



To: Town of Truckee Planning Commission

From: Lucas Kannall, Assistant Planner

RE: Planning Application 2024-00000046/DP/TM/PD/MUP (Pioneer East Development Permit/Tentative Map/Planned Development/Minor Use Permit) 10400 Pioneer Trail; APN: 019-410-028-000

Approved by: Denyelle Nishimori, Community Development Director

Recommended Action: That the Planning Commission adopt Resolution 2025-04 taking the following actions based on the recommended findings and subject to the recommended conditions of approval:

1. Determine the project exempt from further environmental review pursuant to Section 15168 (Program EIR) of the California Environmental Quality Act; and
2. Approve the Development Permit, Tentative Map, Planned Development (with modified recommendation by Town staff) and Minor Use Permit.

Location/Setting:

The approximately 9.62-acre project site is located at 10400 Pioneer Trail just north of Interstate 80. The site includes infrastructure installed from a previous approval that expired in May of 2022, including asphalt paving for vehicular circulation and parking, sidewalks, stormwater treatment and drainage facilities, dumpster enclosures, utilities, a low concrete wall and landscaping. The site work also retained many mature native trees on site, some of which will be removed to accommodate the proposed buildings. In addition, power poles and associated overhead utility lines generally run along the entire northern site boundary from west to east. Surrounding existing land uses include residential to the north within the former Coachland RV and Trailer Park, and manufacturing and

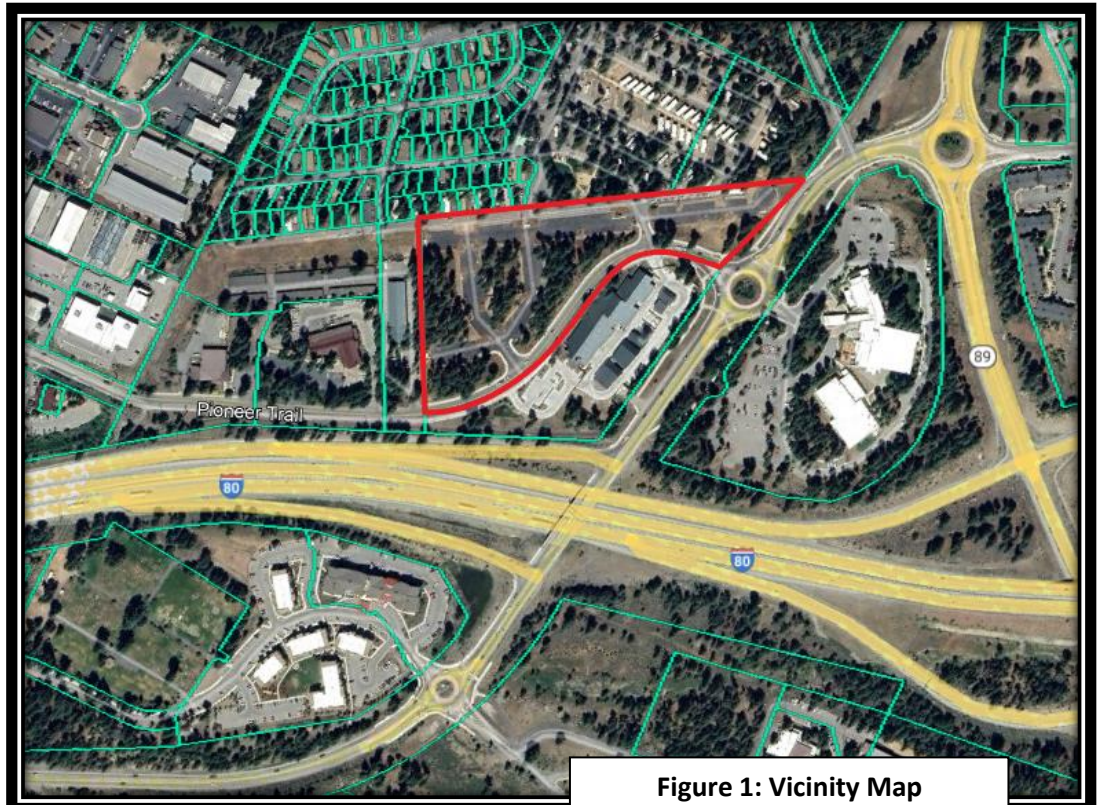


Figure 1: Vicinity Map

industrial uses to the south and west. The Truckee Donner Park and Recreation District pool and recreation center facility is located to the east just across Truckee Way. A California Highway Patrol station is located across Pioneer Trail to the southeast and Interstate 80 is located across Pioneer Trail to the south. The Town of Truckee 2040 General Plan designates the site as Commercial, and the site is zoned Service Commercial (CS).

Project Site Information:

Zoning District:	Service Commercial (CS)
General Plan Designation:	Commercial (C)
Parcel Size:	9.62 acres
Existing Utilities:	Public water, electricity, gas, and sewer

Project Description:

The applicant is requesting land use approval to construct a service commercial/mixed use development on a 9.62-acre site located at 10400 Pioneer Trail (APN 019-410-028-000). The subject site is located at the intersection of Truckee Way and Pioneer Trail. The site is relatively flat with an elevation of approximately 5,950 feet. The requested land use approvals include the following:

- A Tentative Map to subdivide the existing parcel into 12 lots (11 privately developed lots and 1 common area lot). The proposed lots will range in size from 6,577 sf to 17,747 sf. The proposed common area lot will be 250,413 sf in size and be used for driveways, parking, open space, snow storage, storm water management and utility infrastructure.
- A Development Permit for construction of five commercial buildings and one residential building, totaling approximately 52,183 sf. The proposed residential building will total 14,676 sf and the five additional buildings to be constructed under this entitlement will total 37,507 sf. The project's total amount of commercial floor area will be 78,500 sf and residential floor area will be 14,676 sf upon construction of all 11 buildings, of which only six will be constructed as part of this project. The residential building will include a mix of 22, studio, 1- and 2- bedroom apartments to accommodate the project's workforce housing demand based on the Town's Workforce Housing Ordinance. Construction of utility, stormwater and parking infrastructure improvements have already been constructed under an expired entitlement and building permit.
 - The applicant is requesting that the six proposed buildings be allowed to be constructed in three phases, with Buildings 5 and another building of the developer's choice being constructed in Phase 1. Phase 1 will require the developer to begin construction and at minimum have foundations installed within two years of the entitlements being approved (By May 20, 2027) and construction shall be completed or an extension of time applied for within four years (May 20, 2029). Upon completion of Phase 1, Phase 2 may commence and shall also be exercised within two years and completed within four years, which would require the permit to be exercised by May 20, 2031 and construction completed by May 20, 2033 at the latest. Phase 2 shall include two additional buildings of the developer's choice. Phase 3 will also include two buildings of the developer's choice, while also meeting the previously mentioned time frames resulting in completion of construction of phase 3 by May 20, 2037 at the latest. Since this project includes a Tentative Map, the phasing shall be consistent with the Tentative Map process and be exercised before the expiration of the companion Tentative Map.

- A Minor Use Permit to allow three concrete trash enclosures, 620 feet of a 4-foot tall concrete screening wall, four signs and four bollard parking lot lights to exist within an existing public utility easement used for transmission lines.

The applicant has also requested approval of a Planned Development, which is intended to promote and encourage maximum flexibility in site planning, property development, design and open space areas, while protecting the public health, safety, welfare, integrity and character of Truckee and ensuring consistency with the General Plan. Approval of a Planned Development does allow greater flexibility within the Development Code, and therefore, does not require strict adherence to those standards. The applicant is requesting Development Code modifications to (1) allow a ratio favoring more one-bedroom units and less two-bedroom units, than is required by the Development Code, within the residential building, (2) to allow for sit-down dining on proposed lot 11 despite the use not being allowed within the Service Commercial (CS) zoning district, (3) allow construction of the building on lot 1 within the 300-foot scenic corridor setback from Interstate 80, and (4) remove the requirement to construct fully enclosed parking spaces for the market rate residential units. To meet the requirements of a Planned Development request, the applicant is proposing to deed restrict 25% of the residential units for affordable housing pursuant to Development Section 18.216.040D.1 or D.2 (Affordability of Workforce Housing Units).

As proposed, the project will initially consist of six buildings with floor areas ranging in size from 3,763 sf to 14,676 sf. Future development of the project will include five additional buildings (not a part of this submittal) within the subdivision. The requested land use approvals include a Tentative Map to subdivide the existing parcel into 12 lots (11 privately developed lots and 1 common area lot). The proposed lots will range in size from 6,577 sf to 17,747 sf. The proposed common area lot will be 250,413 sf in size and be used for driveways, parking, open space, snow storage, storm water management and utility infrastructure for all parcels within the subdivision. A Development Permit is requested for construction of five commercial buildings and one residential building, totaling approximately 52,183 sf. The project's total amount of commercial floor area is 78,500 sf and residential floor area is 14,676 sf once all buildings are constructed. The residential building will include a mix of 22, studio, 1- and 2- bedroom apartments to accommodate the project's workforce housing demand. The project is projected to include 3,925 sq ft of general manufacturing, 3,925 sq ft of wholesale distribution, 11,775 sq ft of warehouse space, 5,493 sq ft of indoor food service, 3,043 sq ft of specialty retail, and 50,339 sq ft of vacant commercial space anticipated to be used as office space. A Minor Use Permit to allow three concrete trash enclosures, 620 feet of 4-foot-tall concrete screening wall, four signs and four bollard parking lot lights to be installed within an existing public utility easement used for transmission lines. Utility, stormwater and parking infrastructure improvements have all previously been constructed for the site under an expired land use entitlement.

Phasing Plan

As outlined above, the applicant is requesting that the six proposed buildings be allowed to be constructed in three phases, with Buildings 5 and another building of the developer's choice being constructed in Phase 1. Phase 1 will require the developer to begin construction and at minimum have foundations installed within two years of the entitlements being approved and construction shall be completed or an extension of time applied for within four years. Upon completion of Phase 1, Phase 2 may commence and shall also be exercised within two years and completed within four years. Phase 2 shall include two additional buildings of the developer's choice. Phase 3 will also include two buildings of the developer's choice, while also meeting the previously mentioned time frames. Since this project includes a Tentative Map, the phasing shall be consistent with the Tentative Map process and be exercised before the expiration of the companion Tentative Map.

While only six buildings are proposed at this time, proposed square footages for the remaining lots are outlined as follows:

Lot Number	Allocated Floor Area**	Proposed Floor Area
1*	8,504 sf	8,375 sf
2	6,593 sf	
3	6,576 sf	
4*	6,745 sf	6,599 sf
5* (residential)	14,676 sf	14,676 sf
6	5,813 sf	
7	4,161 sf	
8	12,890 sf	
9*	5,362 sf	3,787 sf
10*	10,374 sf	10,210 sf
11*	11,481 sf	8,536 sf

*Part of application number 2024-0000046

**Potentially allowable floor area based on parcel size.

Community water, electricity, and natural gas currently exist on the site and common area site work has already been completed as part of a previous entitlement that is now expired. The buildings will be clad with steel siding which will be vertical smooth 6-inch metal panels and weathered vertical corrugated metal panels. Each building will employ matte black standing seam metal roofing. Figures 3-8 depict each building elevation and are correlated to the site plan depicted in Figure 2.

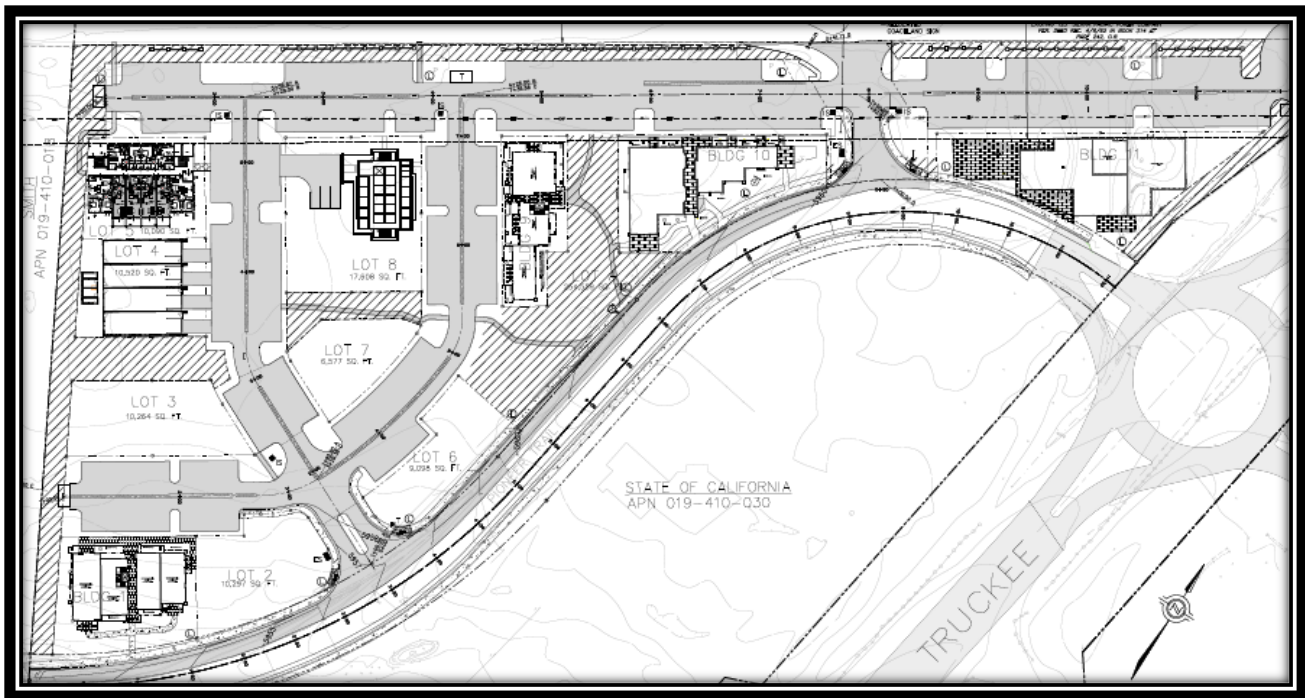


Figure 2: Site Plan



Figure 3: Building 1



Figure 4: Building 4

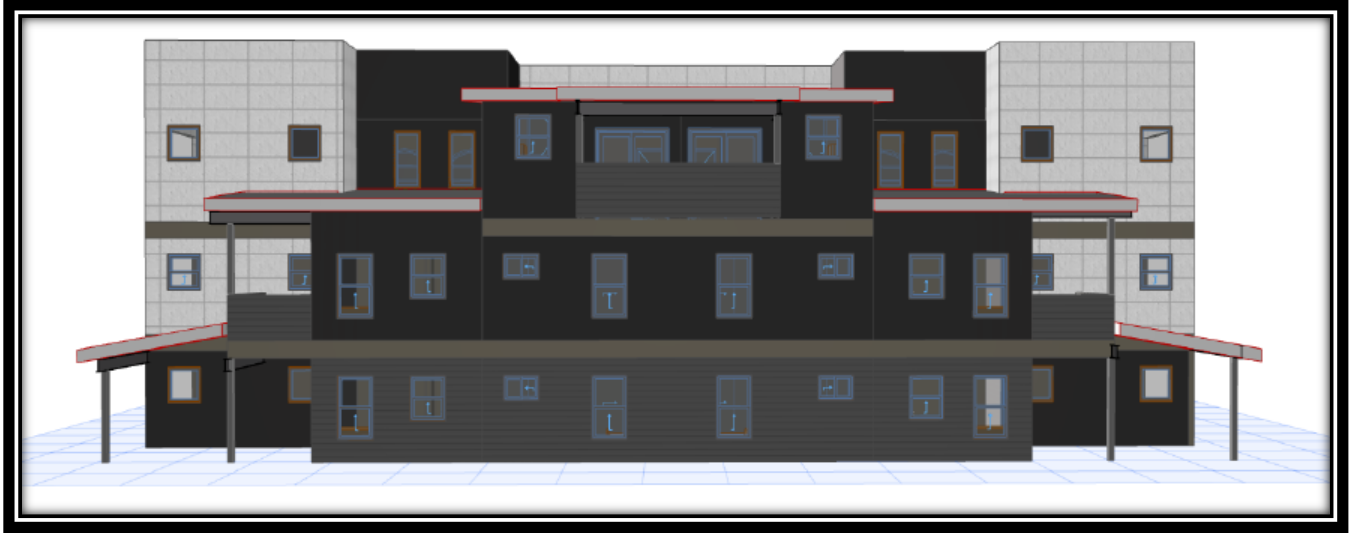


Figure 5: Building 5



Figure 6: Building 9



Figure 7: Building 10



Figure 8: Building 11

Discussion/Analysis:

Background

This project was previously submitted with a similar configuration in 2005 and approved in April of 2007. In accordance with the Town’s timeframes for subdivisions, the Tentative Map would have typically expired in April 2009 unless a Final Map got recorded. Prior to the expiration date of this Tentative Map, the State legislature acted to extend the life of unrecorded Tentative Maps. The State took this action in recognition of the severe impacts of a recession on developers and enacted a series of extensions in 2008, 2009, 2011 and 2013. Each of these extensions was automatic and required no action by the Town.

Cumulatively, these legislative extensions kept the Pioneer East Business Park Tentative Map alive until March of 2016. Prior to the expiration of the project in March of 2016, the applicant applied for an Extension of Time (Planning Application No. 2016-0000030) to allow a six-year extension of the project. In May of 2016, the Planning Commission granted the requested extension, with a new expiration date of May 2, 2022 for the recordation of the Final Map and all construction completed by May 2, 2024. In September of 2021, the applicant submitted building permits to complete the site work to install utilities, stormwater infrastructure and paving to prepare the site for construction. Although the vast majority of the work was completed, the applicant allowed the permit to expire in September of 2023 and the entitlements expired in May of 2024, requiring the proposal to go back to Planning Commission for future entitlements.

Proposed Use and Setting

The project parcel is located within the Service Commercial (CS) zoning district, which is applied to areas appropriate for more intensive commercial activities than are allowed within other commercial zoning districts. The project proposes general manufacturing, wholesale distribution, multi-family residential, warehousing, food service and office uses, which are all allowed within the Service Commercial zoning district. Through the use of a Planned Development, the proposal would also include a table service restaurant, which is not permissible within this zoning district. The proposed uses would be located within 11 buildings, of which 6 are proposed to be constructed through phased development as part of this permit.

Development Code Consistency

Vehicle Parking

The project proposes to provide 292 parking spaces based on the buildout of infrastructure from the previous project. The current proposal would require the following parking requirements:

Type of Use	Parking Requirement (Space/ SF)	Floor Area Square Footage	Number of Parking Spaces
General Manufacturing	500	3,925	8
Wholesale Distribution	1,000	3,925	4
Multi-family Residential	1 per unit in mixed use development	14,676	22

Warehousing	2,000	11,775	6
Food Service	100	5,493	55
Office	250 for first 5,000 sq ft and then 300 thereafter	50,399	171
Retail	250	3,043	12
	Total	93,236	278

The discrepancy between the already constructed parking stalls and the required parking demand based on proposed uses is 14 stalls. The already constructed parking stalls do not take into account for the 11 required ADA parking stalls, which will require loading and unloading areas adjacent to each stall to allow for wheelchair access. This will require the removal of 11 standard parking stalls to make space for these areas, bringing the parking discrepancy to three extra spaces. Since the buildings do not have dedicated tenants yet, those additional spaces can be used for company vehicles or guests of the residential building.

Pursuant to Development Code Section 18.48.040, Table 3-8 (Parking Requirements By Land Use), the project also requires 16 fully-enclosed parking spaces, which would be provided within a garage, to serve the market-rate residential units. No enclosed parking spaces are required for the six low-income units pursuant to Development Code Section 18.48.040, Table 3-8 (Parking Requirements By Land Use). The applicant is not proposing any enclosed parking spaces as part of the Planned Development, which is discussed in further detail below.

Bicycle Parking

Bicycle parking is required to be provided at a rate of 15% of all required parking for the commercial aspects of the development. The project proposes 292 parking spaces, of which 270 are for commercial square footage. This would require 41 bicycle parking racks to be installed equally distributed to each commercial building. The residential building is required to provide one long-term fully enclosed bike parking space per unit and one short-term, or outdoor, bike parking space for every 10 units for guests. The long-term bike parking spaces are provided within a storage space adjacent and assigned to each unit. The applicant is requesting that the Planning Commission waive the two additional guest parking spaces required for the residential building as allowed by Development Code, Section 18.48.090.B (Number of Spaces Required) if it can be demonstrated that a lesser number of bicycle spaces can adequately serve the intended use. Staff does not agree that the removal of the two additional spaces would adequately serve the intended use, as no other short-term bicycle parking would be provided for the residents and guests of the residential building. The project is currently conditioned (Condition of Approval No. 23) to include the guest parking, bringing the total bike parking spaces to 43 for the development. If the Commission does not agree with staff's recommendation, this condition may be modified by the Commission to only include 41 spaces at their discretion. Because the Development Code provides for flexibility on this requirement, the applicant's request to deviate from the development standard does not need to be considered as part of the Planned Development.

Landscaping

The project proposes landscaping with an alternative proposal as allowed by Development Code Section 18.40.040.4 (Alternatives to landscape requirements). This allows the review authority to modify the

requirements of the landscaping section if they find that the project will achieve the same effect as the standard landscape requirements of the Development Code. The proposed landscaping for this development does not meet the requirements of the Development Code but rather is designed to be compliant with the California Fire Code, California Code of Regulations and the General Guidelines for Defensible Space as produced by the State Board of Forestry and Fire Protection while still adhering to the design elements required by the Development Code. The current requirements for landscaping included in the Town's Development Code are not compliant with State standards. In the future, the Development Code will be amended to be brought into alignment with the State's requirements for landscaping and defensible space. Staff supports the proposed alternative due to this discrepancy. Similar to the requested bike parking reduction, this deviation from the standard Development Code requirements does not need to be considered as part of the Planned Development.

The proposed landscaping includes many of the requirements of the Development Code, including interior landscaping within the parking areas, perimeter landscaping around the property, around each building and around each parking area. A four-foot-tall concrete wall has been constructed separating the parking lot at the rear of the property and the adjacent mobile home park as required by Development Code, Section 18.30.110 (Screening and Buffer). The main deviation from the Town's requirements will be the density of the proposed plantings and not installing landscaping within all disturbed areas. California Code of Regulations 1299 dictates minimum spacing between shrubs, trees and the placement of ground cover and these are not in alignment with current Town regulations.

The applicant has provided a water efficient landscaping worksheet, detailing the water use of the proposed plants, irrigation methods and irrigation efficiency to show that the proposal meets the minimum requirements for water conservation. The proposal falls well within the acceptable range of water use for the area to be landscaped, while also meeting required defensible space and nonflammable planting requirements from the State.

Workforce Housing

The proposed development is required to provide workforce housing as regulated by Development Code, Section 18.216 (Workforce Housing). Pursuant to that section, this project would be categorized as a "large project" due to being over 20,000 square feet and thus would be required to provide workforce housing for a minimum of 14% of the project's full-time equivalent employees. The number of expected employees generated by use can be found in Development Code, Section 18.216.040.C (Employee Generation) in which the most compatible use for this development would be "commercial including retail, service, office and restaurant", which requires one full time equivalent employee for every 500 square feet of gross floor area. Since this development is proposing 78,500 square feet, that would be divided by 500 to get 157 employees. Of the 157, 14% would require workforce housing, which would be 22 employees. To accomplish this, the residential building on site will include 22 workforce housing units, which will be deed restricted with the two following components pursuant to Development Code, Section 18.216.040.D.1 and .2:

Component 1: Employee preference. Employees of the nonresidential business for which the workforce housing units are required shall have first right-of-refusal with the following requirements:

- a. Prohibit short-term rentals (for both whole units and portions of the unit);
- b. Require the unit to be a primary residence;
- c. Require a six-month initial lease; and
- d. Require annual monitoring.

Component 2: If employees of the non-residential business for which the workforce housing units are required do not rent the workforce housing units, then 100% of the units shall be affordable to low income

households, or one-third of the units shall be affordable to very low income households, one-third shall be affordable to low income households, and one-third shall be affordable to moderate income households and shall have the following requirements:

- a. Prohibit short-term rentals (for both whole units and portions of the unit);
- b. Require the unit to be a primary residence;
- c. Require a six-month initial lease; and
- d. Require annual monitoring.

Of the 22 proposed units, six will be further deed restricted for affordability to qualify as low-income housing regardless if an employee of the development chooses to live there or not. This would qualify the project for a Planned Development as described below. The six affordable units shall either be 100% affordable to low income households, or one-third of the units shall be affordable to very-low income households, one-third to low income households and one-third to moderate income households.

Scenic Corridor

Development Code, Section 18.46.080 (Scenic Corridor Standards) implements development standards for major roadways identified by the General Plan where views should be preserved and the appearance of projects regulated within the viewshed of the roadway. Building 1 of the proposed project falls within the 300-foot scenic corridor setback on either side of the Interstate 80 right of way, sitting approximately 250 feet north of the interstate. As required by the Development Code, the design of this building has implemented several features to reduce visual impacts including placing the parking area behind the building and out of the setback, the scale and mass of the building have been reduced through a split level design, the building has been reduced to 35 feet instead of the allowed 50 feet within the CS zoning district and the building blends with the natural environment through the choice of earth toned colors. Despite these measures being implemented to reduce impacts to the scenic corridor, the building still does not meet the required 25-foot height limit within the setback. Development Code, Section 18.46.080.C allows for developments that are not fully visible from the scenic highway to request that the review authority reduce or waive some of the required standards. The applicant has asked for the height standard to allow for the proposed 35-foot height through a Planned Development, although staff believes that this could also be achieved through this section due to the project parcel being mostly screened from view by the CHP building located south and on the other side of Pioneer Trail from the project parcel. Additionally, native vegetation obscures the portion of the proposed building that might be visible from the interstate.

Design Guidelines

The Development Code provides design guidelines under Section 18.24.040 (General Design Guidelines) to enhance and build upon Truckee's "sense of place" and unique identity. To achieve consistency with these guidelines, the six proposed buildings will use similar flat-roofed industrial architecture which will complement other commercial and mixed-use buildings in the area. All six proposed buildings employ diversified articulation to make each building unique and discourage monotony within the development. As noted in Development Code, Section 18.24.040.C.2 desired architecture "is based on the fundamental building blocks of simplicity, utilitarianism and self expression." The style of architecture chosen for this site, not only blends with existing proximate architecture, but incorporates a block style that is characterized by simple box or rectangular shaped facades, with flat roofs and simple details.

The desired materials for buildings within Truckee includes authentic materials that hold up to the elements. The project applicant has proposed steel siding for the buildings which will be vertical smooth 6-inch metal panels as well as weathered vertical corrugated metal panels. This choice of materials are

both resilient, energy efficient and fire resistant. The siding will generally be applied in two colors of slate grey and weathered copper to help the building blend with the natural surroundings. The buildings will also utilize standing seam metal roofing in matte black, which will decrease the need for regular maintenance.

Other Development Standards

The proposed buildings would meet the development standards required for the Service Commercial (CS) zoning district, including height, floor area ratio, snow storage, setbacks, open space and site coverage as shown below:

Development Standard	Required	Proposed	Consistent
Setbacks	None, except as required through land use permit.	20-foot setback from Pioneer Trail for Lots 1,2,6,10 and 11	Yes
Floor Area Ratio	0.25 maximum	0.24	Yes
Residential Density	4.0 units/ acres for mixed-use	2.49 units per acre	Yes
Site Coverage	70% maximum	67.8%	Yes
Open Space	20%	20.01%	Yes
Height Limit	50 feet or 3.5 stories, whichever is less	All six buildings proposed under 35 feet in height	Yes

Despite the allowable 50-foot height limit within this zoning district, all of the buildings proposed under this permit would be under 35 feet or less in height. The project proposes to leave 20.1% of the parcel as open space, which meets the 20% requirement for this zoning district and proposes 67.8% site coverage, which is below the 70% that is allowed. As shown in the table located in the project description, the allocated square footage would be the potential square footage for each building to meet the floor area ratio for the property, but each building for this project is being proposed under the potential square footage.

Land Use Approvals

Development Permit

The applicant is requesting Development Permit approval for development of more than 7,500 square feet of floor area and cumulative disturbance of 26,000 square feet or more. In reviewing Development Permit applications, the focus is on site layout and site/building design to ensure the best utilization of a site as well as compatibility with surrounding properties. The required findings for this permit can be found in Resolution 2025-04 (Attachment 4).

Tentative Map

The proposal includes a Tentative Map to create 12 parcels, with 11 parcels being intended for new buildings and one common area parcel. As required by Development Code, Section 18.96.010.B (Soils Report), a preliminary soils report was prepared for this project site upon the submittal of the original

project in 2005, in which a registered engineer within the State of California found the site to have no evidence of critically expansive soils or other site issues which would be detrimental to future construction plans. Additionally, the Tentative Map was routed to the Truckee-Tahoe Airport District, Caltrans, Truckee Fire Protection District, public utilities, Truckee-Tahoe Unified School District and local agencies for review to determine any potential negative impacts on their respective agencies. This occurred on September 5, 2024, with the project receiving positive feedback. The subdivision as proposed is consistent with all applicable provisions of the Subdivision Map Act, the 2040 General Plan, the Particulate Matter Air Quality Management Plan and the Public Improvement and Engineering Standards, as further explained in the attached Initial Study (Attachment 3). The required findings for this permit can be found in Resolution 2025-04.

Planned Development

A Planned Development is included as a portion of this project to request some deviations from requirements of the Service Commercial zoning district and Development Code. Planned Developments can be used to adjust or modify development standards, as well as authorize a land use activity that is not otherwise allowed within the applicable zoning district as long as the modifications maintain the characteristics and purpose of the district. The applicant has requested modifications as part of a Planned Development by implementing a mandatory project feature, as allowed by Development Code, Section 18.78.030.4 (Applicability). The applicant has proposed to provide 25% of the project's housing demand as low-income deed restricted housing. This would result in six of the 22 proposed units being deed restricted for affordability in addition to being deed restricted for workforce housing as described above. In exchange, the applicant is requesting approval of more one-bedroom units within the workforce housing building, the allowance for a table service restaurant within building 11, construction of Building 1 within the 300-foot scenic corridor setback from the Interstate 80 right of way and waiving the requirement to provide fully-enclosed parking for their market rate residential units.

1. Bedroom Count for Workforce Units

Development Code, Section 18.216.030.B.3 states "all workforce housing shall have at least one bedroom, and 50% or more of the workforce housing units shall have two or more bedrooms." The applicant is requesting through the Planned Development that they be allowed to have four studio units, sixteen 1-bedroom units and two 2-bedroom units. They state that this more closely aligns with market demand as they have experienced through other residential holdings. This request is supported by staff.

2. Allowing Table Service Restaurant

Table service restaurants are prohibited within the Service Commercial zoning district, allowing only for fast food service. The second Planned Development request is to allow this use within Building 11. This generally aligns with the intent of the Service Commercial zoning district since it serves the general public and is not a large deviation of the allowed use of fast food. This request is supported by staff.

3. Construction Within the Scenic Corridor Setback

Construction of Building 1 within the 300-foot scenic corridor setback from Interstate 80 would normally be restricted to a maximum height of 25 feet. The building is being proposed at 35 feet, although the area is mostly obscured from view by adjacent buildings, topography and vegetation. This deviation is requested through the Planned Development, but could also be requested of the review authority as is discussed in more detail above. This request is supported by staff.

4. Removal of Requirement for Enclosed Parking

The final request is to remove the requirement to construct fully enclosed garages for the 16 market-rate workforce housing units as is required by Development Code Section 18.48.040, Table 3-8 (Parking Requirements By Land Use). Staff does not believe that this is permissible through the Planned Development, as the findings for approval could not be made with the addition of this request. Planned Developments require that the deviations from the requirements of the Development Code result in a project of superior quality which would otherwise not occur through strict application of the Code. The removal of the enclosed parking would result in a project of lower quality, depriving the tenants of covered parking for their vehicles during the winter months. As an alternative, staff is proposing the implementation of Condition of Approval No. 24, which would allow for the applicant to waive the requirement to construct fully enclosed garages for their market rate units, but would instead require a simpler alternative of covered parking to allow tenants to not have to clear their vehicles of snow during the winter months. If implemented, the proposed covered parking could be reviewed for consistency with Development Code standards at a staff level to avoid returning to the Planning Commission for approval.

The applicant has previously argued that fully enclosed parking spaces are not required for mixed-use developments based on Table 3-8 in Figure 8 below. They stated that the table allows for them to request to not construct enclosed parking spaces since the table states “Determined by Use Permit” under Vehicle Spaces Required. The “Determined by Use Permit” in this table is speaking to an allowable request to reduce or augment the number of vehicle spaces required for mixed-use projects, but does not allow for a deviation or reduction of other parking requirements. Development Code, Section 18.58.140 (Mixed-Use Development) does allow for mixed-use projects to reduce their parking demand to one parking space per unit, which is what is being referenced in the table below. It does not however, provide an express statement that enables an applicant to request a waiver from the requirement for fully enclosed parking. Staff believes that the Development Code is clear that while the parking requirements for the units have been reduced to one space per unit, that space is required to be located within a fully enclosed garage. As explained above, this request is not supported by staff, although it would be supported with the implementation of Condition of Approval No. 24 requiring covered parking.

Land Use Type: Residential Uses	Vehicle Spaces Required
Accessory dwelling units	1 space, in addition to that required for the single-family dwelling, unless exempt under Section 18.58.025.
Group quarters (Including boarding houses, rooming houses, dormitories, and organizational houses such as residential care homes)	1 space per each bed, plus 1 space per each 8 beds for guest parking, 1 space per each employee on largest shift.
Mobile homes (in M.H. parks)	2 spaces per each mobile home (tandem parking allowed in an attached carport), plus 1 guest parking space for each 4 units.
Multi-family dwelling, including condominiums, townhouses, townhomes and other attached dwellings.	Studio and 1 bedroom units - 1.5 spaces per each unit with 1 space per unit in a fully enclosed garage. Spaces not required to be in garage for affordable housing units.
	2 bedrooms or more - 2 spaces per each unit, with 1 space per unit in a fully enclosed garage. Spaces not required to be in garage for affordable housing units.
	Guest parking - 25% of total required spaces.
Mixed-use developments	Determined by Use Permit.
Senior citizen congregate care/Congregate care housing	0.5 space per each residential unit, plus 1 space per each 4 units for guests and employees.
Single-family dwelling	2 spaces.

Figure 8: Table 3-8 Parking Requirements By Land Use

Minor Use Permit

A Minor Use Permit is required for this project pursuant to Development Code, Section 18.30.056.A (Structures Within Easements), which necessitates approval of a Minor Use Permit for required improvements existing within an easement. This allows for certain required minor structures and improvements to exist within an easement, at the discretion of the review authority, with the approval of the easement holder. In this instance, the proposal includes landscaping, parking, trash enclosures and a masonry wall within a transmission easement owned by NV Energy. As part of the application, the applicant provided a Transmission Use Agreement between the lease holder, Sierra Pacific Power Company (NV Energy) and Hidden Lake Properties Inc. This document is an agreement between the easement holder and the landowner to not only allow the improvements within the easement, but also allow for their continued maintenance. The request for these improvements to be allowed within the easement is supported by staff, as it will result in a better project and utilization of the entire parcel without disrupting service or maintenance of the transmission equipment. The required findings for this permit can be found in Resolution 2025-04.

General Plan Consistency

The project site is located in the Commercial General Plan land use designation. The Commercial land use designation allows office, retail, lodging and commercial services. The proposed service commercial development is in alignment with the Commercial General Plan designation and the use is supported by several General Plan policies intended to provide commercial services within the Town including:

General Plan Section	Section Content	Consistency
Land Use – 1.3	Encourage infill development within existing developed areas, including commercial centers and corridors, to promote sustainability, environmental protection and equitable development patterns.	Yes, the project is located on a vacant parcel surrounded by improved parcels
Land Use – 1.6	Limit large continuous surface parking lots to mitigate visual, heat island and water quality impacts	Yes, the project has broken up the parking lots into small sections to reduce large areas of pavement.
Land Use – 2.A	Work with existing large employers to develop a strategy to increase workforce housing in Truckee for employees and their families. The strategy should emphasize co-benefits for both employers (e.g., potential new revenue, employee reliability) and employees (e.g., decreased commute lengths, cost savings, quality-of-life improvements)	Yes, the project is proposing 22 housing units to house employees of the project.
Community Character – 3.3	Require new neighborhood mixed-use centers to incorporate site planning and design that reflects walkability and opportunities for indoor and outdoor social interaction, including clustered buildings, parking dispersed in smaller lots, and pedestrian-scale design features.	Yes, the project includes pedestrian and bicycle infrastructure (already installed) that can be used to access adjacent neighborhoods as well as having housing on site.
Community Character – 3.15	Encourage utility companies to act on opportunities for undergrounding existing above ground utilities with trenching for other utility maintenance and installation and street improvements.	Yes, although no public utilities will be undergrounded, all utilities for the site have been installed below ground.

<p>Mobility Element – 2.13</p>	<p>Require new and intensifying nonresidential and multi-family residential projects to have adequate bike parking and storage.</p>	<p>Yes, the project includes long-term bicycle parking for the residential units and short-term for the commercial units.</p>
<p>Economic Development – 3.4</p>	<p>Prioritize and incentivize land uses consistent with more intensive economic activity and living wage employment, as opposed to services or low employment density uses, such as warehouse-only businesses, server data centers or similar uses.</p>	<p>Yes, the project will include intensive economic activity based on the proposed land uses.</p>
<p>Safety and Noise Element – 8.14</p>	<p>Require the following standard construction noise control measures to be included as requirements at construction sites in order to minimize construction noise impacts:</p> <ul style="list-style-type: none"> • Equip all internal combustion engine–driven equipment with intake and exhaust mufflers that are in good condition and appropriate for the equipment; locate stationary noise generating equipment as far as possible from noise-sensitive uses when noise-sensitive uses adjoin or are near a construction project area; • Use “quiet” air compressors and other stationary noise-generating equipment where appropriate technology exists; and • Require the project sponsor to designate a “disturbance coordinator” who would be responsible for responding to any local complaints about construction noise. The disturbance coordinator will determine the cause of the noise complaint (e.g., starting too early, bad muffler) and will require that reasonable measures warranted to correct the problem be implemented. The project sponsor shall also post a telephone number for excessive noise complaints in conspicuous locations in the vicinity of the project site and send a notice to neighbors in the project vicinity with information on the construction schedule and the telephone number for noise complaints. 	<p>Yes, the project will be conditioned to ensure consistency with the noise element within the 2040 General Plan.</p>

It is staff’s opinion that the construction of the proposed development is supported by the General Plan and Development Code since it provides for service based commercial activities that serve the community. The project includes housing, pedestrian and bicycle infrastructure and serves adjacent communities. The proposed structure will meet the minimum development standards required for the Commercial General Plan designation and is consistent with the policies and goals of the General Plan as described above.

Environmental Review:

Traffic

The traffic study for this project was prepared by LSC Transportation Consultants, Inc to determine impacts to local roadways and the environment. This project was required to be analyzed for additional vehicle miles that may be generated as a result of the project, or Vehicle Miles Traveled (VMT). The Town has created screening criteria, under which certain uses that are anticipated to not have a large impact on VMT may be removed from consideration based on certain criteria. A majority of the project was determined not to be screened out due to that criteria not being met. The portion of the project which did meet the screening out criteria and thus was not required to be analyzed for VMT, was the market rate workforce housing and affordable housing uses. Due to this portion of the project which includes residential uses and being located within ½ mile from the “Brockway Road, Donner Pass Road and Truckee Way Corridors”, and therefore being closer to major transit arterials, no VMT analysis was required. For the non-residential portions of the project, VMT analysis was required due to the proposed uses exceeding 15,000 square feet of commercial space, which will cause people to travel to reach the new development. VMT rates were generated for each land use and compared with the thresholds of significance determined by the Town called *Truckee Vehicle-Miles of Travel Standards* to determine if the overall project would have a negative impact on VMT within the Town. Although the project does not meet all individual thresholds of significance, when looked at cumulatively, the project as a whole is within the thresholds allowed for VMT generation. Additionally, the traffic study looked at Level of Service (LOS) impacts to intersections in the vicinity of the project site. LOS is a quantitative and qualitative measure of traffic conditions on isolated sections of roadways or intersections. The study determined that LOS at all local intersections would remain at acceptable levels with already planned infrastructure improvements, not requiring any additional mitigation from the developer. The study concluded that the project would generate approximately 911 new daily vehicle trips on adjacent roadways and 103 trips during peak hours. Once the project is constructed, it is anticipated that local intersections would operate an acceptable LOS with the implementation of already planned local roadway improvements. The traffic impact fees from this development will help the Town with the implementation of these future improvement. The LSC Traffic Study has been included as Attachment 5.

CEQA Analysis

Section 15168 of the California Environmental Quality Act and CEQA Guidelines allows for a project to be considered as part of a holistic evaluation of projects within the town as long as it is consistent with the Environmental Impact Report (EIR) prepared for the jurisdiction’s General Plan. The current proposal was evaluated in the context of the Town’s EIR for the 2040 General Plan and was found to be consistent, which allows for the project to be considered along with cumulative impacts from other projects, that might be evaluated when projects are looked at on a case-by-case basis. The checklist detailing the project’s consistency with the General Plan EIR is included as Attachment 3. Accordingly, staff recommends that the Planning Commission find the project to be consistent with the Town’s 2040 General Plan EIR pursuant to the California Environmental Quality Act (CEQA), Section 15168.

Public Communication:

Notice of the public hearing was published in the *Sierra Sun* on May 9, 2025, and mailed to all property owners within 500 feet of the project site on May 8, 2025. As of the date of publication of this staff report, no public comments have been received.

Staff Summary and Recommendation:

Recommended Conditions of Approval

In order to recommend approval of the project, staff is recommending the imposition of two conditions of approval, which will modify the proposed project to achieve consistency with the Development Code.

The first is Condition of Approval No. 23, which will require short-term (outdoor) bike parking at the residential building by not removing the requirement for guest parking. Without the implementation of this condition, staff does not believe that the proposed bike parking would adequately serve the intended use, since there would be no short-term parking for anyone arriving to the units by bicycle that would not have access to the private storage areas within the building.

The second is Condition of Approval No. 24, which would allow for a deviation from the normally required fully enclosed parking spaces for each market rate unit and would instead propose covered parking spaces through the Planned Development. Staff believes that the project cannot be approved without this condition because the finding requiring a superior project result from the Planned Development would not be able to be made. With the addition of this condition, the developer would gain flexibility in the design and implementation of the covered parking and the tenants would benefit from having a place to park out of the elements, while still having secured storage within the building.

Staff Summary

Staff supports the approval of the Development Permit, Tentative Map, Minor Use Permit and Planned Development (with the modifications explained above) to construct five service commercial buildings and one residential building as part of a phased development and subdivide the project parcel into twelve new parcels. As noted, staff recommends the incorporation of Condition of Approval No. 23 and Condition of Approval No. 24. The project would serve as an infill project on an existing vacant lot surrounded by improved parcels while also providing needed services, jobs and housing to the community. The project parcel is located in an area serviced by pedestrian and bicycle infrastructure, allowing it to be served by alternative transportation. The proposed buildings include high quality architecture and materials compatible with desired design outcomes and are located along an arterial road allowing it to serve the public. Staff recommends that the project be found consistent with the 2040 General Plan EIR as allowed pursuant to CEQA, Section 15168 and also recommends approval of the requested development with the implementation of requested conditions of approval on the basis that the findings can be made.

Alternative Actions:

Actions that the Planning Commission may take as an alternative to the recommended action include:

1. Continue the public hearing to a date and time certain.
 - a. The Planning Commission may request additional information from the applicant and/or staff (if new information is presented at the next meeting, the public portion of the hearing must be reopened on the new information submitted).
2. Environmental Review
 - a. Begin preparation of an initial study to determine the appropriate level of environmental review.
3. Land Use Permits
 - a. Add, delete, or modify conditions of approval.
 - b. Deny the project on the basis that all the required findings cannot be made.

Attachments:

1. Applicant Plan Set
2. Applicant Letter of Justification
3. Initial Study
4. Resolution 2025-04
5. Traffic Study