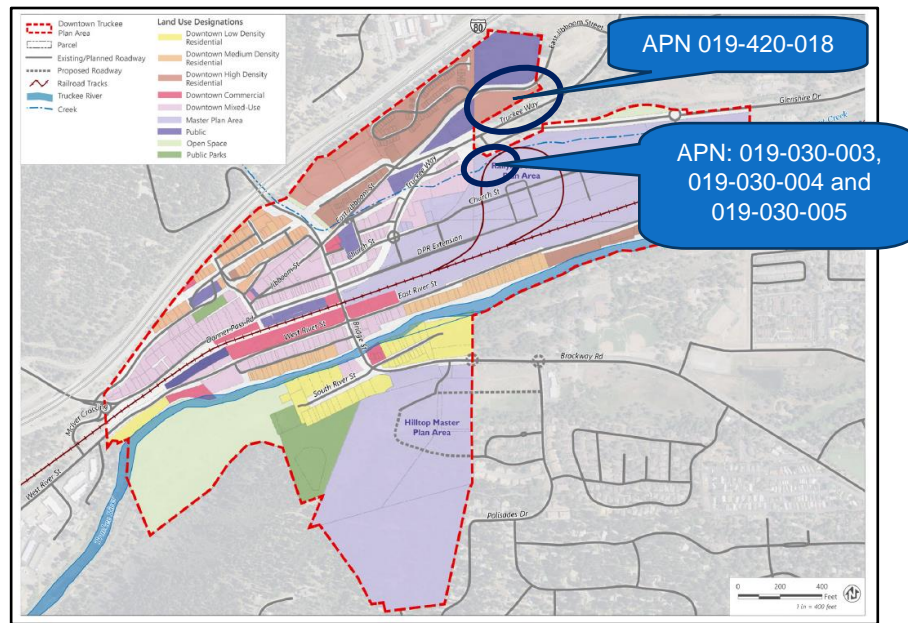
- Identifying standards and guidelines that ensure compatibility with historic resources is key to the preservation of Truckee’s character. The HPAC identified that potential future discussions could include lowering heights and massing of structures adjacent to historic resources in order to ensure new development does not dominate the historic character. The development of historic objective design standards and enhancing the design guidelines will be a future action item that will help achieve this goal.
- The HPAC also supported incentives for workforce housing as the local workforce are important to the character of Truckee.

- Ensure that all projects consider trash and recycling services in the downtown.
- The HPAC also noted that they were uncomfortable with the idea of adding another vehicle bridge in the downtown without further study/outreach
- The HPAC also expressed that the post office and fire district may be appropriate in an authentic, community-serving downtown and relocation may be detrimental to the downtown character.

The HPAC recommended that the Town Council adopt the Downtown Truckee Plan with the suggested edits, which are already incorporated into the final draft, and consider HPAC's comments. The motion passed 4-0.

Additionally, staff recommends two changes to the land use designations in the final draft of the DTP. The parcel located south of the cemetery (APN 019-420-018; 10365 East Jibboom Street) and the parcels north of the downtown Truckee Tahoe Lumber Company site, north of Trout Creek (APNs 019-030-003, 019-030-004, and 019-030-005; 10294, 10306, and 10310 Trout Creek Road) should not have been changed and should remain as Downtown Medium Density Residential. The parcel adjacent to the cemetery is steep and clustered development on the less steep areas of the site should be maintained. The site north of Trout Creek should be maintained to ensure consistency with the Railyard Master Plan Area designation.

Figure 3. Staff Recommended DTP Changes



Development Code and Zoning Map Amendments

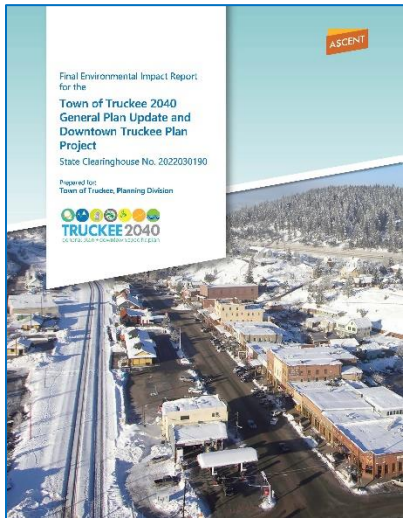
The current December 13, 2022 Development Code, February 23, 2018 Zoning Maps and 1997 Truckee Downtown Specific Plan are consistent with the 2025 General Plan. With the adoption of the 2040 General Plan, Downtown Truckee Plan and rezoning of SB2 sites, the Development Code and Zoning Maps will need to be amended to ensure consistency. Staff has prepared a few of these amendments to be adopted concurrent with the 2040 General Plan, but more work will be needed following the general plan adoption. The proposed concurrent amendments include:

- Prohibit service stations (gas stations)
- Prohibit storage, personal storage facilities (mini-storage)
- Limit the size of a single retailer to a maximum of 20,000 sf
- Add schools as a conditionally allowed use in Highway Commercial (CH) zone with Use Permit
- Increase the residential density in the Multi-Family Residential (RM) zone description from 18 to

- 24 dwelling units per acre
- Allow single-family in the Downtown Multi-Family Residential (DRM) zone

Additional amendments proposed for consistency with the Downtown Truckee Plan are listed in the Downtown Truckee Plan listed above (the complete list is included in Attachment #3, Exhibit B). Staff will begin work on other Development Code amendments (e.g. – changes to zoning district names/descriptions/housing density, development standards such as Floor Area Ratio, etc.) immediately following general plan adoption. All future amendments will go through the same process of Commission review and recommendation to Council followed by Council decision. For this reason, the Commission does not need to focus on 2040 General Plan/Development Code inconsistency issues at this time.

Final EIR



The Town released the Draft 2040 General Plan Environmental Impact Report (EIR) on August 9, 2022. The draft was available for a 45-day public comment period that ended on September 23, 2023 and 51 written comments were received during the review period with an additional seven received after the end of the comment period (58 total). Staff notes that the Final EIR (the Draft EIR and responses to written comments combined) includes responses to all of these comments as well as five additional comments from the August 23, 2022 joint Council/Commission session on the Draft EIR. A list of the commentors is included in Section 3.1 of the Final EIR.

The 2040 General Plan is “self-mitigating,” meaning that policies and actions identified for the express purpose of reducing environmental impacts have been incorporated into the general plan that would be adopted and subsequently implemented. Because of this, there is no Mitigation Monitoring and Reporting Program, however, a “Policy and

Action Monitoring Program” is proposed to be adopted concurrent with the Final EIR certification (see Attachment #1).

This Final EIR is organized as follows:

Chapter 1, Introduction

Summarizes the project and the major conclusions of the Draft EIR, provides an overview of the CEQA public review process, and describes the content of the Final EIR.

Chapter 2, Revisions to the Draft EIR

Presents minor updates related to the project as a result of ongoing planning and design refinements since release of the Draft EIR. This chapter also presents revisions to the Draft EIR text made in response to comments or made to amplify, clarify, or make minor modifications or corrections. Changes in the text are signified by strikeouts (strikeouts) where text is removed and by underline (underline) where text is added.

Chapter 3, Responses to Comments	Contains a list of all parties who submitted comments on the Draft EIR during the public review period, copies of the comment letters received, transcribed comments from the August 23, 2022, public hearing, and responses to the comments. The chapter begins with a set of master responses that were prepared to respond comprehensively to multiple comments that raised similar issues. A reference to the master response is provided, where relevant, in responses to individual comments.
Chapter 4, References	Identifies the documents used as sources for the analysis.
Chapter 5, List of Preparers	Identifies the lead agency contacts and the preparer of this Final EIR.

Major conclusions of the environmental analysis are listed in the “Environmental Review” section of this staff report. As part of the Commission’s action, the Commission is tasked with making a recommendation on certification of the Final EIR, including adoption of the Policy and Action Monitoring Program and adoption of a Statement of Overriding Considerations in recognition of unavoidable adverse impacts are significant under California Environmental Quality Act (CEQA) thresholds. This requires the Commission to find that the unavoidable adverse impacts that will result from the project are acceptable and outweighed by specific social, economic and other benefits of the project. The Statement of Overriding Considerations is included in Attachment #1.

SB2 Housing Rezone Sites

Background

In June 2019, the Town applied to the State of California Department of Housing and Community Development (HCD) for the 2019 Planning Grants Program (PGP) to help accelerate the development of housing in Truckee. Staff sought this grant to conduct housing site analysis and bring forth a recommendation to Council on which, if any, of the 2019 Housing Element housing opportunity sites were appropriate to rezone in advance of the General Plan update, which at the time was slated to be completed in late 2021. In early 2020, staff received a \$160,000 notice of award from this PGP grant. The former CHP site on Highway 89 was added to the project after the State notified the Town that they were moving forward with plans to construct an affordable housing project on this site.

As part of the PGP grant (also known as SB2), the Town selected PlaceWorks to conduct a constraint and opportunities analysis for each housing site and rank the sites based on their independent analysis. At the May 25, 2021 Town Council meeting, Council reviewed and discussed PlaceWorks *SB2 Housing Analysis Site Evaluation Report*, accepted community input, provided preliminary feedback to staff on PlaceWorks recommendations, and discussed additional criteria for further site analysis and site selections. Using this site evaluation criteria, staff developed a list of high, medium and low-priority sites for Council to consider at the June 22, 2021 Town Council meeting. Additional information on the housing sites and staff recommendations can be found in the May 25, 2021 and June 22, 2021 Town Council staff reports available at www.Truckee2040.com.

At the June 2021 meeting, Council directed staff to proceed with environmental review on six housing sites. Council planned to review these sites again after environmental review was completed, and

decide which, if any, should be rezoned by the Planning Commission. One site (Riverview Corporation Yard) was removed from the SB2 process by Council in January 2022 due to the site’s location in the inner approach/departure zone of the Truckee Tahoe Airport and the potential for significant environmental impacts associated with developing the site. Due to staffing issues, Placeworks was not able to begin their environmental review task prior to the commencement of the General Plan 2040 EIR. With the timing of the 2040 General Plan update and consultant delays, the Council approved moving the remaining SB2 funds over to the General Plan consultant (Ascent) and allowing PlaceWorks’ contract to expire. The five remaining SB2 sites were folded into the 2040 General Plan EIR and proposed rezones are now included as part of the 2040 General Plan update. Zoning map and Development Code text amendments for three SB2 sites will be processed with adoption of the 2040 General Plan, allowing property owners to submit projects on their sites as quickly as possible.

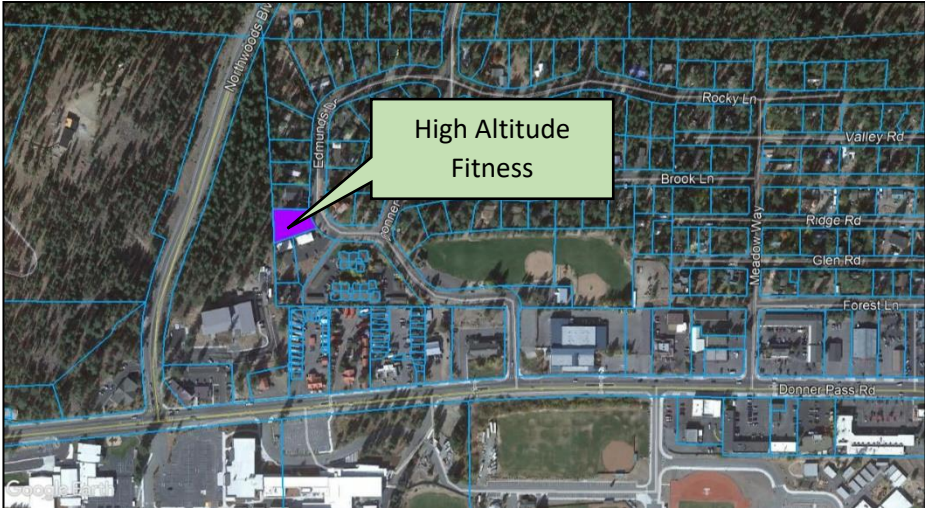
The five sites discussed below include: High Altitude Fitness, Former CHP Site, Tahoe-Truckee Lumber, Residences at Jibboom and Gateway. Resolution 2023- 05 includes the Zoning Map and Development Code text amendments for High Altitude Fitness, Tahoe-Truckee Lumber and Residences at Jibboom.

High Altitude Fitness

The High Altitude Fitness (HAF) site is a 0.3-acre parcel located in Truckee’s Meadow Lake Park neighborhood (see **Figure 4**). The parcel is currently zoned RM -15 (Residential Multi-family – 15 units/acre). This site is owned by the Town for future construction of affordable housing units (Condition of Approval #54 – High Altitude Fitness Gym Development Permit 2017-000000157).

The land use designation for HAF is changing to High Density Residential (HDR), allowing the highest residential intensity/density contemplated in the 2040 General Plan, 24 units/acre. Zoning Map and Development Code amendments will change zoning on this site from RM-15 to RM-24.

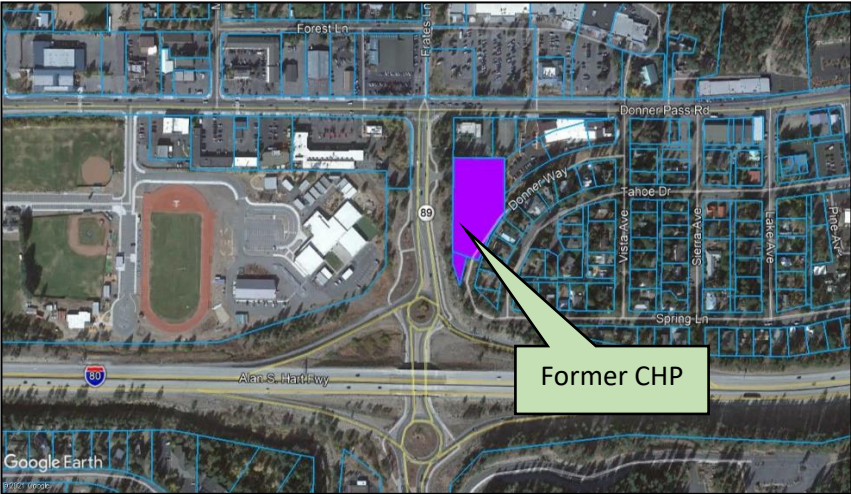
Figure 4. SB2 Site: High Altitude Fitness Vicinity Map



Former CHP Site

The “Former CHP Site” served as a California Highway Patrol facility until 2019 (see **Figure 5**). The 1.7-acre State owned property is located in the Gateway neighborhood and is zoned Public Facilities (PF). The former CHP site is unique, as the affordable housing project, Pacific Crest Commons, will be built regardless of SB2 rezoning. Local building and land use regulations are not applicable to State development projects

Figure 5. SB2 Site: Former CHP Site Vicinity Map



proposed on State-owned land. As such, the State does not need to rezone the property from PF to a Residential zoning district, nor do they need to adhere to Development Code standards.

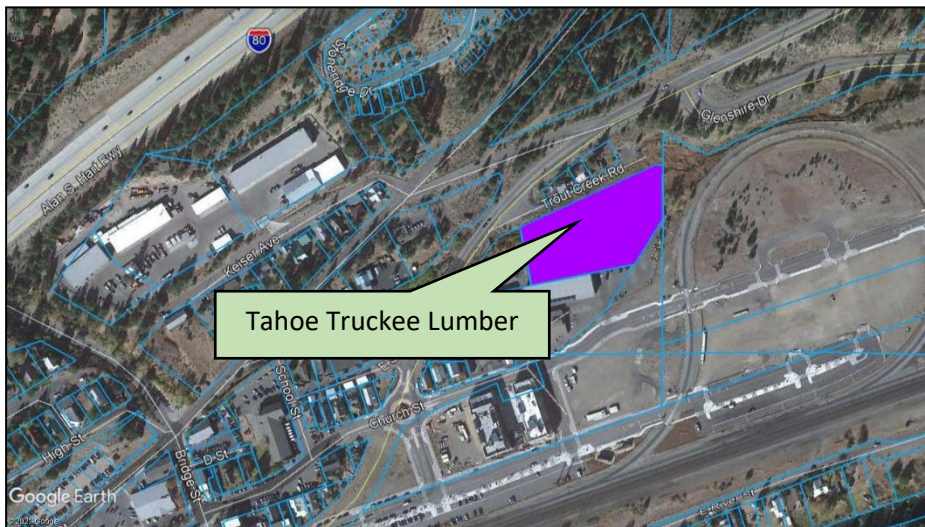
Under the 2040 General Plan, the site's land use designation changes from Commercial to Corridor Mixed Use, the land use designation applied to the properties along Donner Pass Road and Highway 89 in the Gateway area. If this parcel is transferred from State ownership, the change in land use designation ensures the parcel is consistent with surrounding properties. Corridor Mixed Use allows for housing and pedestrian scaled commercial development. A future Zoning Map amendment will change the zoning from PF to a new zoning district created to reflect appropriate uses and development standards for the new Corridor Mixed Use land use designation.

Tahoe-Truckee Lumber

The Tahoe Truckee Lumber (TTL) site is a 2.1-acre site located in the Downtown Specific Plan Area and directly adjacent to the Railyard Master Plan Area (see **Figure 6**). The site is zoned Public Facilities (PF) and located adjacent to Trout Creek.

As part of the Downtown Specific Plan Area update (Downtown Truckee Plan), the land use designation changes from Public to Downtown Mixed Use. The Zoning Map amendment modifies the site from PF to DMU. With this proposed change, housing potential on this site shifts from no housing allowed to 50-75 housing units (50 base units with increasing unit count available with participation in the State Density Bonus program).

Figure 6. SB2 Site: Truckee Tahoe Lumber Vicinity Map

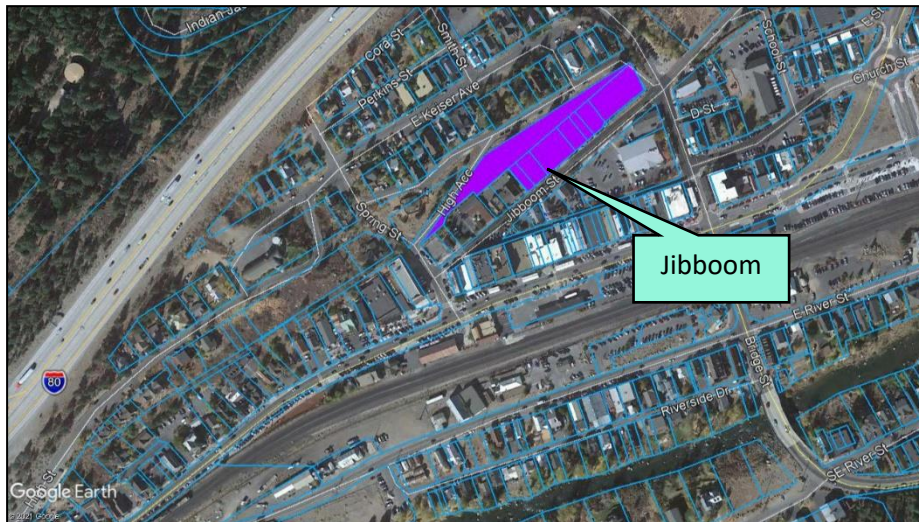


Residences at Jibboom

Residences at Jibboom (Jibboom) is comprised of eight parcels totaling 1.67 acres in Downtown Truckee (see **Figure 7**). The site is split zoned with 0.65 acres in the Downtown Commercial (DC) zoning district and 1.02 acres in the Downtown Mixed-Use (DMU) zoning district.

As part of the Downtown Specific Plan Area update (Downtown Truckee Plan), the land use designation of the 0.65-acre DC zoned site changes from Public Parking to Downtown Mixed Use. A

Figure 7. SB2 Site: Residences at Jibboom Vicinity Map



Zoning Map amendment for this parcel is included to rezone from DC to DMU. This increases the housing potential in the Jibboom project area from 26-43 units to 40-62 housing units (dependent on participation in State Density Bonus program).

Gateway

The Gateway site is an 18.7-acre parcel located in the Gateway neighborhood (see **Figure 8 and 9**). The overall site is characterized by steep slopes (20% - >30%) with a small developable area (2.0 acres) located off Donner Pass Road. The site is split-zoned with two acres of CG (General Commercial) zone district and 16.7 acres of RS – 0.50 (Single-Family Residential – 0.5 units/acre). Seven residential units exist onsite. The area best suited for development, due to slopes greater than 30%, is located on Donner Pass Road, between the Gateway Shopping Center and Tahoe Forest Medical Offices.

At the June 2021 Town Council meeting, Council directed staff to review the site with 34 units as the maximum number of allowed housing units including density bonus units. This equated to the mixed-use low (now called Corridor Mixed Use) land use designation (6-18 dwelling units per acre) under the proposed 2040 General Plan. Council briefly discussed increasing densities on the north side of Donner Pass Road in January 2022 but ultimately decided to change the land use designation for all properties on the north side of Donner Pass Road between Frates and the I-80 offramp by the McIver roundabout to allow 18 dwelling units per acre with the option to go up to 24 dwelling units per acre with the Town’s density bonus program (October 2022). The Gateway SB2 site will move forward with adjacent sites under the new Corridor Mixed Use land use designation.

Environmental Review: As previously noted, a Draft Environmental Impact Report (Draft EIR) and Response to Comments document was prepared for the project and a Final Environmental Impact Report (Final EIR) is proposed (see Attachment #1). The Draft EIR was routed to state agencies through the State of California’s Office of Planning and Research State Clearinghouse; the State Clearinghouse comment period ended September 23, 2022. 51 Draft EIR comments were received and

Figure 8. SB2 Site: Gateway Vicinity Map

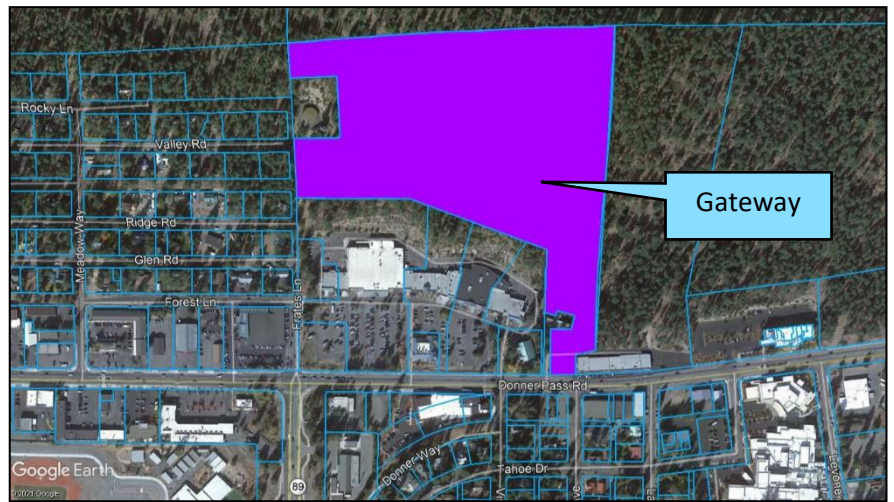


Figure 9. Gateway Site Developable Area (PlaceWorks)



the response to these comments was published in the Final EIR. The Draft EIR together with the Response to Comments document make up the Final EIR. Notification of the Planning Commission's intent to forward a recommendation on the Draft 2040 General Plan, Draft Downtown Truckee Plan, associated Development Code and Zoning Map Amendments as well as rezoning for SB2 sites and the Final EIR to the Town Council was published in the Sierra Sun on March 10 and 17, 2023, e-noticed to people who signed up on Truckee2040.com and applicable special districts/utilities as well as organizations on March 7, 2023.

The Draft EIR was prepared to evaluate the potential environmental impacts of the 2040 General Plan. The following environmental topics are addressed in the draft:

- Aesthetics
- Agriculture and Forestry Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems
- Wildfire

Cumulative Impacts and alternatives are also addressed.

The Draft EIR identified the following significant and unavoidable impacts related to the project. These impacts would remain significant after all feasible mitigation has been applied.

Aesthetics

- Impact 4.1-3: In Nonurbanized Areas, Substantially Degrade the Existing Visual Character or Quality of Public Views of the Site and Its Surroundings

Air Quality

- Impact 4.3-1: Generate Construction-Related Emissions of ROG, NOX, PM10, and PM2.5
- Impact 4.3-2: Generate Operation-Related Emissions of ROG, NOX, PM10, and PM2.5
- Impact 4.3-4: Expose Sensitive Receptors to a Substantial Incremental Increase in TAC Emissions
- Impact 4.3-5: Result in Other Emissions (Such as Those Leading to Odors) Adversely Affecting a Substantial Number of People

Biological Resources

- Impact 4.4-4: Interfere Substantially with the Movement of Any Native Resident or Migratory Fish

or Wildlife Species or with Established Native Resident or Migratory Wildlife Corridors, or Impede the Use of Native Wildlife Nursery Sites

Cultural Resources

- Impact 4.5-1: Cause a Substantial Adverse Change in the Significance of a Historical Resource Pursuant to Section 15064.5

Greenhouse Gas Emissions

- Impact 4.8-1: Generate GHG Emissions, Either Directly or Indirectly, That May Have a Significant Impact on the Environment Ascent Environmental Introduction Town of Truckee 2040 General Plan Update and Downtown Truckee Plan Project Final EIR 1-7
- Impact 4.8-2: Conflict with Any Applicable Plan, Policy or Regulation of an Agency Adopted for the Purpose of Reducing the Emissions of GHGs

Hazards and Hazardous Materials

- Impact 4.9-7: Expose People or Structures, Either Directly or Indirectly, to a Significant Risk of Loss, Injury, or Death Involving Wildland Fires

Noise

- Impact 4.13-1: Generate a Substantial Temporary Increase in Noise Levels at Noise-Sensitive Land Uses in Excess of Standards Established by the Town Development Code
- Impact 4.13-2: Generate a Substantial Permanent Increase in Traffic Noise Levels at Noise-Sensitive Land Uses in Excess of the Standards in GPU Policy SN-8.8
- Impact 4.13-3: Expose New Sensitive Land Uses to Railroad Noise Levels in Excess of the Land Use Compatibility Standards for Community Noise Environment Identified in the Proposed Safety and Noise Element
- Impact 4.13-5: Generation of Excessive Groundborne Vibration or Groundborne Noise Levels

Transportation

- Impact 4.17-2: Conflict or Be Inconsistent with CEQA Guidelines Section 15064.3, Subdivision (b)

Tribal Cultural Resources

- Impact 4.18-1: Cause a Substantial Adverse Change in the Significance of a Tribal Cultural Resource

Wildfire

- Impact 4.20-2: Due to Slope, Prevailing Winds, and Other Factors, Exacerbate Wildfire Risks, and Thereby Expose Project Occupants to Pollutant Concentrations from a Wildfire or the Uncontrolled Spread of Wildfire in or Near State Responsibility Areas or Lands Classified as Very High Fire Hazard Severity Zone
- Impact 4.20-3: Require the Installation or Maintenance of Associated Infrastructure (Such as Roads, Fuel Breaks, Emergency Water Sources, Power Lines or Other Utilities) That May Exacerbate Fire Risk or That May Result in Temporary or Ongoing Impacts to the Environment in or Near State Responsibility Areas or Lands Classified as Very High Fire Hazard Severity Zone
- Impact 4.20-4: Expose People or Structures to Significant Risks, including Downslope or Downstream Flooding or Landslides, as a Result of Runoff, Post-Fire Slope Instability, or

Drainage Changes in or Near State Responsibility Areas or Lands Classified as Very High Fire Hazard Severity Zone

Cumulative

- Impact 5-3: Cumulative Air Quality Impacts
- Impact 5-4: Cumulative Biological Resources Impacts
- Impact 5-5: Cumulative Cultural Resources Impacts
- Impact 5-8: Cumulative Greenhouse Gas Emissions Impacts
- Impact 5-13: Cumulative Noise Impacts
- Impact 5-17: Cumulative Transportation Impacts
- Impact 5-18: Cumulative Tribal Cultural Resources Impacts
- Impact 5-20: Cumulative Wildfire Impacts

A Statement of Overriding Considerations would need to be adopted for each of these significant and unavoidable impacts. The draft statement is included in Attachment #1.

Public Communication: Notice of the availability of the Final EIR, 2040 General Plan and Downtown Truckee Plan as well as the March 21-22, 2023 Planning Commission meeting was published in the Sierra Sun on March 10 and March 17, 2023. The following agencies were emailed notification on March 7, 2023:

- Federal resource agencies
- Adjacent counties
- State resource agencies
- California Native American Tribes
- Local districts, including the hospital, fire district, airport district, school district, and cemetery district
- School District
- Utility agencies
- Local homeowners associations
- Local non-profits

A banner was placed at the Depot downtown on March 10, 2023. Draft EIR commenting agencies were further notified about the Final EIR availability by email on March 13, 2023. Radio ads (hometown headlines and reads by the DJ) were posted with KTKE for the week prior to the meetings. Facebook events for both the Commission and Council meeting and other social media posts were pushed out the week of March 13, 2023.

Staff Summary and Recommendation:

The February 2023 draft 2040 General Plan is the culmination of five years of planning and community engagement process and if adopted will serve as the guide to development and conservation through 2040 by establishing a policy basis for decision-making. The General Plan articulates a 20-year vision for the town's long-term physical form and development through the General Plan Land Use Diagram and through guiding principles, goals, policies and actions. It provides the legal foundation for the Town's Development Code and other adopted townwide plans and strategies and establishes a framework for maintaining and enhancing Truckee's unique identity over the next two decades. In total, the draft 2040 plan creates capacity for 731 more housing units, 20,000 sf more commercial, 7,000 sf more office and 26,000 sf more industrial than projected with 2025 General Plan buildout (see [Figure 10](#)). The housing capacity numbers are slightly lower than last discussed by the Planning and Council due to the Council's direction to decrease the Gateway Area density on the north side of Donner Pass Road from 18-32 dwelling units per acre to 6-18 dwelling units per acre.

The Planning Commission's role is to provide recommendations to the Council on certification of the Final EIR, adoption of the 2040 General Plan, adoption of the Downtown Truckee Plan, and adoption of associated Development Code/Zoning Map amendments.

Figure 10. March 13, 2023 Development Capacity

Scenario	Acres	Residential (dwelling units)	Commercial	Office	Industrial
			(sq. ft.)	(sq. ft.)	(sq. ft.)
Existing Development	21,504	13,367	1,073,000	604,000	931,000
2025 General Plan Development Capacity	3,192	5,157	871,000	383,000	219,000
2025 General Plan Buildout	21,504	18,524	1,944,000	987,000	1,150,000
Truckee2040 Development Capacity	3,192	5,888 <i>(5,951 in the Draft EIR)</i>	891,000	390,000	245,000
Truckee2040 Buildout	21,504	19,255 <i>(19,318 in Draft EIR)</i>	1,964,000	994,000	1,176,000
Difference in Buildout Projections (2025 General Plan vs. Truckee2040)	0	731 <i>(794 in Draft EIR)</i>	20,000	7,000	26,000

In formulating a recommendation, the 2040 General Plan and Downtown Truckee Plan objectives serve as a helpful guide:

2040 General Plan Objectives

- Maintain and enhance the quality of life and unique community character of Truckee through preservation of the town’s special characteristics and resources and development of new land uses that support and complement the community;
- Emphasize and enhance the visual and physical connection between the town’s natural and built environment;
- Encourage mixed use development along corridors and within neighborhood centers and promote sustainable land use patterns;
- Create a comprehensive and sustainable multimodal transportation system that supports the daily travel needs of residents, commuters, second homeowners, and visitors alike through equitable investment in all modes;
- Enhance natural systems by promoting aquatic and terrestrial biodiversity and by implementing environmental, ecological, and conservation-minded strategies;
- Increase the amount of permanently protected, connected, and publicly accessible open space in and around Truckee;
- Reduce greenhouse gas emissions in all sectors, including transportation, land use, building energy, and solid waste, through comprehensive and robust planning and implementation;
- Minimize the potential risk to life and property from natural and human-made hazards in the town;
- Meet the demand for industrial land and support a modern industrial economy; and
- Build upon the Town’s existing assets to diversify and strengthen the local economy in ways that

are appropriate and responsive to Truckee's community, businesses, and natural environment.

Downtown Truckee Plan Objectives

- Preserve and enhance the historic mountain character of the downtown area;
- Maintain and enhance the walkable downtown core as the heart and soul of the community with a vibrant mix of land uses, historic character, and services and amenities; and
- Provide access to the Truckee River.

Staff's final recommendation is that the Commission forward a recommendation to Council to certify the Final EIR, adopt the 2040 General Plan, adopt the Downtown Truckee Plan and approve the Development Code and Zoning Map amendments. The Commission should consider in their review the 2040 General Plan objectives and the Downtown Truckee Plan objectives.

Attachments:

1. Draft Planning Commission Resolution No. 2023-03 (Final EIR Certification)
 - Exhibit A – Planning Commission Recommended Revisions to the Final EIR
 - [Exhibit B – Final EIR](#)
 - [Exhibit C – Existing Conditions Report](#)
 - Exhibit D – Findings of Fact and Statement of Overriding Considerations, Including Truckee General Plan Policy and Action Monitoring Program
2. Draft Planning Commission Resolution No. 2023-04 (2040 General Plan Adoption)
 - Exhibit A – Planning Commission Recommended Revisions to 2040 General Plan
 - [Exhibit B – 2040 General Plan](#)
3. Draft Planning Commission Resolution No. 2023-05 (Development Code and Zoning Map Amendments)
 - Exhibit A – Planning Commission Recommended Revisions to the Development Code and Zoning Map
 - Exhibit B – Planning Commission Recommended Development Code Text Amendments
 - Exhibit C – Planning Commission Recommended Zoning Map Amendments
 - Exhibit D – Findings
4. Draft Planning Commission Resolution No. 2023-06 (Downtown Truckee Plan)
 - Exhibit A – Planning Commission Recommended Revisions to Downtown Truckee Plan
 - Downtown Truckee Plan
 - [Exhibit B – Downtown Truckee Plan dated March 2023](#)
 - Exhibit C – Findings