

B. POPULATION, EMPLOYMENT AND HOUSING

This section describes existing and projected population, employment and housing statistics. Potential impacts to population, employment and housing that could result from the proposed project are identified.

1. Setting

The following provides a description of the current conditions with regard to population, employment, and housing in Truckee. Like much of the rest of the state, Truckee is experiencing growth in the number of new housing units, and year-round residents.¹

a. Population. The Town of Truckee is one of three incorporated cities located in Nevada County. It represents approximately half of the total population living in incorporated areas. The population of the Town grew significantly between the last two census periods, with a 4.9 percent annual growth rate between 1980 and 1990 and a 4.5 percent annual growth rate between 1990 and 2000. Since 2000, Truckee's population has continued to grow, but at a significantly slower rate. From 2000 to 2007, the population increased at an annual rate of about 2.2 percent.

The Town's population as of January 1, 2008 is 16,165.² However, this population figure does not account for seasonal residents, who occupy approximately 44 percent of the Town's housing stock, as those residents are not counted among the Town's total population in the Census. Therefore, during peak tourism periods, in the summer and winter, the Town's population can effectively double on a temporary basis.³

Even with its high proportion of vacation homes, Truckee is Nevada County's most populous community. A summary of population data for the Town of Truckee and Nevada County is provided in Table V.B-1.

b. Housing. Since the Town incorporated in 1993, development within the Town has accounted for nearly all of the new housing units constructed within the eastern portion of Nevada County. The Town continues to receive, and has approved, a number of applications for more homes within Truckee. The result is a growing housing presence as Truckee housing development outpaces the rest of the County.

¹ Truckee 2025 General Plan EIR, 2006. Population, Employment, Housing. November, 16.

² California Department of Finance website:
http://www.dof.ca.gov/research/demographic/reports/estimates/e-1_2006-07/. Accessed August 10, 2008

³ Truckee 2025 General Plan EIR, 2006. Population Employment, Housing. November, 16.

Table V.B-1 Population Growth – Town of Truckee and Nevada County

	2000	2007	2020	2025	2030
Town	13,864	16,165	-	28,263	-
County	92,033	99,186	114,451	-	123,940

Source: State of California, Department of Finance, 2008.

(1) Housing Stock. According to the Town’s 2007 Community Development Annual Growth Report there were 11,930 residential units in Truckee as of January 1, 2008. Between 1990 and 2000, Truckee’s housing stock increased by 41 percent, from 6,923 units to 9,757 units. During this ten year period, the increase in housing production in the Town (41 percent) was more than double the housing production in the County. Between 2000 and 2008, Truckee’s housing stock increased by 21 percent, from 9,757 units to 11,930 units.

An average of 244 residential units were built each year between 2000 and 2007, but during 2007, the Town experienced a higher than average year with 330 residential units. Though single-family home construction continues to be the largest component of new residential construction in Truckee, the proportion of single-family detached units built in town has fallen slightly from 85 percent in 2000 to 82 percent as of January 1, 2008.

Similar to housing patterns throughout Nevada County, the vast majority of housing units are single-family. A breakdown of the Town’s residential units by type is shown in Table IV.B-2. The housing stock of the Town of Truckee accounts for 69 percent of Nevada County’s housing for seasonal, vacation, and recreational uses⁴. Of the Town’s total 11,930 housing units, 56 percent (6,680 units) are occupied by full-time residents and 44 percent (5,250 units) are used seasonally.⁵

Table V.B-2 Residential Units by Type on January 1, 2008

Unit Type	Amount (units)
Detached Single-Family	9,814
Attached Single-Family and Multi-Family	1,818
Mobile Homes	298
Total	11,930

Source: Town of Truckee, 2008.

⁴ Truckee 2025 General Plan EIR, 2006. Population, Employment, Housing, p.4.10-6.

⁵ California Department of Finance website: http://www.dof.ca.gov/research/demographic/reports/estimates/e-1_2006-07/. Accessed August 10, 2008

(2) Households. A household includes all persons who occupy a dwelling unit, which can include more than one family. 1990 census data and 2000 census data show a consistent average person per household ratio of 2.68 for the Town. Over the past eight years (2000 to 2008), the average number of persons per household in Truckee has decreased slightly to 2.561.⁶ The Town's person per household ratio is slightly higher than the Nevada County average of 2.47 persons per household.

c. Employment. Truckee's local employment base is largely dependent on tourist, resort, second home, and retirement activity. The service employment sector (31 percent) and retail employment sector (27 percent) account for the majority of employment opportunities in Truckee. Conversely, manufacturing, wholesale trade, and transportation and communication employment represent less than 5 percent of total area employment.⁷

(1) Total Jobs and Employed Residents. The 2000 Census recorded 8,110 employed residents in Truckee, and a study prepared in 2005 for the Town's 2025 General Plan indicates that there are approximately 6,200 total jobs in Truckee.⁸ Although these data points are not for the same year, it is reasonable to assume that there are more employed residents than there are available jobs in the Town, and that some residents are required to out-commute to find work. Census 2000 journey to work data also confirms that many Truckee residents commute to jobs outside of the Town. The 2000 Census reported that the average commute time to work for Truckee residents was 23.1 minutes. About 70 percent of Truckee residents have a commute of less than 20 minutes, and about 25 percent spend more than half an hour commuting to work.

According to the 2000 Census, Truckee's unemployment rate was a relatively low 3.9 percent, compared to 4.7 percent unemployment for the County overall and 4.3 percent for the State. The California Economic Development Department (EDD) estimates that Truckee Area unemployment increased, but has overall remained relatively low. In January 2008, Truckee had an estimated unemployment rate of 5.0 percent, which was lower than the countywide unemployment rate of 5.4 percent.⁹

(2) Jobs-to-Housing Balance. The term "jobs-to-housing balance" is used to refer to a relationship between jobs and housing units within a community. A jobs-to-housing units ratio of 1.5 is considered ideal, which takes into account residents who do not participate in the labor force (e.g., those who are retired, disabled, or students). The 1.5 jobs-to-housing

⁶ California Department of Finance website:
http://www.dof.ca.gov/research/demographic/reports/estimates/e-1_2006-07/. Accessed August 10, 2008

⁷ Truckee 2025 General Plan, 2006. Economic Development Element. November, 16.

⁸ 2005, LSC Consultants. Traffic study prepared for 2025 General Plan EIR.

⁹ <http://www.calmis.ca.gov/file/lfmonth/nevadsb.xls>

units ratio indicates a community has an adequate number of jobs to meet the demand for jobs by its residents, and therefore, is in balance.

A more helpful indicator of balance, however, is the relationship between the number of jobs provided to the number of residents seeking employment (i.e., employed residents). An ideal jobs-to-employed residents ratio is 1.0, which indicates that every resident seeking a job could find one within the community.

A jobs-to-employed residents ratio that is greater than one indicates the community provides more jobs than it has residents seeking those jobs. With this out-of-balance condition, the community is likely to experience in-commuting traffic congestion from people coming to jobs from outside the area, as well as intensified pressure for additional residential development to house the labor force demanded. Conversely, a jobs-to-employed residents ratio of less than one indicates a community has fewer jobs than employed residents demanding employment. With this converse out-of-balance condition, residents would need to commute outside of the community (i.e., out-commute) for employment. The resulting commuting patterns can lead to traffic congestion and adverse effects on both local and regional air quality.

This ratio does not, however, account for regional in- or out-commuting due to job/labor mismatches or housing affordability. Even if a community has a numerical balance between jobs and housing/ employed residents, sizeable levels of in-commuting and out-commuting are likely, where employment opportunities do not match the skills and educational characteristics of the local labor force. In such instances, regional commuting tends to occur. For example, a numerically balanced community may have high housing costs and low-wage jobs, thus encouraging its residents to out-commute for their high wage jobs elsewhere, and its workers to in-commute from outside the community where housing costs are affordable to their low wage incomes. This condition is often referred to as a jobs-to-housing *mismatch*. A jobs-to-housing match would indicate that the types of jobs provided “matched” the income needs of the employed workers within the community.

(3) Jobs-to-Employed Residents in Town of Truckee and Nevada County. The Town has an approximate jobs-to-employed resident ratio of 0.76 (8,110 employed residents in 2000 and 6,200 jobs in 2005). This represents a gap between the number of employed residents in Truckee and jobs available in Truckee. As discussed above, census 2000 journey to work data also confirms that many Truckee residents commute to jobs outside of the Town. In 2000, the average commute time to work for Truckee residents was 23.1 minutes.

d. Relevant General Plan Policies. The Town of Truckee General Plan provides population, housing and employment policies applicable to the Master Plan Area. Applicable

policies from the Town of Truckee General Plan Economic Development Element are provided below.

Policies

P1.3: In reviewing development projects, consider a project's ability to fulfill economic development guiding principles and goals for the Town, such as fostering desired industries, providing living wage jobs, and upholding Truckee's small-town, mountain character as a key competitive advantage.

P2.1: Provide sufficient business park and light industrial space to allow for the attraction and expansion of quality employers within Truckee.

P2.2: Encourage uses consistent with high wage and high density employment in business parks and light industrial areas, as opposed to services or low employment density uses such as warehouse space.

P2.3: Ensure that land designated Industrial is used primarily for industrial, rather than general commercial/retail uses.

P3.1: Support the creation of new office space that is well-designed and offers amenities and telecommunications infrastructure attractive to new economy business enterprises.

P3.2: Encourage the expansion of telecommunications infrastructure throughout Truckee, including adoption of new technologies as they are developed in the future.

P3.3: Encourage and support office and professional home-based micro-enterprises.

P4.1: Provide adequate land, zoned appropriately, to provide expansion sites for the local health services sector near existing concentrations of such businesses.

P5.2: Continue to build on Truckee's historic and natural assets to expand Truckee's appeal as a tourist destination, focusing on Downtown and riverfront revitalization as a priority.

P5.3: Support new visitor-oriented restaurants, lodging, and services to meet tourist needs and capture expenditures locally.

P5.5: Support the development of a conference center, educational institute, or other similar facility in Truckee, particularly one with an environmental or ecological focus.

P6.2: Support the inclusion of cultural facilities as a component of new mixed-use developments proposed within the Town as an amenity that makes Truckee attractive to a vibrant, innovative business community.

P6.4: Support community-based arts organizations in Truckee.

P7.1: Land use, urban design, open space and community facilities in Truckee shall reinforce the preservation and enhancement of the Town's natural capital.

P7.2: Continue the improvement and redevelopment of the Riverfront that promotes public access and activity near Downtown Truckee while enhancing the natural features of the Truckee River.

P7.3: Support the establishment of businesses and industries that draw upon Truckee's natural assets and environment.

P8.1: Encourage new retail to locate in the Downtown.

P8.2: Continue redevelopment and improvement efforts in Downtown Truckee, including programs to preserve the unique historic character of the Downtown, to expand upon the Downtown's vibrant mixed-use character, and to develop projects that differentiate Downtown Truckee from other commercial areas within the Town and the surrounding trade area.

P8.3: Support public activities and community events in Downtown Truckee.

P8.4: Provide opportunities for industrial uses currently located along the Truckee River in the Downtown to relocate to other, more suitable locations.

P8.5: Support a mixed use development in the Railyard Master Plan Area and consider implementing the economic diversification strategies of this element as part of the Master Plan.

2. Relevant Railyard Draft Master Plan Policies

Policies

1.a: Improve Truckee's economic base through encouraging a diversity of retail, commercial, residential and office uses, including work/live and live/work that will complement the existing Downtown.

1.c: Encourage a mix of different types of retail and commercial uses to provide services to local residents and create a destination attraction for residents and tourists.

1.f: Encourage work/live and employment based uses in the Industrial Heritage (IH) District.

1.g: Provide a range of housing options to support different lifestyles, families and tenures and provide affordable and employee housing consistent with the General Plan.

1.k: Allow a variety of live/work and work/live options that will support and encourage small businesses.

3. Impacts and Mitigation Measures

This section analyzes impacts related to population, employment and housing that could result from implementation of the proposed project. The section begins with the criteria of significance, which establish the thresholds to determine whether an impact is significant. The latter part of this section presents the impacts associated with the proposed project and identifies mitigation measures, as appropriate.

a. Criteria of Significance. The proposed project would have a significant impact on population, employment, and housing if it would:¹⁰

- Displace substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere.

¹⁰ 2007 CEQA Guidelines, Appendix G.

- Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure).

b. Less-Than-Significant Population, Employment and Housing Impacts. The following discussion examines potential less-than-significant impacts of the proposed project.

(1) Displacement of Housing or People Necessitating the Construction of Replacement Housing Elsewhere. There are eight existing residences within the Master Plan Area, all of which will remain. Implementation and build out of the Master Plan does not include the removal or relocation of these residences. Though the homes would remain, it is possible that these existing residences may convert from residential uses to commercial uses. Conversion of these homes would not reflect significant displacement of residences. No housing units or people would be displaced as a result of implementation of the Master Plan, and no significant impact would result.

(2) Induce Substantial Population Growth. Based on the Maximum Allowable Development (MAD, described in Chapter III, Project Description, of this EIR), it is estimated that buildout of the Master Plan could result in up to 570 new residential units (including work/live units). Based on the Town's current average household size, the development of residential units within the Master Plan could result in the addition of 1,460 persons to the Town's population. It should be noted that this is a conservative calculation of population increase given that 125 of the maximum residential units would be work/live units, and that the size and type of units proposed within the Master Plan Area¹¹ would likely support smaller average household size than that of the Town at large. Additionally, it is likely that some of the units will only be seasonally occupied. As discussed within this section, the Town experiences a seasonal vacancy rate of approximately 44 percent of its total housing stock. Applying this vacancy rate to the units within the Master Plan Area would result in an increase to the Town's "full-time population" of approximately 818 persons. The addition of 570 residential units is equivalent to a 4.8 percent increase in the Town's supply of dwelling units.

The MAD would also allow up to 70,000 square feet of retail area and 15,000 square feet of office space (not including up to 1,000 square feet of retail or office area that may be included as part of a work/live units), a 60-room hotel, a 1,000-seat movie theatre, a 20,000-square-foot grocery store, and a 25,000-square-foot civic building space. In general, commercial uses typically generate one job per 300 to 800 square feet of building area;

¹¹ All residential units within the Master Plan Area would be multi-family units, with the exception of approximately 20 single-family units within the Trout Creek District. The Town's current person per household ratio is largely based on single-family detached housing. This analysis assumes the household size would be 2.6 persons even though the Master Plan envisions smaller residential units than are typical for the Town.

office uses generate one job per 250 to 350 square feet of building area; and industrial uses generate one job per 350 to 850 square feet of area.¹² For the purposes of this analysis, mid-point employment density factors for each of these land use categories were used: Commercial – 1 job per 550 square feet; Office – 1 job per 300 square feet; and Industrial – 1 job per 600 square feet. Exclusive of the movie theater and hotel developments, it is estimated that implementation and build out of the Master Plan would result in approximately 421 jobs, as shown below, if all commercial uses permitted under the MAD are developed.

- Retail area plus Grocery: 90,000 Sq ft / 550 sq ft= 163 jobs
- Office uses plus Civic uses: 40,000 Sq ft/ 300 sq ft= 133 jobs
- Work/Live Units: 125 units = 125 jobs

The proposed project would result in a substantial increase in the residential population in the Downtown Truckee, and would be a 9 percent increase to the Town's current population, assuming all units are permanently occupied. If the Town's current vacancy rate of 44 percent is applied to units with the Master Plan Area, the increase in the "full-time population" would be 5 percent. The Town's 2025 General Plan defines buildout capacity as 19,901 residential units and a population of 28,263. Though substantial, the population growth that would result from implementation of the Master Plan is within the Town's build out projections. In addition, the Master Plan Area is located in Downtown Truckee and constitutes infill development; the property within the Plan Area is either vacant or underutilized, and surrounded by existing developments. Providing additional housing in the Downtown would meet a major objective of the Town's General Plan to provide new housing and economic opportunities in the Downtown (see policies 8.1 - 8.5 above) and the anticipated development is within the Town's General Plan 2025 buildout capacity. As a result, implementation and buildout of the Draft Master Plan would not result in significant population impacts.

c. Significant Population, Employment and Housing Impacts. Implementation of the Draft Master Plan would not result in any significant population, employment, or housing impacts.

¹² Natelson Notes-An Economic Development Resource of the Natelson Company, Inc. (TCNI), Spring 2002.