



To: Town of Truckee Planning Commission

From: Laura Dabe, Associate Planner
Chantal Birnberg, Associate Planner

RE: Discussion on Development Code Amendments for General Plan Implementation

Approved by: Denyelle Nishimori, Community Development Director

Recommended Action: That the Planning Commission review the draft Development Code amendments, which are proposed as part of the 2040 General Plan implementation, and provide direction to staff.

Project Summary: The Town of Truckee is proposing to amend the Development Code to ensure consistency with the 2040 General Plan. This is the first round of cleanups and amendments proposed as part of the General Plan implementation process. Staff is requesting initial feedback from the Commission on the proposed amendments and adoption of a formal resolution is not requested at this time. This feedback will be incorporated into the draft amendments, which will be brought to a future Commission meeting for review, at which time staff will request that the Commission forward a recommendation to the Town Council for consideration.

Discussion/Analysis:

Background

Innovate Gateway Strategy

The Innovate Gateway Strategy was adopted by the Truckee Town Council in October 2021 (see Attachment #2 for a link to the strategy). This strategy was created through a multi-year community process studying new housing options, economic growth strategies, sustainable mobility improvements and quality of life enhancements within the Gateway Area (Figure 1 – Gateway Study Area).



Innovate Gateway suggested policies for inclusion in the 2040 General Plan relating to development of the Gateway Area. One strategy suggested rezoning parcels currently zoned General Commercial (CG) to a new Mixed-Use (MU) zoning district to provide more opportunities and greater flexibility for creating affordable, workforce and senior housing projects that include a commercial component. This strategy was incorporated into the General Plan update as the new Corridor Mixed Use Land Designation as well as the Goals and Policies for the Gateway District (Goal LU-8).

2040 General Plan

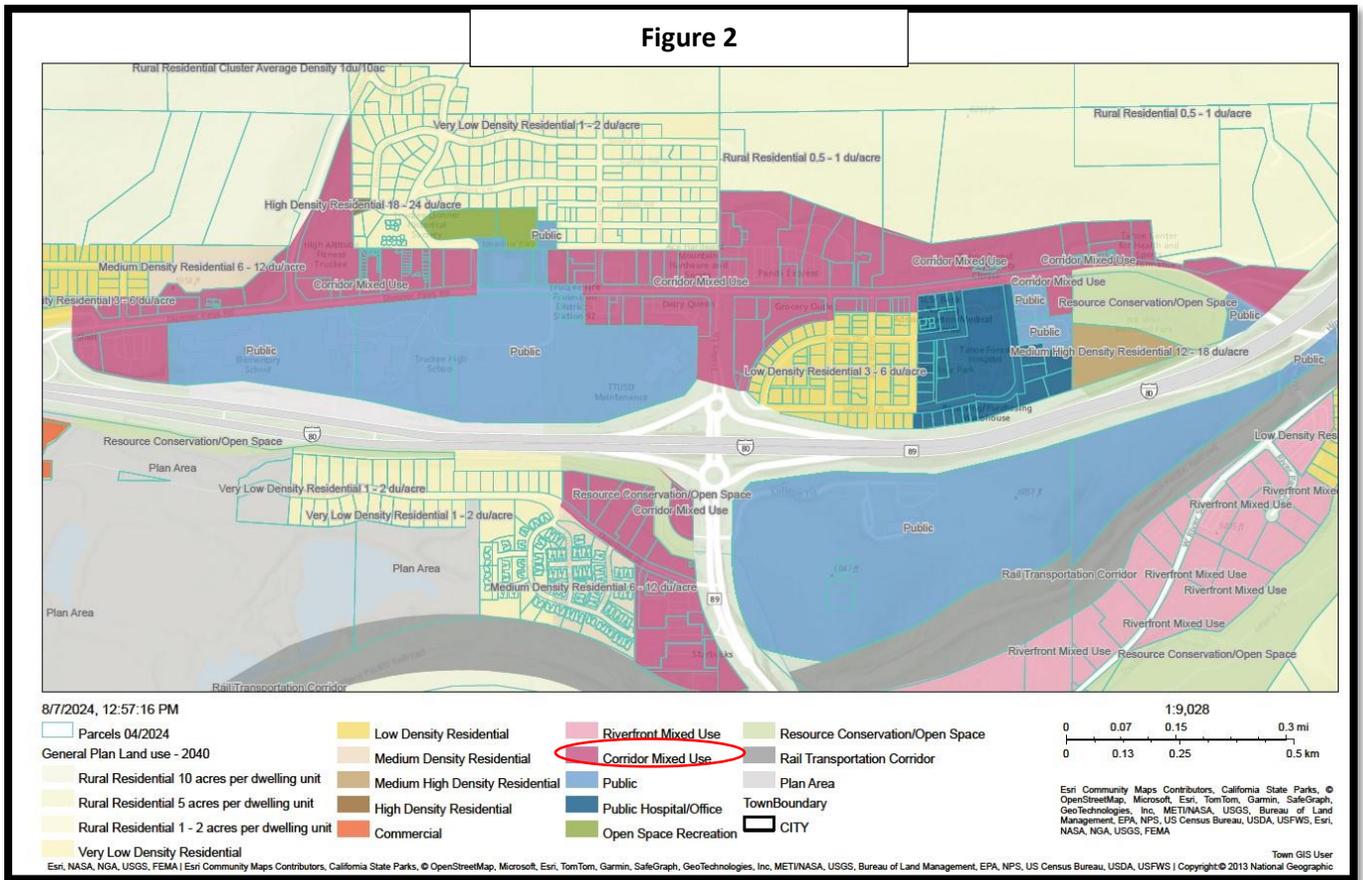
In May 2023, the Truckee Town Council adopted the 2040 General Plan (“General Plan”) to guide development and establish a policy basis for decision-making for Truckee over the next 20 years. (See Attachment #3 for a link to the plan.) The General Plan provides the legal foundation for the Town’s Development Code. Implementation of the General Plan includes actions to update the Development Code to reflect the policies contained in the General Plan.

The Land Use Element of the General Plan was shaped by several themes, including an emphasis on mixed-use development. Mixed-use land use designations were created to increase access to services and opportunities for Truckee’s residents and workforce. These designations aim to support the Town’s goal to decrease greenhouse gas emissions from vehicle commutes and to reduce land consumption and the need to expand infrastructure to outlying areas.

Corridor Mixed Use Land Use Designation

The Corridor Mixed Use land use designation allows a range of uses, including multi-family residential, retail, office, service commercial, and public uses. Buildings in this designation should be oriented toward the street, and parking should be provided in the rear or on the side to create a pedestrian-friendly environment. This designation allows horizontal and vertical mixed-use development. Stand-alone residential is not permitted.

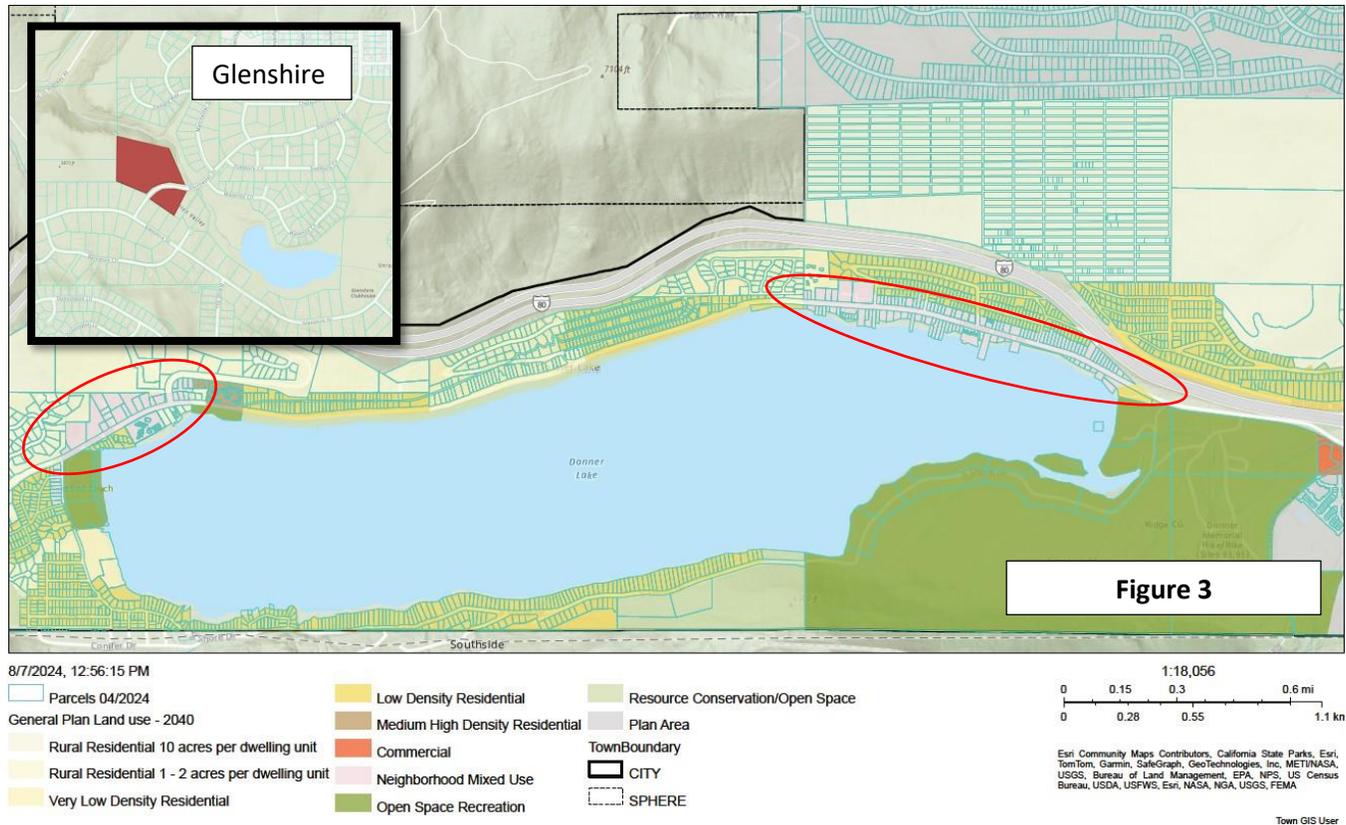
The General Plan applied the Corridor Mixed Use Land Use Designation to the General Commercial (CG) zoning district properties on Donner Pass Road in the Gateway Area, as well as Highway Commercial (CH) properties along Highway 89 (Figure 2).



Neighborhood Mixed Use Land Use Designation

The Neighborhood Mixed Use Land Use Designation allows neighborhood-serving commercial uses, such as restaurants, offices, and small-scale retail, as well as multi-family residential. This designation requires mixed-use development and allows horizontal mixed use and vertical mixed use. The designation supports the development of mixed-use centers in residential neighborhoods to increase local services and reduce vehicle trips.

The Neighborhood Mixed Use Land Use Designation was applied to the eastern and western portions of Donner Lake, as well as the Neighborhood Commercial (CN) zone district in Glenshire (Figure 3).



Summary of Proposed Amendments

Draft Planning Commission amendments have been prepared related to one discussion topic and 29 clean-up amendment topics, as summarized below and discussed further in the “Discussion Topics” and “Cleanup Amendment” sections of this staff report below. (See Attachment #1 for a copy of the draft Code amendments).

Discussion Topics:

1. Mixed Use Zoning Districts (Chapter 18.14)

Clean-Up Amendments:

1. Zoning Districts (Chapter 18.06, Table 2-1)
2. Purposes of Residential Zoning Districts (Section 18.08.020)
3. Allowed Uses and Permit Requirements for Residential Zoning Districts (Section 18.08.030, Table 2-2)
4. Minimum and Maximum Density (Section 18.08.050)
5. Purposes of Commercial and Manufacturing Zoning Districts (Section 18.12.020)
6. Allowed Uses and Permit Requirements for Commercial and Manufacturing Zoning Districts (Section 18.12.030, Table 2-7)
7. Allowed Uses and Permit Requirements for Downtown Commercial and Manufacturing Zoning Districts (Section 18.12.030, Table 2-8)
8. Commercial and Manufacturing District General Development Standards (Section 18.12.040, Table 2-9)
9. Floor Area Ratio Criteria (Section 18.12.050)
10. Mixed Use Component (Section 18.12.060)

11. Downtown Commercial District Development Standards (Section 18.12.070)
12. Purposes of Special Purpose Zoning Districts (Section 18.16.020)
13. Special Purpose District Land Uses and Permit Requirements (Section 18.16.030)
14. Allowed Uses and Permit Requirements for Special Purpose Districts (Section 18.16.030, Table 2-10; renumbered to Table 2-12)
15. Special Purpose District General Development Standards (Section 18.16.040, Table 2-11; renumbered to Table 2-13)
16. DMP (Downtown Master Plan) District Development Standards (Section 18.16.080)
17. Historic Preservation (-HP) Overlay District (Section 18.20.40)
18. Design Guidelines for Specific Land Uses (Section 18.24.110)
19. Residential Mixed-Use Development (Section 18.25.120)
20. Multi Family Residential Projects within Downtown Visitor Lodging (DVL) Zoning District (Section 18.25.130)
21. Screening and Buffer (Section 18.30.110)
22. Open Space Standards (Section 18.46.050)
23. Signs (Chapter 18.54)
24. Bed and Breakfast Inns (Section 18.58.070)
25. Drive In and Drive Through Facilities (Section 18.58.110)
26. Mixed-Use Development (Section 18.58.140)
27. Wireless Communications Facilities (18.58.270.C)
28. Definitions/Glossary (Chapter 18.220)
29. Throughout Code: Update all "Downtown Specific Plan" references to "Downtown Truckee Plan."

Discussion Topics

Staff proposes the following discussion topics:

1. Mixed Use Zoning Districts (Chapter 18.14)

Staff proposes to add a new chapter to the Development Code and create zoning to implement the new General Plan mixed use land use designations: Corridor Mixed Use (CMU) and Neighborhood Mixed Use (NMU). These new zoning districts take advantage of the additional flexibility allowed by the new land use designations and implement mixed use policies found in the General Plan.

Existing Development

Staff proposes language to address the gradual move towards conformance with new zoning district standards for existing developed properties in Section 18.14.050. The implementation of the General Plan results in many existing developed properties becoming legal, non-conforming uses. Without the proposed language, an existing business could be required to bring the property into full conformance with the new standards when applying for new land use or building permits, per Chapter 18.130 (Nonconforming Uses, Structures and Parcels). For example, an existing retail store proposing an expansion would be required to add additional use(s) to meet the mixed-use requirement. Also, if the existing business had an existing residential component, the applicant would then be required to meet the new increased residential densities found in CMU and NMU.

The intent of the proposed language is to ensure that over time, properties move towards conformance with the underlying land use designation and zoning district, without posing an unnecessary burden on existing business owners.

Corridor Mixed-Use Zoning District (CMU)

This zone district follows the boundaries of the Corridor Mixed Use General Plan Land Use Designation. The properties included in the CMU zoning district were formerly zoned either CG or CH. Staff reviewed the allowed uses in the former zoning districts and considered keeping uses in CMU similar to that which was previously allowed, while also maintaining consistency with the General Plan (Figure 4). Staff also considered whether the allowed uses were compatible with residential uses outright or whether certain uses should have an additional level of review to address potential compatibility issues.

**Figure 4:
General Plan
Land Use
Designation -
CMU**

Corridor Mixed Use

The Corridor Mixed Use land use designation allows a range of uses, including multi-family residential, retail, office, service commercial, and public uses. Buildings should be oriented toward the street, and parking should be provided in the rear or on the side to create a pedestrian-friendly environment. This designation allows horizontal and vertical mixed-use development. Stand-alone residential is not permitted.

Density and Intensity Standards¹

- ▶ 12–24 dwelling units per acre, except for the area on the north side of Donner Pass Road between Frates and the I-80 offramp by the McIver roundabout where 6–18 dwelling units per acre are permitted with the option to go up to 24 dwelling units per acre with the Town’s density bonus program.
- ▶ Maximum FAR 1.25 (1.0 FAR Base + 0.25 FAR Incentive)*

Neighborhood Mixed Use Zoning District (NMU)

This zone district aligns with the boundaries of the Neighborhood Mixed Use General Plan Land Use Designation (Figure 3). As the NMU zoning district directly abuts residential uses, staff considered the potential impact of permitted uses and the scale of development to these existing residential neighborhoods. The Neighborhood Mixed Use General Plan Land Use Designation specifically allows “neighborhood-serving” uses.

Neighborhood Mixed Use

The Neighborhood Mixed Use land use designation allows neighborhood-serving commercial uses, such as restaurants, offices, and small retail, as well as multi-family residential. This designation requires mixed-use development and allows horizontal mixed use and vertical mixed use. The designation supports the development of mixed-use centers in residential neighborhoods to increase local services and reduce vehicle trips.

Density and Intensity Standards¹

- ▶ 6–8 dwelling units per acre
- ▶ Maximum FAR 0.8 (0.6 FAR Base + 0.2 FAR Incentive)*

**Figure 5: General Plan Land
Use Designation - NMU**

Downtown Mixed-Use Zoning District (DMU)

Previously, standards for the Downtown Mixed Use (DMU) zoning district were included in Section 18.12 (Commercial and Manufacturing Zoning Districts). The DMU zoning district has been incorporated into Chapter 18.14 so that all the Town's mixed-use zoning districts are grouped together. No substantial changes to the DMU zoning district standards (including the allowed uses and permit requirements and general development standards) are proposed; this section was moved to the new chapter and the only proposed changes are clean-up items required to ensure General Plan consistency, as discussed in the clean-up amendment discussion below.

Proposed amendments are shown in Attachment #1.

Clean-up Amendments

Staff proposes the following clean-up amendments to ensure General Plan consistency:

1. Zoning Districts (Chapter 18.06, Table 2-1)
 - Update table to reflect current General Plan land use designations and update references to Downtown Truckee Plan.
 - Add Mixed Use Zoning District section to table.
2. Purposes of Residential Zoning Districts (Section 18.08.020)
 - Update zoning district descriptions and density ranges to match General Plan land use designations.
 - Add clarifying language that “X” suffix prohibits further subdivision unless the subdivision is allowed pursuant to State law.
3. Allowed Uses and Permit Requirements for Residential Zoning Districts (Section 18.08.030, Table 2-2)
 - Delete “Golf course and country clubs” from use table since new golf courses are prohibited under the General Plan and country clubs are defined as an accessory use to a golf course.
4. Minimum and Maximum Density (Section 18.08.050)
 - Update density ranges to match General Plan land use designations.
 - Add clarifying language that “X” suffix prohibits further subdivision unless the subdivision is allowed pursuant to State law.
 - Remove language about allowing further subdivision that exceeds the maximum density established by the Zoning Map because the current density ranges were established through the 2040 General Plan and exceeding those ranges conflicts with the maximum development allowed under the General Plan.
 - Clarify that minimum density must be met unless an exception is granted by the review authority due to a site constraint or life-safety issue.
 - Update density incentives language to keep reference to Chapter 18.212 (Density Bonuses, Concessions and Incentives) and remove the reference to Section 18.214.060, which simply refers back to Chapter 18.212. The provisions of Chapter 18.212 are the only option for exceeding the maximum density established by the General Plan density ranges.
5. Purposes of Commercial and Manufacturing Zoning Districts (Section 18.12.020)
 - Update zoning district descriptions and density ranges to match General Plan land use designations.
 - Remove Downtown Visitor Lodging (DVL) zoning district since the designation of those properties was changed in the Downtown Truckee Plan.
6. Allowed Uses and Permit Requirements for Commercial and Manufacturing Zoning Districts (Section 18.12.030, Table 2-7)

- Update residential uses in commercial and manufacturing zones for consistency with General Plan land use designations (remove housing types not allowed, add workforce housing, move “Work/live units” to commercial section of the use table, delete footnote related to small lot subdivisions).
 - Update retail uses to remove drive-through restaurants as an allowed use.
 - Add work/live units to service uses (relocated from the residential use section of the table).
7. Allowed Uses and Permit Requirements for Downtown Commercial and Manufacturing Zoning Districts (Section 18.12.030, Table 2-8)
 - Relocate DMU uses to Chapter 18.14 (Mixed Use Zoning Districts) along with footnote about uses on Commercial Row.
 - Delete DVL uses from table.
 8. Commercial and Manufacturing District General Development Standards (Section 18.12.040, Table 2-9)
 - Update FAR for consistency with General Plan land use designations.
 - Delete reference to Mixed Use Component Section.
 - Relocate DMU standards to mixed use chapter and delete DVL zoning district from table.
 - Update notes to remove references to DVL.
 9. Floor Area Ratio Criteria (Section 18.12.050)
 - Delete section since no longer applicable with development of Town density bonus program to provide incentives.
 10. Mixed Use Component (Section 18.12.060)
 - Delete section since no longer applicable with addition of mixed-use zoning district standards and limitation on single retail sizes in General Plan.
 11. Downtown Commercial District Development Standards (Section 18.12.070)
 - Delete in-lieu bicycle parking fee since projects are required to comply with Section 18.48.090 (Bicycle Parking and Support Facilities), which includes a provision for the review authority to reduce the amount of required bike parking when appropriate.
 - Delete in-lieu frontage improvement fee section since frontage improvements are under the purview of the Town Engineer, not the Community Development Director.
 - Update section on Commercial Row land use limitations for consistency with the language in the General Plan.
 12. Purposes of Special Purpose Zoning Districts (Section 18.16.020)
 - Update Downtown Railroad (DRR) zoning district for consistency with the Rail Transportation Corridor (RTC) land use designation in the General Plan.
 13. Special Purpose District Land Uses and Permit Requirements (Section 18.16.030)
 - Update references to Master Plans and Specific Plans to identify the plans that have been adopted.
 - Remove density guidelines for the Bright property since this is no longer relevant.
 14. Allowed Uses and Permit Requirements for Special Purpose Districts (Section 18.16.030, Table 2-10; renumbered to Table 2-12)
 - Add “Student and employee housing” as an allowed use in the PF (Public Facilities) zoning district in compliance with the Public land use designation.
 - Add “Workforce housing required pursuant to Chapter 18.216” as an allowed use
 - Update Downtown Railroad (DRR) zoning district to Rail Transportation Corridor (RTC).
 15. Special Purpose District General Development Standards (Section 18.16.040, Table 2-11; renumbered to Table 2-13)
 - Add residential density for PF (Public Facilities) zoning district in compliance with the Public and Public Hospital/Office land use designations.
 - Add FAR criteria for REC and PF zoning districts for consistency with the Open Space Recreation and Public Facilities land use designations.

16. DMP (Downtown Master Plan) District Development Standards (Section 18.16.080)
 - Update section to identify that the Hilltop Master Plan and Railyard Master Plan have been adopted.
17. Historic Preservation (-HP) Overlay District (Section 18.20.040)
 - Remove language about unlimited density due to conflicts with General Plan density ranges and development potential
18. Design Guidelines for Specific Land Uses (Section 18.24.110)
 - Remove standards for drive-through businesses, which are not allowed under the 2040 General Plan.
19. Residential Mixed-Use Development (Section 18.25.120)
 - Update language to identify that residential mixed-use projects are allowed in the CN and DMU zoning districts.
 - Update minimum and maximum density requirements to reflect new density ranges established under the General Plan.
20. Multi Family Residential Projects within Downtown Visitor Lodging (DVL) Zoning District (Section 18.25.130)
 - Deleted section because the designation of the DVL properties was changed in the Downtown Truckee Plan.
21. Screening and Buffer (Section 18.30.110)
 - Update to include mixed-use developments and add the CMU zoning district to Subsection A.
 - Update to include neighborhood mixed-use developments and the NMU zoning district to Subsection B.
22. Open Space Standards (Section 18.46.050)
 - Add mixed use zoning districts.
23. Signs (Chapter 18.54)
 - Update zoning districts to include CMU and NMU, remove DVL, and update DRR to RTC in Applicability section.
24. Bed and Breakfast Inns (Section 18.58.070)
 - Add NMU to allowed zoning districts.
25. Drive In and Drive Through Facilities (Section 18.58.110)
 - Delete section since drive-through businesses are prohibited under the 2040 General Plan.
26. Mixed-Use Development (Section 18.58.140)
 - Update applicability section with applicable zoning districts (CN, CMU, NMU, DMU, M and DM).
 - Update purpose section to address current allowances for mixed-use developments.
 - Revise Subsections D and Subsection E to address current standards for residential density, floor area, mixed-use components, design and phasing, add reference to Chapter 18.216 (Workforce Housing), and remove incentives that will be address through the Town density bonus program.
27. Wireless Communications Facilities (18.58.270.C)
 - Add NMU zoning districts to prohibited areas in Subsection 1.j.2.
28. Definitions/Glossary (Chapter 18.220)
 - Update “Floor Area Ratio” definition for consistency with the “Development Density and Intensity” standards in Chapter 2 of the General Plan.
 - Add definition for “Student and employee housing” for consistency with the Public land use designation, which states that student and employee housing is allowed in conjunction with educational facilities or on Town-owned or federally owned land in conjunction with the Public Service Center.

29. Throughout Code: Update all “Downtown Specific Plan” references to “Downtown Truckee Plan.”

Next Steps

Following this Planning Commission discussion, the Commission’s feedback to staff will be incorporated into the proposed Development Code amendments. The amendments will be reviewed by the Commission at a future hearing, at which time the Commission will provide a recommendation to the Town Council for consideration.

Public Communication: In addition to the standard noticing of the agenda, a display ad was published in the *Sierra Sun* on August 9, 2024.

Attachments:

1. Draft Development Code Amendments
2. Link to Innovate Gateway Strategy: <https://www.townoftruckee.gov/310/Innovate-Gateway-Strategy>
3. Link to 2040 General Plan: <https://www.townoftruckee.gov/307/2040-General-Plan>