

## L. PUBLIC SERVICES

This section analyzes the proposed project's potential impacts to public services including: fire protection, police services, schools, parks and recreation and libraries. Potential impacts to public services that could result from the proposed project are identified, and mitigation measures are recommended, as appropriate.

### 1. Setting

In this setting section, current service locations, capacities, and expansion possibilities are discussed, as are the Town's General Plan policies relating to public services.

**a. Fire Protection.** The Truckee Fire District provides fire protection, basic emergency medical services, and related safety services for the Town of Truckee, including the Master Plan Area. The Truckee Fire District currently staffs 44 full-time employees. The full-time staff includes a fire chief, fire marshal, assistant fire marshal, four battalion chiefs, 12 station captains, 21 firefighters, a public safety information officer and three administrative support personnel. The District also has seven part-time firefighters and two volunteer firefighters. The District operates out of eight stations, of which four are staffed 24 hours a day, seven days a week, with three rotating shifts. There are eight to eleven firefighters and officers and one shift commander on duty at all times.<sup>1</sup>

In 2007, the Department answered 2,592 calls for service with an average response time for all calls of 6 to 12 minutes depending on weather conditions.<sup>2</sup>

Fire Station 91, Downtown, is a full-time station located at 10049 Donner Pass Road. Station 91 houses the offices of the District Fire Chief, Fire Marshal and the Fire Prevention Bureau. Station hours are Monday through Friday 8:00 a.m. to 5:00 p.m.; however, office hours vary because the staff at Station 91 are often out in the field.

Fire Station 92, Gateway, is a full-time station located at 11479 Donner Pass Road. Station 92 is the largest station with the most apparatus. Station 92 is equipped with a type-1 engine capable of reaching a 3-story building, and a medic unit. Station 92 staffs one Battalion Chief, one Station Captain and two firefighter/paramedics. Station 92 is approximately two miles from the Master Plan Area, and would be the primary response station for the calls within the Plan Area.

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<sup>1</sup> Bena, Bob, 2008. Fire Chief, Truckee Fire District. Written communications with RRM Design Group. February 13.

<sup>2</sup> Ibid.

Fire Station 93, Donner Lake, is a part-time station located at 15572 Donner Pass Road. Station 93 is a residential station equipped with one engine, and is staffed by one firefighter/paramedic that lives on-site.

Fire Station 94, Tahoe Donner, is a part-time station located at 12986 Northwoods Boulevard. Station 94 is a residential station equipped with one engine, and is staffed by one firefighter/paramedic that lives on-site.

Fire Station 95, Glenshire, is a full-time station located at 10900 Manchester Drive. Station 95 is equipped with one engine and one ambulance and is staffed with one captain and two firefighters. Station 95 is approximately five miles from the Master Plan Area and could serve as additional response for service calls in the Plan Area.

Fire Station 96, Airport, is a full-time station located at 10277 Truckee Tahoe Airport Road. Station 96 is a multi-agency station that is shared with California Department of Forestry and Tahoe Truckee Airport. Station 96 is equipped with one engine, two ambulances, one Hazardous Materials response vehicle, and a Careflight A Star helicopter, which is staffed with a pilot and two flight nurses. This station is staffed by three captains and seven firefighters/paramedics. Station 96 is approximately 3 miles from the Master Plan Area and would serve as the secondary responder for service calls in the Plan Area.

Fire Station 97, Soda Springs, is a full-time station located on the north side of Soda Springs Road just off of I-80. Station 97 is equipped with two medic units, two engines, one rescue unit, one utility pick-up, one loader, and two snow mobiles. This station is staffed by one captain and one firefighter.

Fire Station 98, Serene Lakes, is a part-time station located at 53823 Sherritt Lane. Station 98 is equipped with one engine, and one is staffed by one firefighter/paramedic that lives on-site.

The Truckee Fire District has the goal to respond to all emergency calls within eight minutes of receiving the call. The Truckee Fire District has mutual aid agreements with Northstar Fire Department, Squaw Valley Fire Department and North Tahoe Fire Protection District. During major emergencies, these neighboring fire agencies would provide assistance to the Truckee Fire District, if requested.

Of the 36 firefighters in the District, 33 are licensed paramedics. Medical emergencies are treated at Tahoe Forest Hospital or Renown Health Center in Reno, Nevada.

The following policies from the Safety Element of the Town of Truckee General Plan are related to Fire protection services:

## Safety Element

**Goal SAF-4:** Protect lives and property from risks associated with wildland and urban fire.

### Policies

P4.1: Continue to cooperate with the Truckee Fire Protection District, the California Department of Forestry, and the U.S. Forest Service in creating and promoting fire prevention education programs.

4.2: Continue to cooperate with the Fire Protection District to implement fire safety ordinances to minimize wildland fire hazards, including incorporation of fire resistant building and roofing materials, and attainment and maintenance of "defensible space." Defensible space may include revegetation with less flammable species, such as fire resistant native and adapted species, and the use of mulch to prevent erosion on bare soil.

4.3: Promote fire hazard reduction through cooperative fuel management activities in association with the Truckee Fire Protection District, the California Department of Forestry and the U.S. Forest Service. Such strategies may include identifying and implementing opportunities for fuel breaks in very high fire hazard severity zones, and ensuring that fire breaks are provided where necessary and appropriate.

4.4: Require new development to incorporate adequate emergency water flow, emergency vehicle access and evacuation routes.

4.5: Continue to support the mitigation fee program for the Fire Protection District, to ensure that the District is able to meet the future fire protection needs of the community as it grows.

4.6: Support, as appropriate, efforts to implement the recommendations of the 2005 Nevada County Fire Plan, and programs of Fire Safe Nevada County.

4.7: Ensure that the development review process addresses wildland fire risk, including assessment of both construction- and project related fire risks particularly in areas of the Town most susceptible to fire hazards. Cooperate with the TFFPD in reviewing fire safety plans and provisions in new development, including aspects such as emergency access, site design for maintenance of defensible space, and use of non-combustible materials.

**b. Police Services.** The Truckee Police Department provides police service to the Town of Truckee. The Police Department operates out of their headquarters located at 10183 Truckee Airport Road. The department has 26 sworn officers and four full-time and one part-time non-sworn staff to provide services to the Town's 16,019 residents. This equates to a 1.62 ratio of police per one thousand residents.

The Police Department is divided into three police beats to patrol various areas of the Town. Officers and supervisors are assigned to a specific district in order to stay abreast of specific problems that are unique to each district. The Plan Area is located in Beat 2, which currently includes Downtown, Ponderosa Palisades's neighborhood, Gateway and businesses along Brockway Road. The Police Department patrols the district 24 hours a day and seven days a week.

The Truckee Police Department typically responds to all emergency calls within seven to nine minutes and all non-emergency calls within 20 minutes.<sup>3</sup> The Police Department average response time to the specific Plan Area for emergency calls is 4 to 5 minutes and 15 minutes for non-emergency calls.<sup>4</sup>

The following policy from Land Use Element of the Town of Truckee General Plan is related to Police protection services:

Policy P4.4: Review all development proposals to ensure that demand generated for police services can be adequately met; periodically evaluate current funding mechanisms for police services to determine if they are adequate, and consider revisions as necessary.

**c. Schools.** The Town of Truckee is served by the Tahoe Truckee Unified School District. The Tahoe Truckee Unified School District (TTUSD) encompasses over 720 square miles and serves students in Nevada, Placer and El Dorado counties. TTUSD District boundaries stretch from the Sierra County line, 27 miles North of Truckee, to Emerald Bay, near South Lake Tahoe; and from Cisco Grove, 20 miles to the west, to the Nevada state line, ten miles to the east. District offices are located in Truckee.

The TTUSD has a total student enrollment of 4,081 in kindergarten through the 12<sup>th</sup> grade. There are 11 school sites, four elementary, two middle schools, two high schools, and one continuation high school, a K-5 magnet school, and a 6-12 alternative school. In addition, the District maintains various programs, departments, and a preschool in the inactive school facility, Sierra Mountain, located in Truckee. The attendance areas of the active schools are divided between the Truckee area and the Lake area schools. The Truckee area schools would serve the Plan Area. The district does not utilize year-round education; it operates on a traditional school calendar.

The Truckee area schools include Truckee High School and Alder Creek Middle School that serve all of the students in the area. The middle school is fed by three K-5 elementary schools including Donner Trail, Glenshire and Truckee Elementary. Donner Trail is a magnet K-5 and draws students from other attendance areas, but also has its own attendance area.

The Lake area schools include Kings Beach and Tahoe Lake Elementary. The two elementary schools feed into the North Tahoe Middle School and the middle school feeds into North Tahoe High School.

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<sup>3</sup> Berry, Scott. Police Chief, Truckee Police Department. Written communication with RRM Design Group. February 15 2008.

<sup>4</sup> Berry, Scott. Police Chief, Truckee Police Department. Verbal communication with RRM Design Group. February 25 2008.

The District also operates Sierra Continuation High School and the Coldstream Alternative Education Program, which do not have attendance boundaries, but rather serve all students within the district boundary.

The Railyard Master Plan Area is within the Glenshire Elementary School, Alder Creek Middle School and Truckee High attendance areas. Enrollment for 2007 and the existing capacity of these schools is shown in Table IV.L-1.

**Table IV.L-1 LUSD School Enrollment and Capacity**

School	Enrollment (2007)	Capacity
Glenshire Elementary	505	500
Alder Creek Middle School	596	800
Truckee High School	748	900

Source: Todd Rivera, 2008. Facilities Planner/Financial Analyst.

The TTUSD does not have official classroom sizes, but the District loads class sizes as follows: 20 for kindergarten through 3<sup>rd</sup> grade, 28 students per teacher for 4<sup>th</sup> through 5<sup>th</sup> grades, 29 for 6<sup>th</sup> through 8<sup>th</sup> grade.<sup>5</sup>

The Town of Truckee General Plan does not have specific policies related to public school services and facilities.

**d. Parks and Recreation.** Truckee has 10 locally-operated parks that make up approximately 120 acres recreational area, plus four public recreation facilities. As shown in Table IV.L-2, park facilities in Truckee include neighborhood, district and regional parks that range in size from under half an acre to over 60 acres. Most of the Truckee’s parks are operated by Truckee Donner Recreation and Parks District (TDRP), and a few facilities are operated by the TTUSD. In addition to the locally-operated parks, Donner Memorial State Park and several privately-owned and operated recreational facilities (golf courses, parks and other amenities in the Tahoe Donner resort area) are also an important recreation resource for the community. The Town of Truckee General Plan includes the TDRPD’s goals for

**Table IV.L-2 Public Parks and Recreation Facilities**

Name	Acres
Billy Rose Park	0.3
Donner Memorial State Park	1,750
Donner Lake Boat Launch	1.5
Donner Lake Public Piers	2.5
Glenshire Park	6
Meadow Park	6
Riverview Sports Park	31
Shoreline Park	1.6
Truckee River Regional Park	62
West End Beach	10
Activity Center	NA
Community Center	NA
Community Center Swimming Pool	NA
Veteran’s Building	NA
<b>Total (local park) acreage</b>	<b>120.9</b>

Source: Town of Truckee General Plan, 2006.

<sup>5</sup> Tahoe Truckee Unified School District Facilities Master Plan.

providing parks; however, the General Plan also recognizes that the Truckee can only require new development to provide park land or in-lieu fees at a ratio of up to 5 acres per 1,000 population, in accordance with the requirements of the Quimby Act. TDRPD's goals for providing parks are as follows:

- Neighborhood Park: 2.5 acres/1,000 population
- District Park: 2.5 acres/1,000 population
- Regional Park: 5 acres/1,000 population
- Greenbelt/Open Space: 20 acres/1,000 population
- Urban Park/Plaza: no specified standard

With a population of 16,019, the current park ratio of residents to locally-operated public parks is 7.5 acres of parkland per 1,000 residents.<sup>6</sup>

The following policies from Town of Truckee General Plan are related to the provision of parks and recreational services:

#### **Policies**

8.1: Require land or in-lieu fees for parks to be provided by new development at a ratio of five acres per thousand population, to conform with the standards established by the Quimby Act.

8.2: Support efforts to create a new regional park, neighborhood parks in new neighborhoods and at least an additional two new neighborhood parks for existing neighborhoods in Truckee.

8.3: Cooperate with Truckee Donner Recreation and Parks District to improve and maximize the use of existing parks, trails and recreational facilities, identify needed facilities and improvements, and to effectively plan for future parks and recreation needs of Truckee's residents and visitors.

8.4: Encourage new and existing destination resort and private recreational facilities to provide opportunities for access and enjoyment by the wider community. In all cases, specific incentives for such developments to provide increased public access should be considered.

8.5: Improve public recreational access to the Truckee River and to Donner Lake.

8.6: Support appropriate management of local lakes and reservoirs and releases from these water bodies to sustain recreational uses and a healthy environment for aquatic and other species.

8.7: Work with TDRPD and Placer County to increase cooperation in the funding and development of parks and recreational facilities in Truckee that serve the wider regional population.

9.1: Provide for links between open space areas, both within Truckee and beyond the Town limits, to create contiguous habitat areas and enhance public access through greater connectivity.

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<sup>6</sup> Town of Truckee, 2006. General Plan EIR, Open Space and Conservation Element. November 16.

9.4: Preserve existing open space corridors and connections to adjacent open space areas, and integrate publicly accessible trails and open space corridors into new development to the extent feasible.

**e. Libraries.** The Town of Truckee Public Library is located at 10031 Levone Avenue. The library provides additional community services such as summer reading camps, adult literacy services and public internet access. There are no General Plan policies related to library services.

## 2. Relevant Railyard Draft Master Plan Policies

The Draft Master Plan includes specific polices related to public services. New development within the Master Plan Area would be subject to the following public services policies within the Draft Master Plan:

### Policies

3.e: Create a town gathering place or town square and establish a civic presence in the Railyard Master Plan Area.

3.f: Enhance the community experience through attractively designed public places including parks and venues for spontaneous and planned gatherings and memorable neighborhood centers that provide a sense of place.

4.e: Restore Trout Creek, enhance the quality of the fisheries habitat, and develop a greenway along the creek as a prominent natural and recreational feature available to the public.

## 3. Impacts and Mitigation Measures

This section discusses potential impacts to public services that could result from the proposed project. The section begins with the significance criteria, which establish the thresholds used 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, if appropriate. Less-than-significant impacts are discussed first, followed by significant impacts.

**a. Criteria of Significance.** Implementation of the Draft Master Plan would have a significant impact on the environment related to public services if it would:

- Result in substantial adverse physical impacts associated with the provision of or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, to maintain acceptable service ratios, response times, or other performance objectives for any of the public services:
  - a) Fire protection,
  - b) Police protection,
  - c) Schools,
  - d) Parks, or

e) Other public facilities.

- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- Include recreational facilities or require the construction or expansion of recreational facilities that would have an adverse physical effect on the environment.

The significance criteria identified above are based on Section 15065 and Appendix G of the CEQA Guidelines.

**b. Less-Than-Significant Public Services Impacts.** Less than significant impacts that would result from implementation of the Draft Master Plan are described below for each of the public service topics described above.

**(1) Fire Protection.** Buildout of the Draft Master Plan would create an increased demand for in fire services. The additional residential population could affect the response times due to an increase in calls for service, but this increase would not jeopardize the Truckee Fire District's ability to respond to calls within its response time goals.<sup>7</sup> The District currently responds to emergency calls for service in the Master Plan Area within 6 to 12 minutes depending on weather conditions. The Truckee Fire District would continue to serve proposed development within the Master Plan Area from the District's existing fire stations. Station 92 would be the first responder for calls for service and Station 96 as the second responder.

The Truckee Fire District requires a minimum fire flow of 2,500 gallons per minute (gpm); however, this could increase depending on the ultimate mix of land uses within the Master Plan Area. The project applicant would be required to meet Truckee Fire District standards related to fire hydrants, water fire flow, spacing of hydrants, sprinkler systems, and other fire code requirements. The residential and commercial components of the project would be required to meet Uniform Building Code (UBC) and Fire Code standards. The project design would be required to comply with the Town's Public Improvement and Engineering Standards (PIES) except as specified in Chapter 7 of the Draft Master Plan, Transportation and Circulation.

In accordance with Town and State requirements, the project developer will be required to install fire hydrants in accordance with the requirements of the fire chief. The sizes of the water mains will be calculated to meet the water flow requirements of California Fire Code Division III, Appendix III-A.

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<sup>7</sup> Bena, Bob. 2008. Fire Marshal, Truckee Fire Protection District. Written communication with RRM Design Group. February 13.

The proposed project would be subject to plan review by the Truckee Fire District to ensure proper life safety standards and adequate emergency response access. The increase in demand for fire and emergency medical services could be met by existing staffing and facilities and the increased demand would not require the construction of any new facilities (i.e., new fire station) to provide adequate fire protection.<sup>8</sup> As such, the proposed project would have a less-than-significant impact on fire services.

**(2) Police Protection.** Implementation and buildout under the Draft Master Plan would result in an increase in demand for police services. The addition of new residents and commercial activities would require additional officers for Beat 2. The types of commercial uses (i.e., theatre, hotel, restaurants) generally increase traffic calls and possibly other police issues like defrauding and disturbance calls; however, the Police Department anticipates that policing traffic congestion in Downtown Truckee would be the area of main concern. As a result of the proposed residential and commercial land uses within the Master Plan Area, a minimum of two additional officers are anticipated to serve Beat 2 as the Master Plan Area builds out.<sup>9</sup> Although the need for additional staff would result in a fiscal impact, it would not result in a significant physical impact as the addition of staff would not require the construction of new facilities. As a result, no mitigation measures are required. The proposed project would be subject to the Town's development impact fees<sup>10</sup>, including fees assessed for police services. The Town would fund the additional officers via its impact fee program and the General Fund.

**(3) Schools.** The proposed project includes the potential for up to 570 new dwelling units within the Master Plan Area. A student generation ratio is an estimate of the average number of students that would live in each dwelling unit, and is used to calculate anticipated student yields from new residential development. According to the TTUSD, single-family development generates 0.16 K-5<sup>th</sup> grade students per unit, 0.081 6<sup>th</sup>-8<sup>th</sup> grade students per unit, and 0.68 9<sup>th</sup> -12<sup>th</sup> grade students per unit. Multi-family dwelling units generate 0.153 K-5<sup>th</sup> grade students per unit, 0.076 6<sup>th</sup>-8<sup>th</sup> grade students per unit and 0.062 9<sup>th</sup> - 12<sup>th</sup> grade students per unit.<sup>11</sup>

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<sup>8</sup> Ibid.

<sup>9</sup> Berry, Scott. 2008. Police Chief, Truckee Police Department. Written communication with RRM Design Group. February 15

<sup>8</sup> Rivera, Todd. 2008. Facilities Planner/Fiscal Analyst, Truckee Tahoe Unified School District. Verbal communication with RRM Design Group. January 30, 2008.

<sup>10</sup> The Town of Truckee adopted a development impact fee program on March 17, 2005. Town Council Ordinance 2005-004.

<sup>11</sup> Ibid

Assuming a total of 25 single-family homes and a 545<sup>12</sup> multi-family units, build out of the Draft Master Plan would generate approximately 87 K-5<sup>th</sup> grade students, 43 6<sup>th</sup> – 8<sup>th</sup> grade students, and 36 9<sup>th</sup> – 12<sup>th</sup> grade students, as shown in Table IV.L-3.

**Table IV.L-3 Projected Students That Would be Generated at Buildout of the Draft Master Plan**

Dwelling Units	Elementary (K-5)		Middle (6-8)		High (9-12)	
	Generation Rate <sup>a</sup>	Projected Students	Generation Rate <sup>a</sup>	Projected Students	Generation Rate <sup>a</sup>	Projected Students
25 Single-Family	0.16	4	0.081	2	0.068	2
545 Multi-Family <sup>b</sup>	0.153	83	0.076	41	0.062	34
<b>Total (740 DU)</b>		<b>87</b>		<b>43</b>		<b>36</b>

<sup>a</sup> Student generation ratios provided by Todd Rivera, Facilities Planner/Fiscal Analyst, Tahoe Truckee Unified School District, 2008.

<sup>b</sup> This category is assumes the same generation rate for multi-family and work/live units.

Source: RRM Design Group, 2008.

Under current conditions, students from the Master Plan Area would attend Glenshire Elementary School (K-5), Alder Creek Middle School (6-8) and Truckee High School (9-12). Glenshire Elementary School is currently operating beyond its capacity, WITH a current enrollment of 505 students and a capacity of 500 students.<sup>13</sup> Build out of the Draft Master Plan would increase enrollment at the Glenshire Elementary School, which is currently utilizing temporary classroom structures to accommodate excess enrollment. The proposed project would not exceed the student capacity of Alder Creek Middle School or Truckee High School.

The TTUSD is authorized by State law (Government Code § 65995-6) to levy a new residential construction fee of \$2.63/square foot of residential construction and 0.42/square foot of commercial construction, for the purpose or funding the reconstruction or construction of new school facilities. Pursuant to Section 65995(3)(h) of the California Government Code, the payment of statutory fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning use, or development of real property, or any change in governmental organization or reorganization as defined in Section 56021 or 56073, on the provision of adequate school facilities.” The school impact fees would offset the potential impacts of increased student enrollment related to the implementation of the proposed

<sup>12</sup> For a conservative estimate on the school generation rates, the analysis assumes 25 single-family units and 545 multi-family units, which includes 125 work/live units.

<sup>13</sup> Rivera, Todd, 2008, op. cit.

project. Pursuant to Section 65995(3)(h) of the California Government Code, this impact would not be considered significant.

**(4) Parks and Recreation.** The Conservation and Open Space Element of the Town of Truckee General Plan states that the Town should require in-lieu fees or development of new parks at a ratio of 5 acres of parkland per 1,000 population, which is consistent with the Quimby Act.<sup>14</sup>

Buildout of the Master Plan Area would include the construction of up to 570 dwelling units (including 125 work/live units). At 570 maximum units, build out of the Master Plan Area could yield 1,470 new residents. In accordance with the Town's General Plan policy, the Draft Master Plan should develop or pay in-lieu fees for the 7.35 acres of parkland.

The Guidelines and Standards included within the Draft Master Plan would require development of 2.5 acres of parkland per 1,000 population within the Master Plan Area. The Draft Master Plan includes approximately 5.5 acres neighborhood parks and trails including a Town Square Park and trails along Trout Creek. The Draft Master Plan also includes 25,000 square feet of community space. The community space is not yet specifically defined, but the intent of the Draft Master Plan is to provide space for a use to serve the needs of Town residents and visitors such as a museum or a library.

The Town's current park ratio is approximately 7.5 acres per 1,000 population. This ratio includes locally-operated, public parks, and does not include State Parks, private recreation facilities or TTUSD properties. With development of the Master Plan Area, the Town's park ratio would decrease slightly from 7.5 to 7.2 acres per 1,000 population. While implementation of the Draft Master Plan would slightly reduce the Town's park ratio, development within the Master Plan Area would not increase the use of existing parks or recreational facilities to the extent that physical deterioration of the facility would occur or be accelerated, nor would the development within the Draft Master Plan require extension of existing facilities.

**(5) Libraries.** It is anticipated that residents would patronize the Truckee Library for its educational services and programs. The proposed project would cause an increase in the demand for library services due to the addition of approximately 1,527 residents generated by the project. The Truckee library system may not have adequate capacity to serve the incremental increase in library use that would result from the implementation of the Draft Master Plan because the library system is currently operating beyond its capacity. The library is currently researching sites for a larger location. Plans to expand and relocate the library are moving forward independent of the proposed Draft Master Plan. It is anticipated

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<sup>14</sup> Cities and counties have been authorized since the passage of the 1975 Quimby Act (California Government Code §66477) to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements.

that the increased demand for library services will be accommodated when the library relocates. As a result, no significant impacts related to library services would result from implementation of the Draft Master Plan.

**c. Significant Public Service Impacts.** Implementation of the Draft Master Plan would not result in any significant impacts to public services.