

January 29, 2016

Town of Truckee Council Members Town of Truckee 10183 Truckee Airport Road Truckee, California 96161

Re: AB1600 Traffic Impact Fee Update

Dear Council;

Please accept this correspondence and comments herein regarding Town of Truckee AB1600 Traffic Impact Fees update and recommendations as presented in the Town of Truckee staff report dated, January 12, 2016.

The Tahoe Donner Association Board of Directors supports the Town of Truckee staff's report dated, January 12, 2016 and recommendations made for the traffic fee update. Additionally, the Tahoe Donner Association Board of Directors supports the continued funding methodology and percentages allocated to projects, in particular the largest project in the update, the Bridge Street to Northwoods Boulevard project.

Long has the development of the Tahoe Donner homes and the respective traffic impact fee funds benefitted traffic mitigation upgrades all over Truckee including significant improvements such as the Glenshire Drive widening and paving projects, roundabouts, and overpass. Continuing the current methodology and policy is most appropriate and equitable moving forward.

Tahoe Donner believes that any future need of road improvements like additional roads such as Bridge Street to Northwoods Boulevard is a direct result of future development as well as existing Town of Truckee general plan policies. For this reason and those above, Tahoe Donner recommends the Town of Truckee Council to approve and adopt Town staff's recommendations for the AB1600 Traffic Impact Fee update.



Thank you for your efforts to continue to engage the Board and secure its perspective on this matter. Thank you and the engineering staff for continuing to reach out to the community and its stakeholders for important topics and decisions. Please contact me should you have any questions.

Sincerely,

STEVE MILLER

President, Board of Directors

Cc: Tahoe Donner Board of Directors

Town of Truckee Town Manager Tahoe Donner General Manager



MEETING DATE:

January 12, 2016

TO:

Honorable Mayor and Council Members

FROM:

Becky Bucar, Engineering Manager B5

SUBJECT:

Draft Truckee Area Traffic Impact Fee Program Update

nc impact ree Program wpdate

APPROVED BY

Tony Lashbrook, Town Manager

RECOMMENDATION: Review and provide direction on the Draft Truckee Area Traffic Impact Fee Study and set a public hearing for the adoption of the final Truckee Area Traffic Impact Fee Study and the first reading of the Traffic Impact Fee ordinance for the February 9, 2016 Town Council meeting.

<u>DISCUSSION:</u> Council last considered the Traffic Impact Fee Program Update at the May 12, 2015 Town Council meeting. At that meeting, Council directed staff to continue with the Traffic Impact Fee Program Update assuming the following:

- 1. Build out of the General Plan as the basis for the future traffic analysis.
- 2. The existing General Plan Circulation Element and associated policies should be used as the basis for the projects that are included in the Fee Program Update.
- 3. The Pioneer Trail and Bridge Street Extensions should continue to be assumed as a part of the future Town of Truckee roadway network.

The Draft Truckee Area Traffic Impact Fee Study, provided in *Attachment A*, has been developed based upon this direction. Note that staff is recommending two changes to Table 2 of the Draft Truckee Are Traffic Impact Fee Study that effect the overall traffic impact fee, as follows:

- An adjustment or credit has been applied to the Program costs to ensure that no more than 100% of any project cost is being collected between the Town of Truckee and Placer County. This revision is described in more detail below (under "Summary of Traffic Impact Fee Methodology") but the result of this revision is that the total project cost to be funded through the Program is less, thereby reducing the proposed traffic impact fee by \$420 per DUE.
- Staff is recommending that the widening project in Nevada County be extended to not
 only include Glenshire Drive, but also the section of Hirschdale Road between Glenshire
 Drive and the Interstate 80 westbound ramps. Extending the limits of this project would
 increase the impact fee project list costs by \$996,000, thereby increasing the fee by \$93
 per DUE.

Both of these adjustments have been made to a revised Table 2 provided in *Attachment B*. The fee per DUE identified in the Draft Truckee Area Traffic Impact Fee Study is \$5,903 per unit. With these two adjustments, the fee would be reduced to \$5,576.

Staff recommends that Council review the draft study and provide comments and direction on the items identified in this staff report.

Background

The intent behind the Town of Truckee's Traffic Impact Fee (TIF) Program is to provide a rational and equitable basis to fund the expansion of roadway facilities necessary to mitigate the effects of land development on the Town transportation network. The philosophy of the current fee program is to provide a mechanism where new development projects mitigate their contribution to the total impact on the road system through the payment of fees which are based on the amount of traffic and associated impact generated by those development projects. Another goal of the Program has historically been to avoid using general tax revenues to fund roadway improvements necessary to mitigate the cumulative impacts of development within the community.

The Town of Truckee General Plan calls for the Town's TIF Program to be updated on approximate five-year intervals in order to insure that it is reflecting current travel patterns, land use, and development potential within the Truckee area. The current Truckee Traffic Impact Fee Program was last fully updated in 2007.

In June 2014, Council authorized a contract with LSC Transportation Consultants, Inc. (LSC) for the preparation of an update to the AB 1600 Traffic Impact Fee Program and the formation of an AB 1600 Traffic Impact Fee Program Working Group (TIFWG), which consists of the following representatives:

- Council Member Patrick Flora
- Planning Commissioner Bruce Cornell (for a limited time)
- Pat Davison, Contractors Association of Truckee Tahoe
- Jennifer Jennings, Truckee Trails Foundation
- Alexis Ollar, Mountain Area Preservation
- John Falk, Tahoe Sierra Board of Realtors
- Annie Rosenfeld, Tahoe Donner Association
- Ted Owens, Tahoe Forest Health System
- Todd Rivera, Tahoe Truckee Unified School District
- Dale Creighton, SCO, Member of development community
- · Alex Heyman, Community member at large

The TIFWG met six times to discuss the following:

- October 2014: Discussed purpose of working group; reviewed history, purpose, and methodology of Traffic Impact Fee Program; and reviewed existing traffic count data.
- November 2014: Reviewed existing and future land use assumptions for use in the traffic model.
- April 2015: Presented final land uses, reviewed traffic model calibration, and presented Pioneer Trail/Bridge Street Extension analysis.
- June 2015: Discussed planning horizon and how it compares to that of Nevada County's

Traffic Impact Fee Program and reviewed proposed project list and funding responsibility.

- September 2015: Discussed funding responsibility for Pioneer Trail and Bridge Street Extensions; how much growth would be required to trigger the need for the Pioneer Trail and Bridge Street Extension; draft fee calculation; fee calculations for individual land uses; and inclusion of eastern Nevada County in program.
- December 2015: Reviewed draft report and any significant changes made since the last meeting including the methodology used to calculate the Dwelling Unit Equivalents (DUEs) and the addition of a shoulder project on Donner Pass Road from South Shore Drive to the western Town limits.

The TIFWG discussed the Program in great detail and throughout those discussions, the TIFWG identified several key topics that would be appropriate for the Council to consider. These topics are discussed below and are further detailed in the comment letters received from TIFWG members provided in *Attachment C*. Note that an additional comment letter is expected from the Contractor's Association of Truckee Tahoe (CATT) prior to the Town Council meeting but has not been received as of the drafting of this staff report. Town staff has also attended two meetings of the CATT Local Government Affairs Committee, met with Pat Davison of CATT on numerous occasions, and maintained ongoing email dialogue with CATT over the course of this study preparation.

Summary of Traffic Impact Fee Methodology

Traffic Impact Fee Program Future Land Uses and Planning Horizon

The traffic model that was used to analyze future conditions was first developed for the Town of Truckee General Plan Update, which was adopted in 2006. Since that time, the land uses in the model have been updated a number of times to reflect the most recent development projections for the area. The land use assumptions used in the traffic model represent build out of the Truckee General Plan and were discussed with the working group in great detail at three of the working group meetings.

Development of Project List

The projects that are included in the draft fee program can be divided into two categories described below: traffic capacity improvement (required to meet LOS standards) and safety improvement projects (turn lanes at intersections or shoulder widening). The TIF project list is shown in the revised Table 2 (Attachment B).

Dwelling Unit Equivalents and Fee Calculation

For the TIF program, future development is considered in terms of the number of "Dwelling Unit Equivalents" (DUEs), which represent the level of traffic generated by one permanently-occupied Single-Family Dwelling Unit (SFDU). The estimated future growth in DUEs in the Program area is 10,715. The Traffic Impact Fee is calculated by dividing the total project costs to be funded through the program by the total growth in DUE.

Update to Eastern Placer County Fee Sharing

From a circulation perspective, the Truckee area is part of a larger region that also contains the eastern portion of Placer County (east of the Sierra Crest) and unincorporated areas of Nevada County. As a result, there are traffic impacts in one jurisdiction associated with development in others. Recognizing this fact, in 2005 the Town of Truckee and Placer County funded the Placer

County/Truckee Joint Impact Fee Study which was prepared by LSC. The study concluded that traffic impacts to the Town of Truckee associated with growth in Eastern Placer County are equal to the traffic impacts to Eastern Placer County associated with growth in the Town of Truckee in terms of monetary value. Therefore, Placer County and the Town of Truckee entered into an agreement whereby each jurisdiction collects traffic impact fees to pay for traffic impacts in the adjacent jurisdiction. However, per the agreement, because the amount collected by each jurisdiction for cross-jurisdictional impacts is essentially equal, each entity is authorized to keep the funds collected for impacts to the other jurisdiction to help implement the projects within its own jurisdiction.

The Truckee Area TIF program is, therefore, designed to generate funds associated with the Truckee Area's growth-related traffic impacts to eastern Placer County, identified as "Truckee Area Costs for Eastern Placer Improvements" in Table 2 of the report (Attachment A). A list of projects included in Placer County's Traffic Impact Fee Program is provided in Attachment D. Since the preparation of the draft report, it was determined that because Placer County is collecting traffic impact fees for growth-related impacts to Truckee, an adjustment or credit is appropriate to ensure that no more than 100% of any project cost is being collected between the two jurisdictions. This adjustment is identified as "Credit for Placer County Traffic Impacts that are Already Included in Truckee TIF Program" in the revised Table 2 provided in Attachment B. An inflationary adjustment was also applied to the "Truckee Area Costs for Eastern Placer Improvements."

Update to Eastern Nevada County Fee Sharing

There is an existing fee agreement between Nevada County and the Town of Truckee that states that Nevada County will collect traffic impact fees from new development in Eastern Nevada County and provide those fees to the Town of Truckee to implement roadway projects within the Town of Truckee. The current agreement results in the assessment of a traffic impact fee for Truckee impacts to all parcels located in Eastern Nevada County (parcels east of Kingvale) and the basis of the fee is separate and different from the Town of Truckee's Traffic Impact Fee Program. As part of the Truckee Traffic Impact Fee Program Update, both Nevada County and Town of Truckee staff believe it would be appropriate to update this fee agreement to do the following:

- Limit the parcels that are charged a traffic impact fee for Truckee impacts to only those that
 are adjacent to the Town boundaries, including the Truckee Tahoe Airport, the Hirschdale
 area (including the Raley Property), and the parcel on which the Tahoe Donner Association
 Equestrian Center and Cross Country Center is located (shown in Attachment E).
- Set the traffic impact fee assessed to those parcels to be equal to the fee assessed to Truckee parcels.
- Include a project in the Truckee TIF Program to widen Glenshire Drive and Hirschdale Road between the town limits and Interstate 80 interchange.

In order to complete the effort to incorporate a portion of Nevada County into the fee program, it will be necessary for the Town to modify the existing agreement with Nevada County regarding the traffic impact mitigation fees collected in the unincorporated portion of Eastern Nevada County. Under this agreement Nevada County would agree to (1) adopt the Traffic Impact Fees and nexus study approved by the Town and apply these fees to the aforementioned areas of unincorporated Nevada County and (2) continue to transfer Traffic Impact Fees collected for development in these areas to the Town of Truckee. Also under this agreement, the Town of Truckee would agree to take the lead on funding for and construction of the widening of Glenshire Drive and Hirschdale Road between the Truckee town limits and I-80.

It is also worth noting that a portion of the costs for shoulder widening improvements for projects within the Town of Truckee (identified in the revised Table 2, **Attachment B**) are assumed to be funded with maintenance funds, with the roadway widening project being timed to coincide with

major maintenance activity. Because the Town has the ability to allocate other local funds (such as Measure V) to this maintenance, the widening project costs are factored down by 40 percent to reflect the funding that would be provided with maintenance funds. However, in Nevada County, where there is not another local funding source (such as a road maintenance sales tax), it is not certain that 40 percent of the project cost will come from elsewhere. Therefore, this reduction is not applied to the road widening project in Nevada County.

POLICY DISCUSSION TOPICS

Based on comments received by CATT and the opinion of staff, there are two discussion topics staff suggests Council consider: 1) funding responsibility for the Pioneer Trail and Bridge Street Extension and 2) frontage Improvements and access for new development. These topics are discussed in detail below.

Pioneer Trail and Bridge Street Extension Funding Responsibility

For those intersections and roadways that currently meet LOS standards, but which will not meet LOS standards at buildout, the current Traffic Impact Fee Program assigns the cost to upgrade those intersections and roadways to future development based on the logic that if there were no additional development in the community, the need for these projects would not exist. This is being referred to as the incremental approach to project cost allocation. Consistent with this approach, it is staff's recommendation that the Pioneer Trail and Bridge Street Extension project be 100 percent funded with Traffic Impact Fees. It is also worth noting that for those projects that do not meet standards under the existing condition, the study applies a methodology to assign only a portion of the improvement costs to future development.

There has been significant discussion by the TIFWG regarding the equity associated with charging 100 percent of the Pioneer Trail and Bridge Street Extension project to new development through traffic impact fees. In particular, CATT has commented that it is unfair to charge new development for 100 percent of the cost of the improvement because members of the existing community will receive benefit from and use this new road. It is staff's opinion that if this philosophy is applied to the Pioneer Trail and Bridge Street Extension project, it should be applied throughout the Program. This would suggest new development has some responsibility for reimbursing taxpayers for the use of existing roadways from which new development receives benefit but has not helped to fund.

CATT has requested, as documented in the attached memo from Development Planning and Financing Group, (DPFG) (Attachment B), that the fee program only fund 35 percent of the project cost. This request is based upon the fact that the Town is 65 percent built out in terms of vehicle miles of travel generation (see Table 1 of draft report), with 35 percent traffic growth remaining. It is CATT's position that only 35 percent of the project should be funded using Traffic Impact Fees because new development only represents 35 percent of the traffic in the town at build out. Staff does not agree with this assessment for the following reasons:

- If no additional development occurred, the project would not be required. Therefore, the
 need for the project is 100 percent triggered by future development. As discussed above,
 this incremental approach is consistent with the methodology used for all other projects in
 the current and proposed fee Programs. Staff recommends applying a consistent approach
 to all projects.
- CATT's request is based on an opinion that future development should only fund a portion
 this project because future development is responsible for 35 percent of all the traffic that will
 exist at build out. This would be referred to as a proportionate cost allocation approach. The
 underlying logic with this approach is that the cost of the project should be split across the

existing and future users of the project. However, if this proportionate cost allocation approach was applied holistically, it would suggest that the entire cost of the existing and future transportation network be allocated in this manner. Therefore, future development would fund not only 35 percent of future transportation projects, but 35 percent of existing transportation projects. Staff would not recommend applying different cost allocation approaches to different projects, especially if the intent is to increase or decrease fees.

- Staff has concerns with applying a different cost allocation approach to the Pioneer Trail and Bridge Street Extension project as it effectively creates a situation where tax payers subsidize new development. If 35 percent of the project is funded with Traffic Impact Fees, 65 percent of the funding (\$13 million) would need to come from other funding sources in order to construct the project.
- Partially funding the project with Traffic Impact Fees would cause potential issues under the
 California Environmental Quality Act (CEQA). In particular, payment of Traffic Impact Fees
 are often used to mitigate traffic impacts under CEQA. If the fees collected only partially fund
 impacts generated by future development (by partially funding projects that are only required
 because of future development), payment of the fees may only partially mitigate impacts. In
 addition, without a fully funded project, there is no guarantee it will ever be built. This could
 have detrimental effects on future development in Truckee as individual projects may be
 required to build large traffic improvement projects to adequately mitigate their impact.

As discussed in the attached comment letters (*Attachment C*), Mountain Area Preservation (MAP) and Truckee Trails Foundation (TTF) advocate for this project to be 100 percent funded with the fee program as growth and development are the catalyst for the required connection. In the letters MAP and TTF also express support for the methodology used throughout the fee program to assign funding responsibility.

Frontage Improvements for New Development

Another important issue for the Council to consider is how to address projects that are in the TIF Program, but that also provide direct access to undeveloped land. Staff is recommending language be included in the Truckee Area Traffic Impact Fee Study to suggest that new development projects be required to construct the portion of the roadways that serve undeveloped land within those projects and clarify that the expense of that roadway construction would not be eligible for credit or reimbursement under the TIF Program. If the roadway is required before the development, TIFs may be used by the Town to construct the roadway. This language is consistent with past practice.

An example of when this policy might be applied is with the Railyard Development. Under the proposed language, if the Railyard develops in the near future, the developer would be responsible for building the portion of the Church Street Extension (a project identified in the TIF Program) that provides access to undeveloped land in the Railyard. Assuming that the Railyard project moves forward, this proposed language would make the costs associated with construction of the portions of the Church Street Extension that serve the undeveloped Railyard land ineligible for reimbursement or credit under the TIF Program.

An example of where this approach has been used in the past is with the construction of a portion of Pioneer Trail and Comstock Way:

Although Comstock Way was part of the original "Tahoe Donner Connector" roadway
identified in the 1999 TIF Program, it was built and 100 percent funded by the Pine Forest
Subdivision as it directly serves that project.

• The section of Pioneer Trail that fronts the Pioneer Commerce Center was required to provide access to the project. However, when the Pioneer Commerce Center was approved, it was determined that a center turn lane would also be required along the roadway to accommodate future traffic growth resulting from the roadway being extended to Tahoe Donner in the future. As only a two-lane roadway would be required to provide access to the project absent the future extension of the roadways, the Pioneer Commerce Center was required to fund the two travel lanes, curb, and gutter for the roadway, but Traffic Impact Fees were used to reimburse the costs associated with building the center turn lane, the need for which was generated by the future roadway extensions.

Proposed Fee Calculation

The "Additional Funds to be Collected from the Truckee Area TIF Program" per the revised Table 2 (*Attachment B*) is estimated to be \$59,751,260. This number is divided by the future growth in DUEs (10,715) to calculate the fee per DUE of \$5,576. The current fee per DUE is \$5,926 and so this new fee represents a 6 percent reduction.

Project Schedule

The proposed TIF Program update schedule is as follows:

- January 12, 2016: Town Council review and provide comment on draft Truckee Area Traffic Impact Fee Study.
- January 13 February 2, 2016: Staff and LSC prepare final Truckee Area Traffic Impact Fee Study for adoption.
- February 9, 2016: Hold Public Hearing for fee adoption and first reading of ordinance implementing new fee.
- February 23, 2016: Second reading of ordinance implementing fee.
- April 25, 2016: Fee goes into effect.

Conclusion

Staff recommends that Council review the draft report, consider the key issues outlined above, and provide recommended changes to be made for the final report. If significant changes are required, Council may also elect to direct staff to return with a second draft of the report prior to holding a public hearing.

FISCAL IMPACT: Adoption of the Traffic Impact Fee program would generate a projected \$59,751,260 to be used towards implementing the transportation improvements necessary to mitigate the effects of growth within the Town of Truckee through town build out according to the Truckee General Plan.

<u>PUBLIC COMMUNICATIONS:</u> In addition to the participation in the working group, staff has participated in the following additional public outreach:

- Presented the results of the Draft Traffic Impact Fee study to Tahoe Donner Association.
- Presented information regarding the Program update at two CATT Local Government Affairs Committee meetings
- Met individually with Working Group members (TTUSD, MAP, TTF) to answer questions and discuss concerns.

ATTACHMENTS:

Attachment A - Draft Truckee Area Traffic Impact Fee Program Report

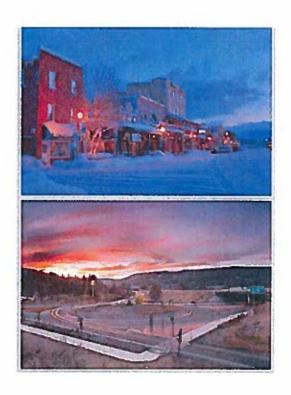
Attachment B – Revised Table 2, TIF Projects, Cost Estimates, and Percent Funding Responsibility

Attachment C - Comment Letters: Development Planning and Financing Group for Contractors
Association of Truckee Tahoe, Mountain Area Preservation, and Truckee Trails Foundation

Attachment D - Placer County Traffic Impact Fee Program Project List

Attachment E - Nevada County TAZs

Truckee Area AB 1600 Traffic Impact Fee Study



Prepared for the **Town of Truckee**

Prepared by



LSC Transportation Consultants, Inc.

Truckee Area AB 1600 Traffic Impact Fee Study

Prepared for the

Town of Truckee 10183 Truckee Airport Road Truckee, California 96161 (530) 582-7700

Prepared by

LSC Transportation Consultants, Inc. 2690 Lake Forest Road, Suite C P. O. Box 5875 Tahoe City, California 96145 (530) 583-4053

December 8, 2015

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Impact fee programs are a common public sector funding mechanism for capital improvements associated with development, and have become particularly common with regards to traffic improvements. A Traffic Impact Fee (TIF) program can both help a community ensure that roadway improvements can be funded, and that individual projects are handled in an equitable and efficient manner. Truckee's original Truckee TIF fee program began in 1999, and was last fully updated in 2007. Prior to 1999, a traffic impact fee program was in place that was implemented by Nevada County before the Town's incorporation in 1993. The TIF fee has been updated annually since 2007 to reflect inflation in construction costs.

This report documents a full update of the TIF program. This update differs from the previous version in that nearby areas of unincorporated Nevada County are included in the program area, including the Truckee Tahoe Airport and the Hirschdale area.

The first step was to update the Truckee area TransCAD model as described in the *Truckee TransCAD 2014 Traffic Model Report*, (LSC October 21, 2015). The reader is encouraged to refer to this other document for additional information on the land use inventory, land use forecasting and modeling process.

Next the list of intersection and roadway projects included in the TIF program was updated based on a Level of Service analysis and other measures of adequacy. As the largest potential project in the area, the Pioneer Trail and Bridge Street extensions project was analyzed in depth. Next, the percent of each projects cost that can be allocated to the TIF program was calculated. Finally, the Dwelling Unit Equivalent (DUE) conversion table was updated and the resulting fee per DUE was calculated.

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The Truckee area sits at a busy crossroads of the Sierra roadway network. In addition to the I-80 trans-Sierra corridor, the Town sits at the junction of State Route (SR) 89 South and SR 267 providing regional access south to the Lake Tahoe Basin, and SR 89 North providing access to Sierra County, Plumas County and beyond. Development in Truckee and the surrounding region, as well as growth in traffic passing through the region, results in increased traffic levels.

Land Use Forecasts

Table 1 presents a summary of existing and forecast future land use and travel characteristics, as detailed in the *Truckee TransCAD 2014 Traffic Model Report*. These future land uses reflect build-out of the Town of Truckee *General Plan*, as well as zoning of the unincorporated Nevada County areas included in the fee program area. As shown, the number of dwelling units is forecast to increase by 55 percent, the number of lodging rooms by 98 percent and the total floor area of commercial, office and industrial land uses by 79 percent. As a result, the Truckee TransCAD computer transportation model indicates that total Vehicle-Miles of Travel (VMT) within the Town will increase by 53 percent by buildout.

				Growt	h
	Units	Existing ¹	Build Out	#	%
Land Use					_
Housing Units	DU	12,858	19,990	7,132	55%
Lodging Units	Rooms	561	1,113	552	98%
Non-Residential Floor Area ²	Square Ft	2,559,000	4,593,000	2,034,000	79%
PM Pk Hr Vehicle Miles of Trave	el in Truckee	36,985	56,670	19,685	53%

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Traffic Impact Fee Projects

To be defensible, projects to be included in a TIF program must be justified through a traffic study. All intersection and roadways with the potential of having a deficiency were evaluated. Existing and future traffic volumes were generated based on intersection counts in the summer of 2014 and traffic growth from the Truckee TransCAD Traffic Model. The resulting volumes are shown in Appendix A. The Level of Service (LOS) was determined for each intersection and compared to the Town of Truckee standards (as detailed in the Circulation Element of the *General Plan*). Table A-2 in Appendix A presents all LOS results. All intersections that exceeded the LOS standard were included in the TIF project list, as shown in Table 2. Detailed mitigations for these intersections are shown in Table A-3 in Appendix A.

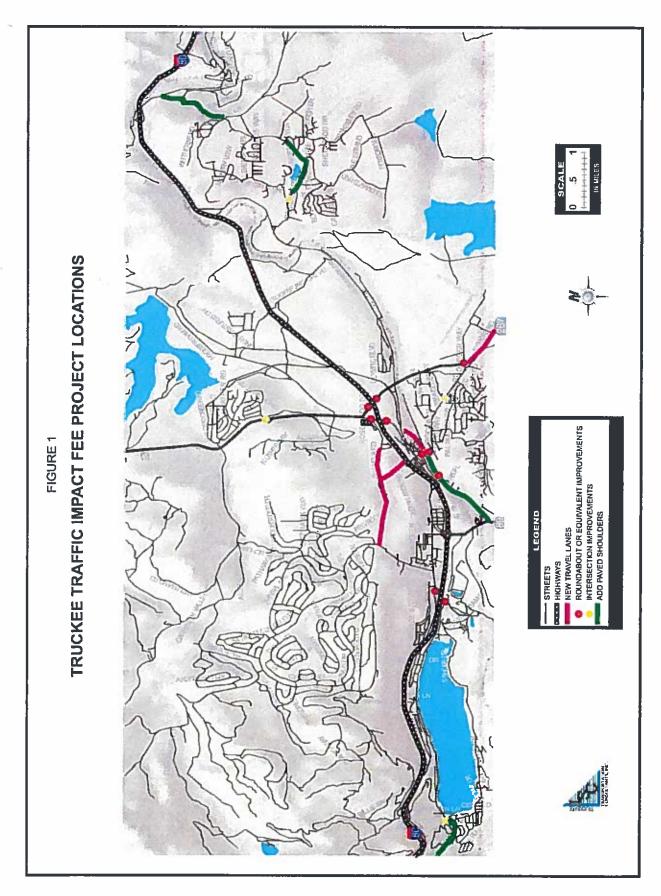
As the largest project in the area, the Pioneer Trail and Bridge Street extensions project was analyzed in depth, as reported in Appendix B. In summary, without these projects the LOS on Donner Pass Road between SR 89 South/Frates Lane and Northwoods Boulevard would fail to achieve standards. Therefore, these projects were found to be warranted for inclusion in the TIF program, as the only means of addressing LOS deficiencies along Donner Pass Road that is consistent with the *General Plan*. These roadway extensions also avoid the need for a left turn lane on SR 89 North at Alder Creek Road, and ensure that Alder Creek Road traffic levels will stay within Town standards.

The resulting list of projects is presented in Table 2, and their locations are indicated in Figure 1. Note that all of these projects are expected to be required in order to achieve Town and Nevada County standards by buildout, with one exception. The widening to four lanes of SR 267 between Brockway Road and the Truckee/Placer line is warranted by the Placer County daily traffic threshold of 25,000 vehicles per day, but not warranted by Truckee volume thresholds. However, tapering from four lanes to two lanes along the relatively short segment of SR 267 between the county line and the beginning of widening for turn lanes at the Brockway Road intersection is not feasible. Therefore, widening of SR 267 between the county line and Brockway Road is included in this program (consistent with the 2007 Truckee TIF program).

Estimated construction costs for each improvement were developed by Town of Truckee Engineer Division staff. These estimates include project development (engineering, environmental clearance, and construction management). The resulting costs are "planning level" estimates for purposes of this impact fee program – a more detailed engineering analysis would undoubtedly result in differing estimates. As shown in Table 2, preliminary intersection and roadway improvements are estimated to total \$71,350,000 in capital costs.

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TABLE 2: TIF Projects, Cost Estimates and Percent Funding Responsibility General Plan Build out Readway Improvement Needs	d Percont Funding Responsi	blith											
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Allocation of Project Funding Requirements

The cost of these improvements can only be funded through a TIF program to the degree that the need for the improvements are generated by future development within the jurisdiction instituting the TIF. This "rational nexus" test ensures that future developers are not required to pay traffic impact fees that are not specifically required to address the impacts generated by development within the jurisdiction.

There are two parts to defining the proportion of improvement costs that can be assigned to future growth in the impact fee area: defining the proportion associated with Truckee/Eastern Nevada County development (versus development in other jurisdictions), and defining the proportion of responsibility for an improvement that is due to future growth (versus existing development).

Assigning Funding Responsibility to Truckee Area Development versus Development in Other Jurisdictions

The "rational nexus" requirements of a traffic impact fee program require that funding responsibilities reflect the proportion of total future need generated by development within the impact fee district. The TransCAD model was used to identify the proportion of traffic volume through each roadway element, requiring improvement that is generated by future development in the TIF area. As is standard practice in traffic impact fee programs, these proportions represent those trips with one or both trip-ends within the TIF Area. As shown in Table 3 under the column "% of Total Traffic Growth Generated by TIF Area," these proportions vary from a low of 79 percent at the Donner Pass Road/I-80 Westbound Ramps (West Interchange) to a high of 100 percent at Donner Pass Road/Bridge Street.

Assigning Funding Responsibility to Existing versus Future Development

Defining the proportion of development impacts associated with future growth is straightforward for those projects that currently attain LOS standards but which will fail by buildout: all of these costs are assigned to future development (though not only to Truckee area development, as discussed above). For instance, the Donner Pass Road/Pioneer Trail intersection currently attain LOS standards but will fail at buildout, and therefore all costs needed to attain LOS standards at buildout are the responsibility of future development. Similarly, conditions along Donner Pass Road between SR 89 South and Northwoods Boulevard currently meet LOS standards, indicating that the Pioneer Trail extension (identified as the means to mitigate future LOS deficiencies along this section of Donner Pass Road) are the responsibility of future growth.

		Thei	Inckee Traffic Model PM Peak-Hour Generated Traffic Volumes	Hour Generat	ed Traffic Volumes						
			2014		Buld-Out				•	% of Capacity	% of Total Funding
			Study Area-Generated Traffic Volumes (At Least	TotalPi	Study Area-Generated Traffic Volumes (At Least	% of Total Traffic Growth	Average	Average Daily Traffic Volumes	1	Exceedance Generated by	That is the Responsibility of
Street / Intersection	Segment	Volumes	One Impercain Study Area)	Volumes	Cree inp Engin Study Area)	TIF Area	Volume		Capacity	Development	In TIF Area
Truckee Intersections											
Dormer Pass Road / Cold	Dorner Pass Road / Cold Stream Road / 180 EB Ramps	1,090	1,034	1,460	1,365	89%		Note 1		80%	71%
Dormer Pass Road / 450 V	Donner Pass Road / 480 WB Ramps (West thercharge)	1,010	970	1.129	1,064	79%		Note 2		100%	79%
West River Street / Mcker Crossing	Crossing	980	970	2,100	2,035	3696		Note 2		100%	%96 %
Dorner Pass Road / Bridge Street	le Street	1,411	1,389	2,091	2,091	100%		Note 1		83%	83%
Bidge Street/West River Street	Street	1,686	1,644	2,952	2,887	38%		Note 1		85%	83%
Donner Pass Road / L80 E	Donner Pass Road / I-80 EB Off Ramp (Eastern Interchange)	1,096	1,068	1981	1,946	3666		Note 2		100%	%55
Dormer Pass Road / Piorwer Trail	ter Trail	1,301	1,273	2,491	2,456	3686		Note 2		100%	%66
SR 267 / 1-80 WB Ramps		1,431	1,118	2,962	2,546	93%		Note 2		100%	93%
SR 267 / H80 EB Ramps		1,661	1,189	3,357	2,692	89%		Note 2		100%	89%
SR 267 / Brockway Road		2,169	1,676	4,517	3,817	91%		Note 2		36001	818
Glenshire Drive / Dorchester Road (West)	ter Road (West)	810	910	1,348	1,348	100%		Note 1		52%	52%
SR 89 North / Rainbow Road	ad	198	541	814	989	91%		Note 2		100%	91%
Brockway Road / Reynolds Way	s Way	906	799	1,422	1,399	97%		Note 2		100%	97%
Donner Pass Road / South Shore Drive	h Shore Drive	478	423	720	626	84%	i	Note 2		100%	54%
Truckee Roadways											
Pione er Trail & Bridge Street Extensions	eet Extensions	,		e e	,	100%		Note 3		100%	100%
Church Street Extension	Donner Pass Road to Glenshire Drive	1,334	1,334	1,789	1,789	100%		Note 4		100%	100%
SR 267	Brockway to Placer County Line	1,797	1,336	2,609	2,143	9008	21,234	34,036	25,000	100%	80%
Gienshire Drive	Berkstine Circle to Witshire Lane	369	369	716	716	100%	3,889	7,547	2,000	89%	9699
Dormer Pass Road	South Share Dave to Town Limits	282	239	515	421	83%	3,378	5,885	2,000	65%	54%
West River Street	Aff	715	695	1,834	1,769	96%	8,187	20,999	2,000	67%	64%
Nevada County Roadway	Vewb										
Glenshire Drive Improvements	Truckee Town Limits to Hirschdale Rd	255	205	478	476	100%	2,475	4,760	2,000	83%	83%
Note 1: Based on Increme Note 2: As existing conditi Note 3: As existing conditi Note 4: As existing conditi	Note 1: Based on incremental LOS analysis rather than sobal intersection volume. Note 2: As existing conditions achieve LOS standards, alfuture exceedance is the responsibility of flaire development. So 3: As existing conditions and power Poss fload between Northwoods Drive and 89 South achieve LOS standards, alfuture exceedance is the responsibility of flaire development. Note 4: As existing conditions at Downer Pass Road Celenstrie Drive achieve LOS standards, alfuture exceedance is the responsibility of flaire development. Note 4: As existing conditions at Downer Pass Road Celenstrie Drive achieve LOS standards, alfuture exceedance is the responsibility of flaire development.	olume. nce is the resp lods Drive and leve LOS stan	orsibility of future developm 189 South achieve LOS sta clards, all future exceedant	nent ndards, all futu e is the respor	n volume. dance is the responsibility of future development. Process Drive and BS South active ve. LGS standards, affuture exceedance is the respons active ve. LCS standards, all future exceedance is the responsibility of future development.	nsibitty of future den	welpment				

For those projects that do not attain LOS or design standards at present, the following methodology was used to identify that proportion of improvement costs that are the responsibility of future development:

% Responsibility of = <u>(Future Volume - Existing Volume)</u>
Future Development (Future Volume - Existing Capacity)

For example, if the capacity of a roadway element is 1,000 vehicles per hour, the existing volume is 1,100 vehicles per hour and the future volume is 2,000 vehicles per hour, the proportion of improvement costs that are the responsibility of future development would be (2,000 - 1,100)/(2,000 - 1,000), or 90 percent.

The measure of traffic capacity differs between various roadway elements:

- The need for additional turn lanes as an intersection improvement is a function of the main street "advancing" volume (the through volume approaching in the same direction as the turning volume), the opposing volume (the through volume approaching in the opposite direction as the turning volume), and the proportion of turning volumes. As regional growth in traffic would largely impact the advancing and opposing volume, the growth in those volumes was evaluated. Existing capacity at each location was determined by identifying the advancing volume that initially meets warrants (the lowest volume that triggers the need for the roadway improvement), at existing opposing volume and proportion of turning volumes.
- The need for shoulder widening is triggered when the daily traffic volume exceeds the
 capacity of a collector street (2,000 Average Daily Traffic volume, per Town standards), as
 this is the largest roadway classification in the Truckee Public Improvement and Engineering
 Standards that does not require a shoulder. ADT volumes were estimated from the peak
 hour volume forecasts generated by the Town TransCAD model using ADT/peak hour
 factors identified in the General Plan Traffic Study.

The calculation of these proportions (for those elements not wholly the responsibility of future development) are shown in Table 3, under the column "% of Capacity Exceedance Generated by Future Development". In addition, a portion of the costs for shoulder widening improvements are associated with repaving of the existing roadway. As this is an ongoing maintenance responsibility (and thus not eligible for AB 1600 funding), these costs are factored down by 40 percent.

Overall Future Truckee Area Funding Development Responsibilities

Multiplying the proportion of funding responsibility assigned to future development for each project by the proportion of funding responsibility assigned to Truckee area development yields the overall proportion of funding assignable to future Truckee area development. The "% of Total Project Funding That is the Responsibility of Future Development in TIF Area" represents

the percentage of project cost that can be collected (% Eligible for Collection) from new development through the AB 1600 TIF Program going forward. As the AB 1600 program is updated, this percentage will generally be equal to or less than what it was in previous AB 1600 programs. This is due to traffic growth that occurs between AB1600 program updates which causes existing intersection or roadway operations to deteriorate from acceptable levels in earlier AB1600 studies to unacceptable levels in later AB1600 studies. When an intersection or roadway reaches an unacceptable LOS, only a portion of the improvement costs of that intersection or roadway can be collected from the AB1600 program going forward. Multiplying the result by the estimated cost of each improvement yields the maximum potential funding responsibility of the Truckee Area TIF program. Summing over all projects yields a total of \$61,540,100, as shown in Table 2.

In some instances, roadway connections (or portions of roadway connections) that are in the TIF project list are also required to serve new development (e.g. Pioneer Trail and Bridge Street Extensions). If the roadway has not been built prior to the development which requires it for access, the private development would be responsible for funding and constructing the portion of the roadway that serves the development. Traffic Impact Fees would not be used to reimburse the construction costs and the project cost included in the Traffic Impact Fee Program would be adjusted accordingly (reduced to account for the portion of the roadway that was built by private development).

Adjustments to the TIF project costs will occur annually during the AB 1600 Traffic Impact Fee annual report and public hearing. This hearing is held to comply with the provisions of Government Code Section 66006, which requires each public entity that collects AB 1600 fees to provide an annual report and to hold an annual public hearing that discloses the amount of fees collected during the previous fiscal year, as well as the amount of interest earned on those fees. The statute also requires that the public entity disclose the amount of funds which have been spent on given projects over the previous fiscal year.

Proportion of Project Costs Eligible for AB 1600 Funding

Independent of the discussion of total funding that is the responsibility of future traffic growth in the study area is the question of the proportion of each project's costs that can be currently charged to new development through the AB 1600 TIF Program. The figures presented in the column entitled "% of Project Costs Eligible for AB 1600 Funding (% Eligible for Implementation)" in Table 2 presents this latter figure for each project, representing the percentage of AB 1600 TIF funds that can be used to fund a project at the time that it is constructed.

As an example, the Bridge Street/West River Street intersection has been included in the TIF Program since 1999. The intersection operated at an adequate LOS at that time. Therefore, the "% of Total Funding That is the Responsibility of Future Development in the TIF Area" was 100% in the 1999 TIF Program. Under 2015 conditions, it has been determined that the "% Eligible for Collection" is only 83% of the project costs going forward because traffic growth that has

occurred between 1999 and 2015 caused the intersection to deteriorate from an acceptable LOS in 1999 to a substandard LOS in 2015. As the Town has been collecting fees for this intersection since 1999, and the "% Eligible for Collection" from that time to now has been 100%, it is appropriate that the "% Eligible for Implementation" continue to remain at 100% even though the "% Eligible for Collection" going forward will be reduced to 83%.

However, in some instances, the % Eligible for Collection in the current fee program is higher now than it was in previous fee programs. This is due to the fact that 1) the fee program includes additional areas outside the Town of Truckee limits that were not included in previous programs (thereby increasing the traffic volume associated with development in the fee area) and 2) changes in future traffic volume forecasts resulting from the updated traffic model. In these locations, the % Eligible for Collection is the same as the % Eligible for Implementation for individual projects.

Funding Associated with Truckee – Eastern Placer Cross-Jurisdictional Impacts

From a circulation perspective, the Truckee area is part of a larger region that also contains the eastern portion of Placer County (east of the Sierra Crest). As a result, there is a substantial traffic impacts in one jurisdiction associated with development in the other. The Truckee Area TIF program is therefore designed to generate funds associated with impacts of Truckee area development in eastern Placer County, matched with a parallel element of the Placer County "Tahoe Resorts" benefit district TIF program for impacts on Truckee area transportation elements associated with development in eastern Placer County.

The cost of \$7,886,941 is identified based upon the impact of Truckee area development on eastern Placer County projects. These funds will be retained by the Town of Truckee for expenditure on projects within the Truckee TIF area. In exchange, Placer County will collect fees on eastern Placer County development in consideration of the allocated impact on projects in Truckee, and will retain these fees for expenditure on projects within eastern Placer County. As these two allocated cost figures are very close to equal (as discussed in the 2007 Truckee TIF Update), this mechanism allows fees to be collected that represent the cross-jurisdictional impacts between Truckee and Placer County, without incurring the administrative costs and issues associated with actual transfer of funds between the two jurisdictions. For this reason, Table 2 does not include funding responsibility of development in eastern Placer County towards improvements in the Truckee area, as these fees will be collected and retained by Placer County.

Unincorporated Nevada County Considerations

As discussed above, this fee program encompasses portions of unincorporated Nevada County adjacent to the eastern town boundary, specifically the Truckee Tahoe Airport, the Hirschdale area (including the Raley Property) and the old Boca town site. The project list includes one improvement project in this area, consisting of improvements to Glenshire Drive between the Truckee town limits and Hirschdale Road to attain current Nevada County roadway standards.

In order to complete the effort to incorporate a portion of Nevada County into the fee program, it will be necessary for the Town to modify the existing agreement with Nevada County regarding the traffic impact mitigation fees collected in the unincorporated portion of eastern Nevada County. Under this agreement Nevada County would agree to (1) adopt the traffic impact fees and nexus study approved by the Town and apply these fees to the aforementioned areas of unincorporated Nevada County and (2) transfer traffic impact fees collected for development in these areas to the Town of Truckee. Also under this agreement, the Town of Truckee would agree to take the lead on funding and construction of the widening of Glenshire Drive between the Truckee town limits and Hirschdale Road.

Total Truckee Area TIF Program Funding

As shown in the bottom portion of Table 2, adding the \$7,886,941 associated with cross-jurisdictional impacts to the \$61,540,000 of TIF fees for Truckee area improvements yields a total cost to future Truckee area development of \$69,427,041. The existing Town TIF program has a current positive fund balance of \$6,177,315. Subtracting these funds, the total net future funding requirements of the program is \$63,249,726.

While there are other funding sources that could potentially fund a portion of the various improvement projects, none of these other sources are certain. Therefore, no reductions in TIF funding responsibilities are made to reflect other funding sources.

Calculation of Dwelling Unit Equivalents

For a TIF program, future development is considered in terms of the number of "Dwelling Unit Equivalents" (DUEs) expected to occur in the jurisdiction. DUEs are the standard measure of development used in traffic impact fee programs, and represent the level of traffic generated by one permanently occupied Single-Family Dwelling Unit (SFDU). As mentioned above, it is necessary to estimate total growth in DUEs for all forecast future land uses in Town of Truckee through buildout. For each land use type, the following steps were applied:

- As shown in Table 4, trip generation rates are identified, based upon the Institute of Transportation Engineers *Trip Generation Manual* (9th Edition), which is used for consistency across the various land use types.
- The percentage of new trips is identified. This factor reflects the fact that some trips to
 many land use types are already on the area's roadways, and simply "stop by" as part of
 longer trips. For instance, a relatively high proportion of trips to and from gas stations are
 made as part of longer trips, and a correspondingly small proportion are new trips. Values
 are drawn from the ITE *Trip Generation Handbook* where available as well as "Impact Fees –
 Issues, Concepts and Approaches," Steven A. Tindale, ITE Journal, May 1991.

- Multiplying the trip rate times the percentage of new trips' yields the new vehicle-trips per
 unit of development for each development type. Dividing by the new vehicle-trips
 associated with a SFDU yields the DUE per unit of development for each land use category
- As shown in Table 5, multiplying by the quantity of future development for each land use category and summing over all categories yields an estimated future growth in DUEs of 10,715.

Calculation of TIF Fee per DUE

The total funding responsibility of future Truckee area growth (\$63,249,726) can then be divided by the future growth in DUEs (10,715) to define the fee per DUE of \$5,903, as shown in the bottom portion of Table 5. This fee should be applied to all new development (both private and public) occurring in the Town of Truckee and adjacent portions of unincorporated Nevada County within the fee area that results in an increase in traffic volume. The fee level should be adjusted (on an annual basis) based upon construction cost inflation factors (typically those prepared by *Engineering News Record*). The fee level could also be adjusted in the future as future traffic analyses identify the need for changes in the roadway improvement project list. Fees for all development projects which require building permits would be paid prior to the issuance of building permits. Fees for new development projects which do not require building permits would be paid before any other applicable county approval is made final.

Calculating DUE Figures for Specific Projects

The calculation of equivalent DUEs for specific development projects will be conducted based upon the rates shown in Table 4.

TABLE 4: Dwelling Unit Equivalent Factors

Fee Formula:

\$5,903 x DUE per Unit x Units (from Project) = fee

Land Use Category	Unit	ITE Land Use Code	PM Peak Hour Trip Rate Per Unit ¹	% New Trips	New Trips per Unit	DUE per Unit
Residential				-		
Single-family ¹	טם	210	1.00	100%	1.00	1.00
Multi-family ²	עם	220	0.62	100%	0.62	0.62
Mobile Home	עם	240	0.59	100%	0.59	0.59
Retirement	עם	252	0.25	100%	0.25	0.25
Hotel/Motel	Room	310	0.7	100%	0.70	0.70
Office				10010		
General Office	1,000 s.f.	710	1.49	100%	1.49	1.49
Medical Office	1,000 s.f.	720	3.57	100%	3.57	3.57
Commercial						
General Retail	1,000 s.f.	Note 4	6.08	43%	2.64	2.64
Multiplex Movie Theater	1,000 s.f.	445	2.94	100%	2.94	2.94
Restaurant - Quality or High-Turnover	1,000 s.f.	931, 932	8.67	37%	3.23	3.23
Fast Food Restaurant / Coffee Shop	1,000 s.f.	933, 934	29.4	30%	8.78	8.78
Supermarket	1,000 s.f.	850	9.48	34%	3.24	3.24
Convenience Market	1,000 s.f.	851	52.4	24%	12.5	12.5
Bank	1,000 s.f.	912	24.3	27%	6.56	6.56
Gas Station	Fueling Position	944	13.87	13%	1.79	1.79
Health Fitness Club	1,000 s.f.	492	3.53	75%	2.65	2.65
Industrial		i		i		
Light Industrial	1,000 s.f.	110	0.97	100%	0.97	0.97
Warehouse	1,000 s.f.	150	0.32	100%	0.32	0.32
Hospital	1,000 s.f.	610	0.93	77%	0.72	0,72
Public Park	Acre	417	0.2	100%	0.2	0.20
School						
Elementary School	1,000 s.f.	520	1.21	80%	0.97	0.97
Middle School	1,000 s.f.	522	1.19	80%	0.95	0.95
High School	1,000 s.f.	530	0.97	80%	0.78	0.78
Community College	1,000 s.f.	540	2.54	80%	2.03	2.03

Note 1. A secondary dwelling with a floor area greater than 850 square feet shall be considered a single-family residence for the purpose of this Ordinance. Any single-family residence in excess of three bedrooms will be assessed an additional 0.33 DUE per bedroom in excess of three bedrooms.

2014 Truckee TIF.x/sx

Note 2. Multifamily units are any attached units (including duplex). In addition, a secondary dwelling with a floor area of 850 square feet or less shall be considered a multifamily residence for the purpose of this Ordinance.

Note 3: PM peak-hour of adjacent street traffic

Note 4. Trip generation rate based on calibrated Town of Truckee Model.

and Use Category	Unit	DUE per Unit	Growth in Land Use	DUE
Single-family	DU	1.00	4,705	4,705
Multi-family	DU	0.62	2,264	1,404
Mobile Home	DU	0.59	37	22
Retirement	DU	0.25	126	32
Hotel/Motel	Room	0.70	562	393
Office	1,000 s.f.	1.49	557	830
Medical Office	1,000 s.f.	3.57	9	32
General Retail	1,000 s.f.	2.64	692	1,827
Multiplex Movie Theater	1,000 s.f.	2.94	24	71
Restaurant - Quality or High-Turnover	1,000 s.f.	3.23	30	97
Fast Food Restaurant / Coffee Shop	1,000 s.f.	8.78	17	147
Supermarket	1,000 s.f.	3.24	40	130
Convenience Market	1,000 s.f.	12.53	17	210
Bank	1,000 s.f.	6.56	5	33
Gas Station	Fueling Position	1.79	12	21
Health Fitness Club	1,000 s.f.	2.65	25	66
_ight Industrial	1,000 s.f.	0.97	658	639
<i>N</i> arehouse	1,000 s.f.	0.32	7	2
Hospital	1,000 s.f.	0.72	3	2
Public Park	Acres	0.20	261	52
Total DUE				10,715
Calculation of Traffic Impact Fee per	DUE			
Total Funding Responsibility of Future 1	Truckee Growth			\$63,249,726
Fee per DUE				\$5,903

ADLE A.T. miss section Design Volumes		Northbound			Southbound			Eastbound	- 1		Westbound			
Intersection	Left	The	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Total	
Exlecting Donner Pass Road / I-80 EB Off Ramp (Eastern Interchange)	0	454	0	0	289	0	162	o	122	0	0	0	1,047	
Donner Pass Road / Ploneer Trait	96. 5	407	24	£ 0	273	136	120	က လို	216	2 48	4 K	7.	1,371	
SR 89 North / Alder Drive / Prosser Clam Road	22	383	256	7	269	15	17	0	3 18	5 5	j w	· 무	928	
SR 89 North / Rainbow Road	0 0	278	132	55.5	207	0 (0 8	0	0 }	88 4	0 0	걸	739	
SR 267/I-80 Westbound	376	310	۾ م	50	364	- \$	3 0	0	- F O	o <u>t</u>	o	118	1,781	
Donner Pass Road / Cold Stream Road / I-80 EB Ramps	48	85	88	132	70	28	156	235	75	66	418	131	1,582	
Donner Pass Road / I-80 WB Ramps (West Interchange)	<u>8</u> c	00	119	0 8	00	0 9	0 3	423	33	 (449	0 2	1,223	
Donner Pass Road / SR R9 South / Frates	- ½	⇒ <u>₹</u>	2 2	25 E	⊃ ₹	ž 2	¥ 5	292	o 2	~ <u>\$</u>	280	3 %	1,520	_
West River Street / Mciver Crossing	g un	-		35	30	5 22	124	348	11	<u> </u>	208	8 £	2 80 2 80	
Donner Pass Road / McIver Crossing	160	٥	60	0	0	0	0	637	203	40	347	0	1,498	
Conner Pass Road / Engle Street Bridge Street / West River Street	176	111	237 B	11	36. 26.	8 8	86	18 5	240	191	Ø «	4 K	1,380	
SR 267 / Brockway Road	298	800	ത	8	366	126	‡	42	88	2 00	85	ŧ £	2,123	
Donner Pass Road / Glenshire Drive	155	0	144	0	0	0	0	320	252	198	198	0	1,267	
Glenshire Road / Dorthester Road (West) Rombway Road / Revorde Way	0 0	00	00	3 g	0 0	97	195 a	227	0 0	0 0	102 486	S S	684	
SR 89 South / L80 Westbound	<u>\$</u>	404	. 0	20	286	113	20	ĝo	00	208	5 2	143	1.597	
SR 89 South / H80 Eastbound	22	519	387	263	205	0	52	9	294	0	0	0	2,048	
SR 89 South / Deerfield Orive Brookless / Delication	132	86	o ç	% c	238	257	8	0 2	8 8	٥ ۾	0 8	0 0	1,891	
SR 69 North / Alder Creek Road	71 <i>7</i>	174	3 4	2 4	- <u>5</u>	5 01	9	5 a	513	2 8	294 7	9	1,08d 5,63	
Glenshire Drive / Dorchester Drive (East) Donner Pass Road / South Shore Dr	13	& o	0 %	00	127	& o	78	0 74	21, 21	112	217		401	
Donner Pass Road / I-80 EB Off Ramp (Eastern Interchange)	0 4	902	0;	0 9	230	0 8	8	0	522	o !	0 0	0 8	1,923	
Donner Pass Road / SR 89 N	480	K 6	2 5	28	229	2 E8	334	229	618	23	124	2, 73	3,008	
SR 89 North / Alder Drive / Prosser Dam Road	8	472	112	Ξ	329	15	22	2	28	77	7	Ξ	1,270	
SR 89 North / Rainbow Road SR 267/1-80 Eastbound	00	274 1188	229 478	43 22 43 22	226	00	o 8	00	0 \$	159	0 0	<u>ڻ</u> د	923	
SR 267/I-80 Westbound	577	710	20	} 0	918	149	n o	0	30	30,0	→	225	2,887	
Donner Pass Road / Cold Stream Road / I-80 EB Ramps	88 E	116	117	1 69	77	21	238	268	102	152	529	23	1,947	
Connet Pass road / Hou vyo ramps (yvest interchange) Connet Pass Road / Northwoods	£ -	o c	g .	220	-	0 07	247	373	g c	c	286	0 2	98.4	
Donner Pass Road / SR 89 South / Frates	252	183	122	8	222	52	2	235	33	259	8 8	121	2,287	
West River Street / Michael Crossing	ر د	۲.	0	404	0	92	129	648	1	0	470	182	1,932	
Donner Pass Road / Ridde Street	273 78	- F	5 %	= 2	o å	o 5	0 8	487	25 t	25	33	o ;	1,618	
Bridge Street / West River Street	526	617	 } ∓	3 ₽	406	216	237	32 55	812	22	§ £	3 5	2.934	
SR 267 / Brockway Road	440	920	146	344	699	231	249	239	323	127	298	468	4.484	
Donner Pass Road / Gienshire Drive Glenshire Road / Domhaeler Road (Mass)	9	00	265	0 %	0 0	0 ;	0	464	282	404	315	0 ;	1,697	
Brockway Road / Reynolds Way	- 0	0	00	8 8	0	160	46	628	0 0	0 0	750	9 %	1.554	
SR 89 South / I-80 Westbound	218	413	0	0	708	118	0	0	0	339	2	143	1,939	
SR 89 South / L80 Eastbound SR 89 South / Deerfield Drive	22	567	589	373	670	0 287	247	ω·	25 s	00	Q +	0 2	2.642	
SR 89 North / Ader Creek Road	38	199	, £3	} ~	129	9	ž v	- 13	28 87	n 19	- 63	100	613	_
Glenshire Drive / Dorchester Orive (East) Donner Pass Road / South Shore Dr	23 =1	₹.	0 5	0 0	26. C	88 0	8 0	0 1	8 6	0 2	337	00	554	
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										Tuckee	IIF Intx and	TIF Intx and Roadway Vols V3xls	Vois Vaxisx	

Table A-2: Intersection Level Of Service							
		, iž	Existing Conditions	su	Future W	Future With Bridge Street and Pioneer Trail Extensions	reet and sions
Intersection	Control Type 1,2	Delay	Delay (veh-hrs)	ν. Ο	Delay (sectiveh)	Delay (veh-hre)	υ <u>ς</u>
Donner Pass Road / I-80 EB Off Ramp (Eastern Interchange)	Ston-Controlled	96.9		٥	OVF	OVE	-
Donner Pass Road / Pioneer Trail	Roundabout	9.2	1) «	9.68	24.3	. u.
Donner Pass Road / SR 89 N	Roundabout	6.0	1	<	28.7	ı	_
SR 89 North / Alder Drive / Prosser Dam Road	Roundabout	7.6	ı	∢	9.9	1	٧
SR 267/I-80 Eastbound	Signal	14.3	1	ш	92.9	ı	ш
SR 267/I-80 Westbound	Signal	27.2	ı	ပ	132.4	ı	ш.
Donner Pass Road / Cold Stream Road / I-80 EB Ramps	All-Way Stop-Controlled	69.7	8.1	ıL	75.0	11.0	#L
Donner Pass Road / I-80 WB Ramps (West Interchange)	Stop-Controlled	56.3	3.1	Œ	166.8	13.7	Ŀ
Donner Pass Road / Northwoods	Signal	17.2	ı	ш	14.0	1	æ
Donner Pass Road / SR 89 South / Frates	Signal	31.8	ı	ပ	31.3	1	ပ
West River Street / McIver Crossing	Stop-Controlled	65.7	3.1	ᄔ	OVF	OVF	ш
Donner Pass Road / McIver Crossing	Roundabout	15.8	!	ပ	17.6	ŧ	ပ
Donner Pass Road / Bridge Street	Unconventional 3	OVF	OVF	ш.	OVF	OVF	Ľ
Bridge Street / West River Street	Stop-Controlled	OVF	OVF	ıL	OVF	OVF	u
SR 267 / Brockway Road	Signal	17.7	1	<u>0</u>	OVF	1	Œ.
Donner Pass Road / Glenshire Drive	Stop-Controlled	41.1	1	ш	53.7	0.03	L
SR 89 South / I-80 Westbound	Roundabout	8.4	1	ď	12.7	ı	8
SR 89 South / I-80 Eastbound	Roundabout	10.4	1	Ф	17.8	ı	ပ
SR 89 South / Deerfield Drive	Signal	8.6	ı	۷	9.8	ł	∢
Brockway / Palisades	Signal	10.3	1	8	14.7	ı	Ø
SR 89 North / Alder Creek Road	Stop-Controlled	15.4	ı	O	15.3	ı	ပ
BOLD lext indicates that LOS standard has been exceeded							
OVF = Overflow. Overflow indicates an excessive delay, which cannot be accurately calculated using HCM methodology.	urately calculated using HCM metho	dology.					
NOTE 1: Level of service for signalized intersections is reported for the total intersection							
	r the worst movement.		,	;			
NOTE 3: The Donner Pass Road / Bridge Street intersection is controlled with stop signs	controlled with stop signs on three approaches, with the northbound Bridge Street approach uncontrolled.	nd Bridge Stree	et approach unc	ontrolled.			

Truckee TIF Intx and Roadway Vols V3.xlsx

TABLE A-3: Intersection LOS Mitigation								
			Mitigation			Mitigated Conditions	nditions	
Intersection	Control Change	NB	Lane Cor SB	Lane Configuration SB EB	WB	Delay (sec/veh)	SOT	NOTES
EXISTING								
Donner Pass Road / Cold Stream Road / I-80 EB Ramps	Single-Lane Roundabout	**	1	1	1	18.3	O	
Donner Pass Road / Bridge Street	Single-Lane Roundabout	-	1	-	+	10.2	83	
Bridge Street / West River Street	Single-Lane Roundabout	-	1	-	+	12.9	В	
FUTURE								
Donner Pass Road / I-80 EB Off Ramp (Eastern Interchange)	Single-Lane Roundabout	1	1	Shared	n/a	26.1	٥	
Donner Pass Road / Pioneer Trail	Dual-Lane Roundabout	2	2	Shared	Shared	29.1	٥	
SR 2671-80 Eastbound	Dual-Lane Roundabout	2+RT slip	2 shared	T-L + RT Slip	;	43.4	ш	NBRT yield tane required; EBRT yield lane required
SR 2671-80 Westbound	Dual-Lane Roundabout	2 shared	2 shared	1	2	47.0	ш	
Donner Pass Road / Cold Stream Road / 1-80 EB Ramps	Single-Lane Roundabout	Shared	Shared	Shared	Shared	33.1	٥	Works with single lane roundabout and no additional slip lanes
Donner Pass Road / I-80 WB Ramps (West Interchange)	Single-Lane Roundabout	Shared	-	Shared	Shared	11.3	6	
West River Street / McIver Crossing	Single-Lane Roundabout	1	1	1	-	35.5	ш	Works with single lane roundabout and no additional slip lanes
Donner Pass Road / Bridge Street	Single-Lane Roundabout	L-T R slip	Shared	Shared	Shared	22.9	O	Needs NBR slip lane in order to avoid excessive queues between roundabouts
Bridge Street / West River Street	Dual-Lane Roundabout	L. T-R	L-T;R	L-T; R	Shared	42.1	ш	Can improve LOS to B with EBR free and accel lane. Would require bridge widening on South leg.
SR 267 / Brockway Road	Signal	2+LT+RT	2+LT+RT	L+T+R	L+T+R	44.4	۵	
			,					Truckee TIF ink and Roadway Vots V3 x1sx

Evaluation of the Pioneer Trail and Bridge Street Extensions

The need for an additional connection to the Tahoe Donner area (beyond the existing connections via Northwoods Boulevard and Alder Creek Road) has long been a consideration. The connection would be made by extending Pioneer Trail to meet Northwoods Boulevard and extending Bridge Street north to meet the extended Pioneer Trail. Previous analyses have concluded that these new roadways would be necessary to avoid the need to expand Donner Pass Road west of SR 89 South beyond the size allowed under the General Plan Circulation Element policies. The new future model provides the opportunity to update this analysis to currently planned conditions. Existing traffic counts and the model of future conditions were then used to assess intersection and roadway traffic conditions both with and without the extensions of Donner Pass Road and Bridge Street.

Existing Traffic Volumes

The existing traffic volumes developed for this analysis are based on the recent intersection turning movement counts conducted at various intersections in the Town of Truckee by LSC as part of this project during the summer of 2014. These counts were adjusted by a day factor to estimate the tenth highest summer peak hour, per Town of Truckee standard. Two of the study intersections for this analysis were not counted in 2014: SR 89 North /Alder Drive / Prosser Dam Road and Donner Pass Road / Interstate 80 (I-80) Eastbound Off-Ramp (eastern interchange). The most recent count data from 2009 were used as the basis for these intersection volumes. A growth factor was applied to the 2009 counts to estimate 2014 traffic volumes.

Intersections in the vicinity of the SR 267/I-80 interchange and Pioneer Trail are spaced with no mid-block driveways or other access points; therefore, these intersections' volumes must be balanced, such that the traffic volume departing on one intersection departure leg must equal the traffic volume on approach leg of the adjacent intersection. Traffic volumes at the following intersections were adjusted to balance with adjacent intersections:

- SR 89 North / Alder Drive / Prosser Dam Road
- SR 89 North / Donner Pass Road / Henness Road
- SR 267 / SR 89 North / Interstate 80 Westbound Ramps
- SR 267 / Interstate 80 Eastbound Ramps
- SR 267 / Brockway Road / Soaring Way
- Donner Pass Road / Pioneer trail
- Donner Pass Road / Interstate 80 Westbound On-ramp (eastern interchange)
- Donner Pass Road / Interstate 80 Eastbound Off-ramp (eastern interchange)
- Donner Pass Road / Glenshire Drive

Generally, the conservative approach to balancing intersection traffic volumes is applied, such that all adjustments are positive, resulting in a net increase in traffic volumes. In this case,

however, the new traffic count at the intersection of SR 89 North / Donner Pass Road / Henness Road was determined to be unreasonably high when compared with previous counts and estimations. Additionally, the new traffic count at the Donner Pass Road / Glenshire Drive intersection indicated a decrease in traffic volumes. As there are few access points between the intersections along Donner Pass Road between Glenshire Drive and SR 89 North, the traffic volumes through this corridor must balance. The intersection volumes were generally decreased in order to balance with the volumes derived from the summer 2014 count at Donner Pass Road / Glenshire Drive.

The intersection layout of Truckee also necessitates that the traffic volumes along SR 267 be balanced with the traffic volumes at the Donner Pass Road / SR 89 North intersection. New traffic counts conducted during the summer of 2014 at the SR 267 / Interstate 80 interchange were consistent with the previous patterns and growth trends in the area. Therefore, only small adjustments were made to balance the interchange intersection volumes with the Donner Pass Road / SR 89 North intersection to the north. Some of the turning movement counts at the SR 267 / I-80 ramps showed a decrease in traffic from the existing design volumes used in the PC-3 traffic analysis. The volume at these movements was adjusted to match the volume used in the PC-3 analysis where doing so would solve the imbalance. Lastly, traffic volumes on the southbound approach to the SR 267 / Brockway Road intersection were increased to balance with the traffic volume arriving from the north. The existing balanced 2014 design volumes are provided at the top of Table B-1.

Future Volumes

Using the Future Buildout Model, volumes were forecast for the following study intersections:

- Donner Pass Road/Northwoods Boulevard
- Donner Pass Road/SR 89 South/Frates Lane
- Donner Pass Road/Pioneer Trail
- Donner Pass Road/I-80 Eastbound Off-Ramps (eastern interchange)
- Donner Pass Road/Bridge Street
- Bridge Street/West River Street
- Donner Pass Road/SR 89 North
- SR 89 North/Alder Drive/Prosser Dam Road
- SR 89 North/Alder Creek Road
- SR 89 South/I-80 Westbound Ramps
- SR 89 South/I-80 Eastbound Ramps

Two sets of volumes were generated: one with the roadway extensions and one without. Consistent with previous use of the Truckee Model, existing model volumes were subtracted from the future model volumes to obtain the growth in traffic. This growth was then added to the most recent counts from the summer of 2014 to obtain future buildout volumes, as shown in Table B-1.

Town of Truckee Level of Service Standards

The existing Town of Truckee policy on Level Of Service (LOS) is applied in this Traffic Impact Analysis. As stated in the Truckee 2025 General Plan, the Town's LOS standards are as follows:

"Policy P2.1 – Establish and maintain a Level of Service D or better on road segments and for total intersection movements in portions of the Town outside of the Downtown Study Area. Establish and maintain a Level of Service E or better on arterial and collector road segments and for total intersection movements within the Downtown Specific Plan Area. Throughout the Town, individual turning movements at unsignalized intersections shall not be allowed to reach LOS F and to exceed a cumulative vehicle delay of four vehicle hours. Both of these conditions shall be met for traffic operations to be considered unacceptable."

Intersection Level of Service Analysis

Intersection LOS for the study intersections was evaluated using the methodologies documented in the 2010 Highway Capacity Manual (HCM), as applied in the Synchro 8.0 software package developed by Trafficware, LLC. LOS for signalized intersections is primarily measured in terms of average delay per vehicle entering the intersection. Signalized intersection LOS is based upon the assessment of volume-to-capacity ratios and control delay.

Individual LOS outputs are provided, attached. The results of the analysis for the following three scenarios are provided in the Table B-2:

- Existing conditions, based on summer 2014 traffic counts
- Future General Plan buildout conditions without the proposed Pioneer Trail and Bridge Street Extensions
- Future General Plan buildout conditions with the proposed Pioneer Trail and Bridge Street Extensions

The level of service analysis was performed assuming no changes to existing intersection geometric configuration or traffic signal phasing; however, signal timings were optimized using the Synchro optimization feature.

Gateway Area Study Intersections LOS

As presented in Table B-2, both of the Gateway Area study intersections (Donner Pass Road/Northwoods Boulevard and Donner Pass Road / SR 89 South / Frates Lane) are calculated to operate at an acceptable LOS under existing and both future scenarios. As expected, LOS at both of the study intersections would degrade under future traffic volumes without the Bridge

Street and Pioneer Trail extensions. However, both are still shown to operate within the Town standard. Therefore, it can be concluded that these extensions are not required to attain General Plan standards for intersection LOS, through buildout of the General Plan land uses. LOS at both of these intersections would be improved in the future scenario with the roadway extensions versus existing conditions due to the diversion of current traffic onto the new roadway proposed under this scenario.

Bridge Street and Pioneer Trail Area Study Intersections LOS

The existing and projected future intersection LOS for these intersections is provided in Table B-2. As shown, the three roundabout intersections in northeast Truckee are shown to operate at LOS A under existing conditions. The I-80 Eastbound Off-Ramp at Donner Pass Road is also shown to operate at an acceptable LOS D. Consistent with the conclusion of previous studies, the two stop-controlled intersections along Bridge Street are shown to operate at LOS F.

In the future, with buildout of the general plan, with or without the Bridge Street and Pioneer Trail extensions, the roundabouts at SR 89 North / Donner Pass Road and SR 89 North / Alder Drive / Prosser Dam Road would still operate at acceptable LOS. The roundabout at Donner Pass Road / Pioneer Trail would degrade to unacceptable LOS F under both future scenarios. The intersection LOS of Donner Pass Road / I-80 Eastbound Off-Ramp would also degrade to LOS F under both future scenarios.

In general, intersection delays are lower under the future scenario with the Bridge Street and Pioneer Trail extensions versus without the extensions.

SR 89 North / Alder Creek Road Intersection

Without the roadway extensions, northbound left turning traffic volumes at the SR 89 North / Alder Creek Road intersection would warrant a separate left-turn lane. The impact of the roadway extensions would be to reduce this volume below the minimum warrant level, avoiding the need for this roadway improvement.

Roadway Level Of Service

Donner Pass Road Gateway Area Roadway LOS

This section discusses the roadway capacity and LOS analysis for Donner Pass Road from the intersection of Northwoods Boulevard to SR 89 South/Frates Lane. The length of this segment is 0.58-mile. This section of roadway has one travel lane in each direction with a center two-way left-turn lane. The posted speed limit is 35 mph. There are 34 access points (driveways and unsignalized intersections) along this segment, resulting in an access point density of 59 access points per mile.

Overview of Available Analysis Procedures

Highway Capacity Manual

The Highway Capacity Manual (Federal Highways Administration, 2010) is the standard reference for roadway and intersection capacity analysis in the US. The analysis procedures have been used to create the Highway Capacity Software package. Roadway facility analysis procedures have been developed for various classifications of facilities. These procedures, and potential application to Donner Pass Road, are discussed below for each facility type.

- The Two Lane Roadway methodology was developed to assess the Level Of Service (LOS) of rural roadways. Key input parameters are traffic volume, lane and shoulder width, percent trucks and recreational vehicles, percent no-passing zones, and access point density. The quantitative measure on which LOS is based is the "percent time following" the proportion of total travel time that an individual motorist can be expected to be following another vehicle. Importantly for this particular application, the methodology does not allow consideration of a Two-Way Left Turn Lane (TWLTL) as is present along Donner Pass Road. Given this lack, and that Donner Pass Road is in an urban developed setting without passing, this is not an appropriate methodology.
- The Urban Street methodology focuses on the operation of the signalized intersections along a corridor. While it includes the ability to enter the presence of a TWLTL (and associated volumes), this information is only used to identify how traffic queues would arrive at the signalized intersections it does not assess the impact of the unsignalized intersections and driveways on the flow along the roadway between the signalized intersections. As a result, LOS is only a measure of delays associated with the signalized intersections, which is not the key roadway-related issue on Donner Pass Road away from the signalized intersections. It is therefore not a valid tool to consider roadway LOS.
- The Multilane methodology is designed to evaluate 4 or 6 lane urban arterials. As
 Donner Pass Road has only a single lane in each travel direction, this procedure does not apply.

In short, none of the available Highway Capacity Manual methodologies apply to the question of Donner Pass Road roadway capacity or level of service.

Florida Department of Transportation HIGHPLAN Methodology

Based on the conclusion that the Highway Capacity Manual (HCM) rural roadway methodology is not appropriate for more developed rural areas, the Florida DOT developed the LOSPLAN software. Reflecting its acceptance by the traffic engineering profession as a whole, this software is included in the 2010 Highway Capacity Software package. HIGHPLAN, a module of the LOSPLAN software, uses the HCM 2010 analysis technique and new capacity values but is

based on the premise that the most relevant service measure for motorists on two-lane highways in developed areas is to maintain a "reasonable" speed, instead of the HCM 2000's primary service measure of "percent time spent following" (the percent of a driver's trip spent following another car). Drivers in developed areas primarily base their LOS on how close they are going relative to their free flow speeds and not so much based on the ability to set their own travel speed or to pass. In other words, as it is not the typical driver's expectation to be able to make a passing maneuver while driving through developed areas, it is not appropriate to consider LOS based upon the ability to pass. This methodology also specifically includes a factor reflecting the presence of a TWLTL. Applied carefully, it can provide a reasonable planning evaluation of LOS.

HIGHPLAN Analysis

As the only methodology that can be applied with current data, an analysis of LOS was conducted using the HIGHPLAN methodology. One consideration is that the HIGHPLAN method does not directly account for the main factor that contributes to capacity reduction on this segment of Donner Pass Road, specifically access point density. However, as discussed below, it does allow a "Local Adjustment Factor" that can reflect the impact of the high density of access points.

The HIGHPLAN analysis begins with selecting the "Area Type". "Transitioning/Urban" was selected for Truckee. This land use type is applicable to "an area over 5,000 in population." The analysis parameters include the following roadway variables:

- Terrain (level or rolling)
- Free-Flow Speed (40 70 mph)
- Left-Turn/Blockage Impact (yes or no)
- Median (yes or no)
- Passing Lanes (yes or no), and
- Percent No Passing Zones

The analysis is also based on the following traffic data variables:

- Peak Direction Hourly Volumes
- Off-Peak Direction Hourly Volumes
- Peak Hour Factor
- Percent Heavy Vehicles, and
- Local Adjustment Factor

Of these, the Local Adjustment Factor is the only subjective variable. FDOT staff indicates that this factor is intended to reflect local driver behavior. The software allows for a range of values from 0.80 to 1.00, which is applied directly to the base capacity (0.80 would be most conservative, resulting in a 20 percent decrease in the base capacity). The software provides a

default value 0.91 and otherwise no guidance on how to set this factor. Given that some of the drivers along Donner Pass Road are visitors not familiar with the roadway, a factor of 0.90 is applied.

Results

Table B-3 displays the HIGHPLAN LOS thresholds for Donner Pass Road after applying all of the analysis factors discussed above. As shown, the maximum peak hour, peak direction traffic volumes to achieve LOS D is 800. (HIGHPLAN outputs are provided, attached.) This table also displays the LOS results for all scenarios. As shown, under existing conditions, Donner Pass Road operates at LOS D, achieving the Town of Truckee's LOS D standard. In the future without the roadway extensions, Donner Pass Road would operate at LOS E, exceeding the Town standard. If the roadways are extended, Donner Pass Road would operate at an acceptable LOS. Based on this methodology, future growth in traffic will cause Donner Pass Road to "fail" in peak summer periods.

Alder Creek Road Roadway LOS

The Town of Truckee's *General Plan* defines a maximum Average Daily Traffic (ADT) volume on collector streets of 2,000. Without the extension of Pioneer Trail and Bridge Street, the ADT on Alder Creek Road would be 2,724, while with the extensions the ADT would be 1,295. This indicates that the roadway extensions would allow Alder Creek Road to conform to Town standards.

Conclusions

The results of this analysis can be summarized as following:

- At present, the key intersections along Donner Pass Road in the Gateway area achieve LOS standards and the roadway segment between 89 South/Frates and Northwoods Boulevard attains LOS standards.
- Absent the roadway extensions, traffic volumes on Donner Pass Road between 89
 South/Frates Lane and Northwoods Boulevard will increase by 16 percent. While the signalized intersections along this stretch would remain within LOS standards, this traffic growth would cause an LOS deficiency on the roadway segment.
- Extending Pioneer Trail and Bridge Street would reduce future traffic volumes by 23
 percent, to a level 11 percent below current volumes. This would allow the key
 roadway segment along Donner Pass Road to attain LOS standards.
- The roadway extensions would avoid the need to construct a northbound left turn lane on SR 89 North at Alder Creek Road, and would also allow traffic levels on Alder Creek Road to stay within adopted Town of Truckee standards.

REVISED TABLE 2: TIF Projects, Cost Estimates and Percent Funding Responsibility

General Plan Built-out Roadway Improvement Needs	heads	,											•	
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Memorandum

To:

Town of Truckee

From:

Development Planning & Financing Group

Date:

September 23, 2015

Subject:

Allocation of Pioneer Trail & Bridge Street Extension Costs

Per the request of our client, the Contractors Association of Truckee Tahoe ("CATT"), we have prepared this memo to provide our findings on the allocation of cost assumptions for the Pioneer Trail & Bridge Street Extensions, as it relates to the update of the Town of Truckee's AB 1600 Traffic Impact Fee Program.

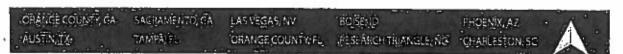
Development Planning and Financing Group ("DPFG") has reviewed all the documentation provided online from the working group meetings, as well as conversations with Pat Davison, CATT. Based on our review and analysis, we have come to the following conclusions regarding how the current Town of Truckee and future development should share in the costs of the Pioneer Trail & Bridge Street Extension.

A. Background and Assumptions:

- 1. The Pioneer Trail & Bridge Street Extension cost estimate is \$24.4 million, and accounts for approximately 30% of the entire Town of Truckee AB 1600 Traffic Impact Fee.
- The Pioneer Trail & Bridge Street Extension primarily resolves the Level of Service ("LOS")
 failure of Donner Pass Road west of Highway 89 South, which will exceed the volume threshold
 by 66 over the 800 maximum allowable at buildout. This constitutes 8.25% of the total volume
 per lane.
- Donner Pass Road, west of Highway 89 South is currently operating at 93.25% of the Maximum
 Allowable Peak-Hour Volume per Lane, or a LOS Threshold of "D". The total Maximum
 Allowable Peak-Hour Volume per Lane to stay within the "D" category is 800, and the existing
 volume is 746.
- 4. The traffic model was built based on the weekday with the 10th highest summer PM peak-hour volume in 2014. DPFG agrees with using this time period for a normal traffic study, but this also fails to account for the substantial increase in traffic on weekends, holidays, and during winter months that is produced by tourists/second homeowners.
- 5. The Pioneer Trail & Bridge Street Extension would serve as a third exit/entrance to the Tahoe Donner subdivision. Tahoe Donner is the largest subdivision in the Truckee and Lake Tahoe area (approximately 6,000 lots), and is approximately 80% built out.
- The Pioneer Trail & Bridge Street Extension costs are allocated 100% to new development, using the "you broke it, you fix it" philosophy.

B. Summary of Opinion:

- The construction of the Pioneer Trail & Bridge Street Extension clearly provides a benefit to both
 existing residents (reduced peak-hour trips on Donner Pass Road and provides for a third access
 point to the largest subdivision in Truckee) and future development.
- Although the traffic model indicates the LOS threshold is not exceeded on a weekday, this does
 not take into account weekends, holidays, and winter month's tourist/second homeowner traffic.
 By purely using a weekday traffic count, it may understate how often the LOS threshold is





- actually exceeded. If the LOS threshold is not broken during the week, but is often exceeded on the weekends, this still indicates an existing deficiency in the roadway.
- The Tahoe Donner subdivision is receiving a direct benefit from this improvement by connecting
 the subdivision to downtown, and alleviating traffic on the two other exits/entrances current
 constructed.
- 4. The construction cost estimate of \$24.4 million should be reviewed to confirm this cost estimate. It may be possible to use less money, and use these funds toward improving Donner Pass Road itself, instead of building a separate road, or look at other options.
- 5. The absence of a third paved access to the Tahoe Donner subdivision, for 6,000 units, does raise the question of an existing deficiency for almost half of Truckee's current residential units, and one-third of the eventual buildout of the town.
- 6. Based on the background of the Pioneer Trail & Bridge Street Extension, and its benefits to the Tahoe Donner subdivision, and peak season/ weekend tourist traffic on Donner Pass Road, Table I illustrates how an allocation of costs might be considered to meet the AB 1600 requirements of a "fair" and "reasonable" allocation of costs to new and existing development.

C. Conclusion:

Based on the allocations illustrated in Table 1, future development would have a 35% share of the Pioneer Trail & Bridge Street Extension, while existing development (Town of Truckee) would have a share of 65%. The Pioneer Trail & Bridge Street Extension provides a direct benefit to all current and future development within the Tahoe Donner subdivision by providing a third access point, reduces traffic volumes on Donner Pass Road for all residents (which is probably more significant during peak season/weekends), and to other future development within Truckee by accommodating the increase in traffic produced by those developments. The improvement provides a benefit to all residents in reducing the traffic on Donner Pass Road from 746 peak-hour direction volume down to 665, during a summer weekday. The benefits during the peak tourist season and during weekends would be even higher.

By having the current fee study assume the Pioneer Trail & Bridge Street Extension improvement is allocated at a 100% share to future development, the study is indicating that no existing development is receiving a significant benefit from this improvement. Based on DPFG's review and outline herein, it would seem fairly reasonable to determine that this is not the case. All existing development would receive a benefit from the improvement with reduced traffic volumes, the Tahoe Donner subdivision would be receiving a great benefit with the additional link between the subdivision and Downtown Truckee.

On a side note, it could be beneficial to investigate how improvements to Donner Pass Road would improve the LOS for Donner Pass Road. If improvements of a lesser amount could be made directly to the Donner Pass Road to allow for a higher volume of traffic, this could prove substantial savings to the fee program, instead of building a separate roadway extension.

DPFG and CATT would appreciate your willingness to re-look at the allocation of costs for the Pioneer Trail & Bridge Street Extension, and we are free to discuss further if needed.

Table 1
Town of Truckee AB 1600 Traffic Impact Fee
Pioneer Trail & Bridge Street Extensions

		DUEs	
	Existing	Future	Total
Truckee Model Area			
Residential DUEs	12,693	6,621	19,314
Non-Residential DUEs	2,600	1,688	4,288
Total Truckee Model Area	15,293	8,309	23,602
Existing Development Share			
Existing Development DUEs			15,293
Total DUEs			23,602
Fair Share			65%
Future Development Share			
Future Development DUEs			8,309
Total DUEs			23,602
Fair Share			35%

Source: Status Report on AB 1600 Traffic Impact Fee Program Update, Page 2, Table A (May 12, 2015 Town of Truckee Council Mtg.).

Degree of DPR Failure within 10-15 years Davison - 9/23/15

March 30, 2015 Memo from LSC

TABLE 6: Donner Pass Road, West of SR 89 South - HIGHPLAN Roadway LOS

cenarlo	Classification	LOS Threshold	Maximum Allowable Peek-Hour Volume per Lane to Obtain LOS Threshold	Peak-Hour Peak. Direction Volume	% Change From Existing	LOS Threshold Exceeded?
xisting	Minor Arterial	٥	800	746	ı	9N
uture Without Pioneer ail/Bridge St. Extensions	Minor Arterial	a	008	966	16%	Yes
sture WITH Pioneer Trail/Bridge I. Extensions	Minor Arterial	© 1	800	999	.11%	8 8
					Intx and Ro	Interest Postings Vols.xisx

Calculation

DPR without Extension = 866 vehicles per lane per peak hour

866 vehicles is 66 vehicles over the LOS threshold of 800 max allowable vehicles

8.25% exceedance of LOS threshold li 80 80 80 80



mountain area preservation

January 4, 2016

RE: Truckee Area Traffic Impact Fee Program - Draft Report

Dear Town Council Members.

Please accept the following comments from Mountain Area Preservation regarding the Truckee Area Traffic Impact Fee Program and the Draft Report. We are supportive of the draft program, projected project list and the associated fees to be paid for future development and roadway improvements. The comments below reflect some of our concerns for projected future growth, however we do support the draft TIF program:

Land Use Forecasts

The land use forecasts seem to be quite high, projecting full build-out for the Town of Truckee with an additional 7,132 residential DU, 552 lodging rooms and 2,034,000 sq. ft of non-residential floor area. Growth is inherently expected, yet we are concerned that the projections reflected in the Draft Traffic Impact Fee program are un-realistic knowing our regions environmental constraints and the feasibility of full-build out. The grid-lock our roads receive during peak seasons and holidays makes it hard to imagine how Truckee and the greater Lake Tahoe region can sustain the expected growth forecasted by regional General Plans. Areas in the region such as Martis Valley and its associated land use designations for the Martis Valley Community Plan were significantly downsized due to environmental impacts and the carrying capacity of the landscape. We are aware of numerous residential projects and subdivisions that are not fully built out and additionally approved projects/Specific Plans such as PC-1, PC-3, Hill Top Master Plan and the Railyard Master Plan. It would be helpful to understand all of the projects that were used to evaluate future build-out for the Town of Truckee and if other regional projects in Martis Valley, the Lake Tahoe Basin or Squaw Valley were taken into consideration when looking at the circulation impacts and roadway improvements associated with full build-out. (See page 3, Table 1: Land Use & Travel Conditions Summary for Existing & Future Conditions).

We understand the Truckee 2025 General Plan and Truckee Area TransCAD model were used to project future growth for the Town limits. It would be useful to have clarity on any additional methods used to analyze future regional growth and the foreseeable impacts from development outside of Truckee as well. While fee sharing is in place for Placer County and a more refined program will be created for unincorporated Nevada County it would be beneficial to understand the land use

forecasts for TIF cost sharing with Truckee. Also if Placer County or unincorporated Nevada County are using a specific project list, it would be valuable to know what other projects are being evaluated, and what their associated roadway improvements would be. The draft report mentions the Placer County 'Tahoe Resorts' and unincorporated Nevada County but does not mention specifically how land use forecasts and traffic impacts were evaluated to understand cumulative regional impacts for traffic and circulation. This information would be very effective in helping the Town of Truckee have a better idea of the regional growth and traffic impacts anticipated for the Truckee-Tahoe area. We are already experiencing a huge influx of over-scaled development proposals and failing roadway infrastructure working to sustain the associated impacts each year.

Traffic Impact Fee Projects

Mountain Area Preservation is supportive of the outlined TIF projects and the associated analysis utilized to create the updated Traffic Impact Fee (TIF) program. The working group had a number of conversations and meetings to review and understand the prior roadway improvement projects completed during the past 2007 TIF cycle and the future projected roadway improvements needed within the updated TIF program. We feel the analysis and the projected TIF fee per Dwelling Unit Equivalent (DUEs) is fair and equitable for the impacts future growth will have on road networks in the Town of Truckee. We are also advocates of the TIF program fully funding 100% of the largest roadway improvement project, Pioneer Trail & Bridge Street Extension (see page 7, Table 2:TIF Projects, Cost Estimates & Percent Funding Responsibility). Within the working group there were many discussions and debates on whether or not the TIF program should fully fund the future road network. We feel that since growth and development are the catalyst for the foreseeable roadway connection, future development should pay in full rather than a lower percentage or utilizing the general fund, it is the only justifiable way to handle future construction of the roadway connector. We are also supportive of obliging new development to pay the TIF fee versus existing development if the level of service (LOS) is to change or fail due to new development. This is a straightforward method in handling future growth, an essential need for new development to pay for its impacts to local roadway networks, while also paying to mitigate circulation issues.

We appreciate the Town of Truckee including Mountain Area Preservation in the TIF working group this past year. If you have any questions regarding our comments prior to the January 12th hearing please get in touch.

Sincerely,

Alexis Ollar

Auxis Olive

Executive Director, Mountain Area Preservation



January 6, 2016

Honorable Mayor and Council Members 10183 Truckee Airport Road Truckee, CA 96161

Re: AB 1600 Traffic Impact Fees

Dear Mayor and Council,

The Truckee Trails Foundation (TTF) is a community-minded non-profit actively advancing our trails and bikeways mission since 2002. Our ultimate goal is a region connected by trails and bikeways for a healthler community and more vibrant recreation-based economy.

Because we have an inherent interest in optimizing funding opportunities for trails and bikeways in the Truckee area, TTF supports the recommendations contained in the Truckee Area AB 1600 Traffic Impact Fee Study (draft dated Dec. 8, 2015). TTF has participated in the AB 1600 Traffic Impact Fee Working Group since the Town Council approved the formation of the group in September, 2014. The Working Group spent many hours with Town staff and consultants analyzing the issues inherent in the AB 1600 fee program.

TTF endorses the Town staff's view that new construction should be required to pay fees sufficient to mitigate the impacts of the new development on the Town's roadways. The Town has historically taken that position and has collected development fees accordingly. Changing the fee program to require only partial traffic mitigation by new development would necessitate the use of general tax revenues to fund necessary roadway and traffic mitigation. Tapping the general fund revenues for traffic mitigation upgrades would reduce the amount of money available to fund many important community amenities. Our concern is that it would greatly impact the general funds for trails and bikeways.

TTF urges the Town Council to adopt the staff's recommendations for the AB 1600 update. Thank you for including TTF in the working group. If you have any questions, please feel free to contact Jennifer Jennings (ifjennin@gmail.com, (916) 402-7058).

Sincerely.

Andy Buckley President

Ta	Tahoe Region Benefit District	District			All Costs in	All Costs in Thousands \$		
	1000					Funding Source	irce	
Street		Description	ä	Frontage	Localithis	Local/Misc Programs		County
Intersection	Segment	of Improvements	Total Cost	Impr. Funding	Existing Deficiencies	Other	State	Traffic Impact Fee
Alpine Meadows Road	Various Locations	Traffic Flow Improvements	\$616.2			 		\$618.2
National Avenue	Kings Beach	Misc. Shoulder Improvements	\$356.8					\$356.8
Northstar Drive	Trimont Lana/Intercept Lot to Basque Road	Widening / Intersection Improvements	53,595,7			\$480.1		\$3,135.6
North Tahoe	Stateline to Tahoe City	Traffic Flow/Safety Improvements	\$892.1					\$892.1
Squaw Valley Road	Squaw Valey Rd	Traffic Flow/Safety Improvements	\$522.4			\$118.0		\$404.4
	County Line to Brockway Summit	Widen to 4 lanes/intersections improvements	\$32,433.7				\$13,878.0	\$18,555.7
	at Northstar Dr	Intersection improvements	\$514.0			\$176.B		\$337.2
State Route 267	et Schaffer MB/Airport	Intersection Improvements	\$514.0			\$158.6		\$355.4
	SR 267	2 transit vehicles	\$785.0					\$785.0
	Various Locations	Left Turr/Accel, Lanes	\$411.2				\$205.6	\$205.6
	Tahoe City	Traffic Flow Improvements	51,170,7				\$142.7	\$1,028.0
	Kings Beach	Bike lanes/Shoulder/CGS	\$2,267.4				\$926.6	\$1,340.7
	Kings Beach	Improve 28/267 Intersection	\$1,950.2				\$1,603.4	\$356.8
State Route 28	Kings Beach	SR 28/Coon St. Intersection	\$356,8				\$178.4	\$178.4
	Kings Beach	SR 288ear Street Intersection	\$713.7				\$356.8	\$356.9
	Tahoe Vista	SR 28/ National Avenue	\$921.8				\$499,6	\$422.2
	Intersection SR 267 and SR 26	ПS	\$178.4				\$160.6	\$17.8

				į				
Tè	Tahoe Region Benefit	efit District			All Costs in	All Costs in Thousands 5		
	55					Funding Source	the character of the ch	
Street		Description	Est	Frontage	Local/Mis	Local/Misc Programs		County
Intersection	Segment	of Improvements	Total	impr. Funding	Existing Deficiencies	Other	State	Traffic Impact Fee
	West River St	Traffic Signal & Hwy. Improvements	\$1,392.8		\$702.9			\$689.9
000000000000000000000000000000000000000	SR 28 al Granibakten Rd	Intersection Improvements	\$713.7				\$356.8	\$358.9
Scale Novice	Truckee River Crossing	Reafgn/Improve Edsting Route	\$28,784,0			\$26,728.0		\$2,056.0
	SR 89 near Fahway Dr	STI	\$178.4				\$160.6	\$17.8
Tahoe City	Tahoe City	Tance City Transit (mprovements	8 7528					\$237.8
West Shore	Tehoe City to Eldorado County Line	Traffic Flow/Safety improvements	\$892.1					\$892.1
NA	Cabin Creek	CNG Improvements	\$416.3					\$416.3
WA	Along Transit Routes	Transit Shekers/Perk and Ride facilities	\$523.4					\$523.4
Tahoe Region District Totals:	rict Totals:		\$81,348.3		\$702.9	\$702.9 \$27,641.6	\$18,469.0	\$34,534.8

Figure 1: Truckee Model TAZ Map

