

4.8 LAND USE

This section presents information on the existing land use in the Town of Truckee and its proposed Sphere of Influence, and describes the effects the proposed General Plan would have on these land issues.

A. Existing Setting

This section describes the existing regulatory setting, and existing patterns of land use in the Truckee area.

1. Regulatory Setting

Land use regulations set forth by the Town of Truckee, Nevada County, and Placer County are applicable to the area within the Town limits, and within the General Plan planning area.

a. Nevada County Regulations

Unincorporated land located outside the Town of Truckee limits, but within the proposed Sphere of Influence is under the jurisdiction of Nevada County. Any future development taking place within this area, prior to it being annexed by the Town of Truckee, would be subject to the provisions set forth in the Nevada County General Plan, zoning ordinance and applicable provisions of the Nevada County Land Use and Development Code. The Planning Area also encompasses a wider area of unincorporated Nevada County, beyond the proposed sphere, but the 2025 General Plan would not influence land use or have any effect on development in this area.

i. Nevada County General Plan

The Nevada County General Plan identifies the types and intensities of uses that are permissible in relation to different land use designations. Any future development in the Planning Area that occurs on unincorporated Nevada County land would be subject to the provisions of the Nevada County General Plan and relevant ordinances. As part of the development review process, consideration of the County's land use designations, as discussed below, would be required.

ii. Placer County General Plan

The Town of Truckee's southern boundary is located on the Nevada County-Placer County line. Although the 2025 General Plan would not regulate or apply any land uses or development in Placer County, Placer County's land use designations are pertinent to the overall land use discussion due to their proximity to land use designations made under Truckee's 2025 General Plan.

The majority of the land in Placer County immediately south of Truckee is defined by the Martis Valley Community Plan area. The remainder of the land in Placer County adjacent to Truckee is designated Agriculture/ Timberland where the minimum lot size requirement is either 20 or 40 acres.¹

iii. Conservation Plans

There are no Town-established or State-established habitat or species conservation plans that are applicable to the Town of Truckee.²

b. Town of Truckee Regulations

i. Town of Truckee General Plan

All development within the Town limits must conform to the land use designations outlined in the Truckee General Plan. Goals, policies, actions, and implementation measures contained in the Land Use Element of the General Plan provide additional direction on how the various land use designations should be developed in order to contribute to the overall character of Truckee. Per State law, the Town's General Plan is the primary planning

¹ Placer County General Plan Land Use Diagram, <http://www.placer.ca.gov/planning/gen-plan/part-1-land-use-circulation.pdf>, accessed on April 13, 2006.

² Truckee Planning Department, Denyelle Nishimori, Associate Planner, Personal Communication, March 23, 2006 and Kent Smith, Acting Assistant Regional Manager for California Department of Fish and Game for Sacramento Valley and Central Sierra Region. Personal Communication with Ted Heyd, April 4, 2006

document and all other Town plans and policies must be consistent with the General Plan.

ii. Proposed Sphere of Influence

Truckee's proposed Sphere of Influence reflects the area outside of the Town limits which the Town expects to annex in future years. Truckee's proposed Sphere of Influence includes approximately 700 acres to the west and 1,700 acres to the east of the Town limits, and a small area north of the Town limits along Prosser Creek. Truckee plans to submit its proposed sphere to the Nevada County Local Agency Formation Commission (LAFCo) for adoption as its official Sphere of Influence. The existing sphere of influence is coterminous with the Town limits.

iii. Town of Truckee Development Code

In addition to the Truckee General Plan, the Town of Truckee Development Code (Truckee Municipal Code, Title 18) is the main regulatory document that affects land use planning in Truckee. The Development Code is, in fact, the primary regulatory mechanism used by the Town to carry out the goals, objectives, and policies of the General Plan. The Town Council's intention is that the Development Code be consistent with the Truckee General Plan, and that any land use, subdivision, or development approved in compliance with this Development Code will also be consistent with the Truckee General Plan.³

The Development Code, which was adopted on November 6, 2000 and amended in September 2001, and August 2003, contains regulations concerning the Town's zoning, land use and subdivisions. These regulations include most of the Town's requirements for the development and use of private and public land, buildings, and structures within the Town. The Development Code is divided among several sections, which are referred to as Articles. Article II includes chapters on the different zoning districts that are applied to public and private property within the Town, the different types of land uses

³ Town of Truckee Development Code, Section 18.01.030, <http://www.townoftruckee.com/DCCh001.html>, accessed March 31, 2006.

that are permissible in each of the zoning districts, and the types of permits that must be acquired for different types of development. Other Articles of the Development Code address design standards, permitting and review procedures, and specifications related to subdivisions.⁴ Accordingly, physical development and land use changes taking place under the 2025 General Plan would be subject to the provisions of the Development Code.

iv. Truckee-Tahoe Airport Land Use Plan

The Truckee-Tahoe Airport, which is owned and operated by the Truckee-Tahoe Airport District, is located outside of Truckee Town limits, straddling the boundary between Nevada and Placer Counties. As with all airports built in proximity to urbanized areas, maintaining land uses compatible with safe airport operations is an important consideration.

The Foothill Airport Land Use Commission adopted an updated Comprehensive Land Use Plan (CLUP), known as the Airport Land Use Compatibility Plan, in December, 2004. The CLUP describes a series of land use safety and compatibility zones and associated guidelines for development around the Truckee-Tahoe Airport that are intended to safeguard against development that is incompatible with airport operations. Public Utilities Code Section 21676 requires Truckee's General Plan to be in conformance with the land use plan and policies of an adopted CLUP, unless the Town Council makes specific findings to overrule the CLUP or portions of it.⁵

2. Existing Land Use

This section describes the existing patterns of land use in the town and the adjacent area.

a. Town of Truckee

Existing land use patterns in Truckee are reflective of the historic development patterns of the community, the legacy of land use planning that oc-

⁴ Town of Truckee Development Code, September 2001.

⁵ Truckee-Tahoe Airport Land Use Compatibility Plan, Mead and Hunt, 2004.

curred under Nevada County's jurisdiction, prior to Truckee's incorporation, and the more recent policies established through the Town's own land use policy framework. Table 4.8-1 details how much land within the Town limits is taken up by each major type of land use.⁶ Figure 4.8-1 shows existing land uses within the Town limits.

As shown in Table 4.8-1, about thirty percent of the land within the Town limits is vacant or undeveloped, and another 25 percent is in open space, including parks and recreation areas, Donner Lake, golf courses, permanent open space easements, and forestry lands. Remaining land within the town limits is developed with residential, commercial, industrial and institutional development, as described below.⁷

- ◆ *Residential.* Residential uses comprise about 25 percent of land within the Town limits, and accommodate about 10,800 housing units. Of this, the vast majority is single-family housing. Housing areas are spread throughout the Town, in Downtown Truckee, and the Donner Lake and Gateway areas, and in a series of residential subdivisions that include Tahoe Donner, Glenshire, Devonshire, the Prosser Lake neighborhoods, Olympic Heights, and Sierra Meadows. Multi-family housing comprises about three percent of residential land use in terms of area, but represents about 13 percent of the total housing stock in Truckee. Multi-family residential development is concentrated in locations closer to the Town center, primarily in southeast Truckee neighborhoods along the Brockway Road corridor, and in Gateway. Several , primarily condominium projects, are located in the Donner Lake area and along Northwoods Boulevard in Tahoe Donner.

⁶ It should be noted that parcels categorized in the residential, commercial, industrial and public categories count acreage of the entire parcel as being in that use, even if only a small proportion of that parcel is built upon or developed.

⁷ These figures somewhat overestimate the amount of land that is developed in Truckee, since it counts developed land on a parcel basis. Thus, a large parcel containing a single residence would be considered “developed” although in reality only a fraction of the parcel area is improved.

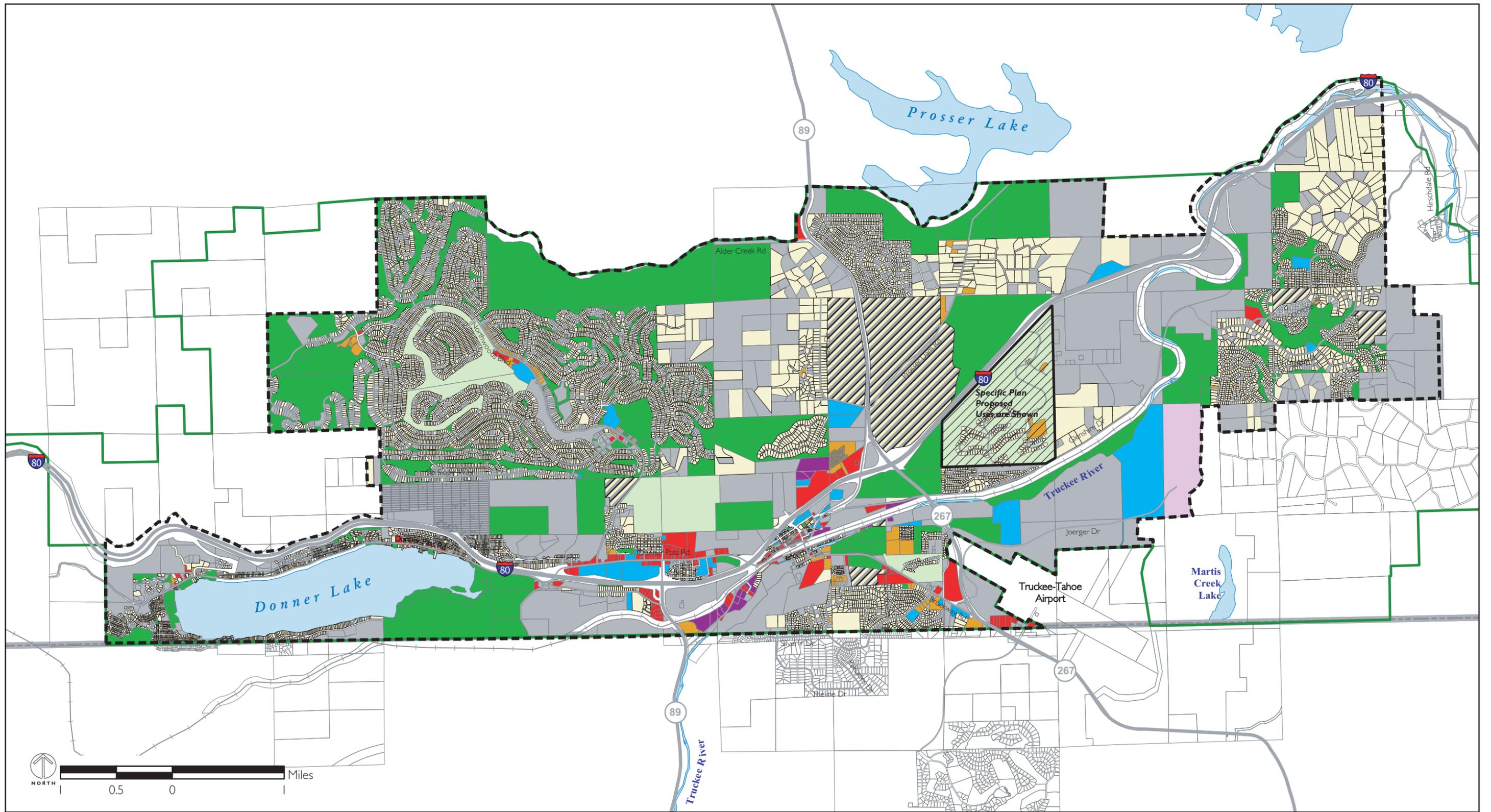
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TABLE 4.8-1 **EXISTING LAND USE**

Land Use	Acres	Percentage of Total
Permanent/Protected Open Space	4,040	18.8%
Donner Lake	830	3.9%
Golf Course	990	4.6%
Vacant/Undeveloped	6,090	28.4%
Mining	200	0.9%
Single-Family Residential ^(a)	4,840	22.5%
Multi-Family Residential/ Mobile Home Park	198	0.9%
Gray's Crossing Specific Plan	775	3.6%
Commercial/Office	315	1.5%
Public/Institutional	485	2.3%
Industrial	80	0.4%
Roads/Railway Right of Way/Other	2,630	12.2%
Total	21,473	100%

Source: TDPUD, 2003; Town of Truckee, 2006

(a) Includes Pineforest, Old Greenwood subdivisions, and subdivisions approved since 2003 but not reflected in the Town's GIS database, in addition to existing Single Family Residential Development



Source: TDPUD, 2004; Town of Truckee, 2006

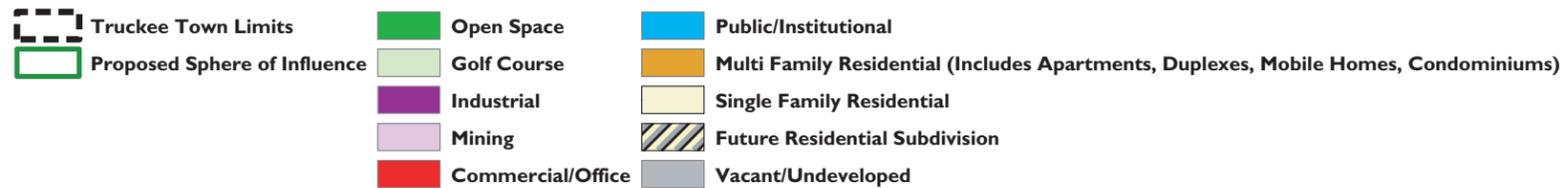


FIGURE 4.8-1

2006 EXISTING LAND USE

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Back of Figure 4.8-1

There are four mobile home parks in Truckee, one along Brockway Road, one at the west end of West River Street, one northeast of the I-80/SR 89 North intersection, and one in the Gateway area.

- ◆ *Commercial.* Commercial uses, including both retail and office development comprise approximately four percent of all developed land in Truckee. The majority of commercial uses in Truckee are concentrated in the Downtown area, and in the Gateway commercial district. Smaller retail commercial centers are located elsewhere in the town, including the Crossroads Plaza south of the I-80/SR 89 South intersection, and neighborhood centers along Donner Pass Road in Donner Lake, on Glenshire Drive on the west side of the Glenshire neighborhood, and along Northwoods Boulevard in Tahoe Donner. Brockway Road has an assortment of commercial uses, including both retail and office use, along its length. Larger commercial developments in this area include the Martis Village commercial center at the intersection of Palisades Drive and a cluster of office development located near the airport, just north of the Placer County line. The Pioneer Commerce Center, located at the east end of Pioneer trail, houses a number of professional offices and service commercial uses.
- ◆ *Industrial.* Industrial uses comprise a very small percentage of total land use (approximately 80 acres) in Truckee. The largest industrial areas in Truckee are located around the airport, and in the newer Pioneer Commerce Center area north of I-80. Older industrial uses are located in central Truckee adjacent to the Union Pacific Railroad (UPRR) and along West River Street.
- ◆ *Public/Institutional.* Existing (non-open space) public/ institutional land uses in Truckee include schools, government and utility offices and facilities, the Tahoe Forest Hospital, and a number of churches and religious institutions. A number of these uses are concentrated along the west end of Donner Pass Road in the Gateway area. Truckee's Town Hall and Police Department are accommodated within the office/light industrial area near the airport, while other community-serving facilities are located with neighborhood areas.

- ◆ *Other Land Uses.* Major land uses not included among those described above include land dedicated to infrastructure such as roads and the UPRR, which accounts for approximately 13 percent of all land within the Town Limit, and the mining operations in the southeast part of Truckee, which cover about 200 acres.

b. Proposed Sphere of Influence

The Nevada County General Plan land use designations for land outside the Town of Truckee limits, but overlapping with the Town's proposed sphere include the following:

- ◆ Rural (RUR)
- ◆ Residential (RES)
- ◆ Planned Development (PD)
- ◆ Forest (FOR)
- ◆ Recreational (REC)⁸

The land in Truckee's sphere, which is mostly undeveloped, contains large blocks of forest land and some large residential lots. There is a small node of more dense development surrounding the village of Hirschdale to the east.

B. Standards of Significance

The Truckee General Plan Update would create a significant land use impact if it would:

- ◆ Create or exacerbate a conflict between land uses.
- ◆ Physically divide an established community.

⁸ Nevada County General Plan Land Use Map, <http://docs.co.nevada.ca.us/dsweb/Get/Document-40308/>, accessed March 12, 2006.

- ◆ Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- ◆ Conflict with any applicable habitat conservation plan or natural community conservation plan.

C. Impact Discussion

1. Proposed Land Use Designation Changes

The 2025 General Plan proposes a series of land use designations for land within the Town limits and the proposed Sphere of Influence. The 2025 General Plan Land Use Map, shown in Figure 3-5 in the Project Description, illustrates the various categories of land uses as they would be applied throughout the Town of Truckee. These land use designations identify the Town's desired outcome for the type and intensity of use for each area mapped.

The Town of Truckee has identified three Planned Residential (PRD) Development areas in the proposed Sphere of Influence that would result in future development. The PRD designation is intended to recognize the development intensities established by the Nevada County General Plan. The intent of this land use designation is to allow clustered residential development with supporting commercial uses while preserving land in undeveloped open space. Other land use designations in the proposed Sphere Of Influence include Resource Conservation/Open Space (RC/OS), Residential Cluster 10 (RC-10), and Residential (RES). The land use designations in the proposed Sphere of Influence are shown in Figure 3-6 in the Project Description.

The amounts of land in each proposed land use designation are summarized in Table 3-2 in the Project Description.

2. Land Use Compatibility

The land use designations in the 2025 General Plan include several instances in which traditionally incompatible land use types are positioned immediately adjacent to each other. For example, there are residential and Planned Community designations (PC-3) immediately to the southwest and northeast of the Truckee-Tahoe Airport boundary. In another case, residential uses are designated next to industrial uses near the intersection of I-80 and SR 89. At certain locations in the Downtown there is mixed-use (residential/commercial) development in relatively close proximity to industrial uses. The 2025 General Plan would also permit the location of sensitive land uses in proximity to I-80 and the railroad, both of which have been identified as major sources of community noise in the town, and in the case of the railroad, of ground-borne vibration. Typically, industrial uses and airports are not compatible with residential, educational, or other sensitive receptors due to factors such as potentially harmful air emissions, noise levels, and safety concerns.

Although the location of incompatible uses adjacent to one another increases the potential for impacts, the Truckee General Plan includes several goals, policies, and actions among its various elements that would mitigate such impacts.

Goal LU-7 in the Land Use Element is to encourage clustered development to create efficient development patterns, and to minimize environmental impacts and threats to public safety.

Action A5.1 in the Land Use Element is to review projects for compliance with Development Code standards and guidelines to ensure that new development minimizes incompatibility between adjacent land uses, through elements such as buffer yards and setbacks. Policies in the Noise Element also serve to minimize potential conflicts related to the incompatible uses. For example, Policy P1.2 requires new development to mitigate exterior noise to "normally acceptable" levels in outdoor areas, such as in backyards of single-family homes. Policy P2.2 requires preparation of a noise analysis/acoustical

study, which is to include recommendations for mitigation for all proposed projects that may result in potentially significant noise impacts to nearby sensitive receptors. Policy P1.7 in the Noise Element would require the preparation of project-specific analyses for sensitive land uses that might be subject to groundborne vibration impacts from the railroad, and the incorporation of site design and construction techniques to minimize those impacts.

Policy P14.2 in the Conservation and Open Space Element is to prohibit sensitive receptors such as residential uses, schools, and hospitals from locating in the vicinity of industrial and commercial uses known to emit toxic, hazardous or odoriferous air pollutants, and prohibit the establishment of such uses in the vicinity of sensitive receptors.

Policy P13.2 in the Community Character Element is to ensure that new development within Truckee's light industrial areas and employment districts is designed in a way that is sensitive to adjacent residential development.

The proposed land use designations in the 2025 General Plan are compatible with the Airport Land Use Compatibility Plan. Other policies of the General Plan further the Town's concern to maintain compatibility of future land uses with the Airport Comprehensive Land Use Plan. For example, Policy P.20 in the Safety Element is to maintain land use and development patterns in the vicinity of the Tahoe-Truckee Airport that are consistent with the adopted Comprehensive Airport Land Use Plan, including setbacks and height requirements. Similar provisions are found in the Noise Element in Policy P3.10, which is to cooperate with the Airport District to coordinate long-term planning and land use regulations that minimize community noise exposure associated with airport operations, while meeting Town goals concerning provision of housing and other uses.

Given the General Plan policies to mitigate for potential incompatibility between neighboring land uses, the proposed land use designations would not result in incompatible land uses or result in a conflict with established land

uses. As a result, *less-than-significant impacts* would occur in regards to incompatibility between land uses under the 2025 General Plan.

3. Community Division

Land use designations in the 2025 General Plan have been made, in part, to achieve consistency and continuity between various land uses. For example, several Resource Conservation/Open Space designations are located contiguous to one another, as is the case with several residential uses.

In addition to the way in which the Town has spatially grouped similar types of land uses through the 2025 General Plan Land Use Map, it has set forth a combination of goals, policies, and action in the 2025 General Plan that serve to foster a sense of connectivity in the town and prevent new development from dividing existing uses. These policies were developed in large part to address some of the discontinuous development patterns currently found in the town that result from a relatively recent incorporation, as well as the physical barriers that divide the community, which include I-80, the Truckee River, and the Railroad. The policies, goals, and actions are related to new residential, commercial, industrial development as well as transportation infrastructure.

Goal CC-5 in the Community Character Element is to maintain the Town's unique community character. In support of this goal, Policy 5.1 is to ensure that planning and development decisions are oriented towards the maintenance of Truckee's unique character, reflecting considerations that include, but are not limited to, respect for the quality, character and context of existing development within the different areas of the town. Policy P5.2 would require all new development to incorporate high quality site design, architecture, and planning so as to enhance the overall quality of the built environment in Truckee. In addition, Policy P5.5 is to enhance physical connections between adjacent uses and between different parts of Truckee.

In that transportation infrastructure is commonly identified as a source of physical division within a community, new transportation features identified

in the General Plan would generally be designed to connect to the existing circulation system and to avoid elements that would reduce existing community connectivity or divide existing neighborhoods. For example, Policy P2.4 in the Circulation Element is to improve connectivity throughout the town's roadway network through roadway improvements, while minimizing environmental, circulation, and residential neighborhood impacts. As the policy states, this could require that new development maximizes connectivity of local streets within the development itself, and makes connections to the adjacent street network and neighborhood areas.

As a result of these goals and policies, implementation of the 2025 General Plan would result in *less-than-significant* land use impacts associated with the physical division of an established community. These goals and policies would ensure that new development would be sensitive to the existing built environment.

4. Consistency with Local Plans and Policies

Per State law, the General Plan is the primary planning document for the community. The 2025 General Plan would supersede the 1996 General Plan once adopted. Therefore, upon approval and implementation of the 2025 General Plan, other Town documents may need to be updated to ensure consistency. Where current Town documents may become inconsistent with the 2025 General Plan once it is adopted, the proposed General Plan includes actions to update these planning documents, such as the Development Code and the Downtown Specific Plan, so that they can be adjusted to policies and development projections contained in the 2025 General Plan, and to conduct further, more detailed planning for sites and properties of particular interest identified in the Plan, such as the Planned Community and Special Study Areas.

Regarding consistency with plans and policies pertaining to the Sphere of Influence, the Town's land use designations for the sphere, as shown in Figure 3-6 in the Project Description, are consistent with the land use designa-

tions shown on the County's General Plan land use map.⁹ In addition, the Town would request the Nevada County LAFCo to update the Town's sphere to include the entire area identified in the General Plan. Land Use Element Action A8.1 of the 2025 General Plan would have the Town request that the Nevada County LAFCo adopt the area shown in Figure 3-6 as the Town of Truckee's official sphere. If LAFCo does not approve the sphere of influence proposed in the 2025 General Plan, the existing sphere will remain in force. In this case, the Town's land use designations outside the LAFCo-approved sphere boundary would not have any authority and the County designations would stay in place, without a need to conform with the Town's designations. In either case, adoption and implementation of the 2025 General Plan would not result in a conflict with the County General Plan policies or land use designations.

In summary, implementation of policies and actions in the 2025 General Plan and the LAFCo process would result in *less than significant* land use impacts related to conflicts with other plans, policies and regulations applicable in the Truckee area.

5. Habitat or Natural Community Conservation Plan

There are currently no locally- or State-established habitat or natural community conservation plans applicable to the Town of Truckee. As a result, no conflicts with the implementation of such plans would occur under the 2025 General Plan.¹⁰

⁹ Nevada County General Plan Land Use Map, <http://docs.co.nevada.ca.us/dsweb/Get/Document-40308/>, accessed March 12, 2006.

¹⁰ Truckee Planning Department, Denyelle Nishimori, Associate Planner, Personal Communication, March 23, 2006 and Kent Smith, Acting Assistant Regional Manager for California Department of Fish and Game for Sacramento Valley and Central Sierra Region. Personal Communication with Ted Heyd, April 4, 2006.

D. Cumulative Impacts

The land use analysis of the Proposed Truckee General Plan found that it would not divide an established community, conflict with established land uses or conflict with adopted land use or habitat plans or policies. Since the project would not result in a land use impact, the project would not contribute to a cumulative land use impact.

E. Impacts and Mitigation Measures

Since *less-than-significant* project-level impacts were identified from implementation of the 2025 General Plan, no mitigation measures are required.

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