

Chapter 4: Implementation Approach

Successful implementation requires a coordinated effort between public and private entities. It requires vision, investment and commitment from a broad base within the community—private citizens, public officials and many town departments. This chapter provides a framework for that coordination.

The Implementation Approach recommends a program of public and private activities to achieve the vision set forth in the strategy. It identifies priorities for overall development as well as some of the regulatory, financing and administrative actions that will be needed. It also identifies potential lead projects and sites, outlines public participation options and recommends a sequence of high priority activities. First, a general approach to implementation is set forth. Then, the range of tools that the town may use is presented. A summary of how some of these tools may be applied to specific Opportunity Sites then follows.

A. General Approach

The strategy outlines a framework for improvements within the river corridor while remaining flexible in some of the specific types of actions and uses that may occur, such that the town can have the ability to respond to changing conditions and use its resources to its best advantage. It is important to realize that flexibility is built into the strategy. While specific projects are identified, many of these can be modified as opportunities come to light; however, it is important that the fundamental concepts of the strategy should be upheld.

The community should use a bilateral approach for implementing the recommendations contained in the strategy: It should be both proactive and responsive. The town should follow the priorities presented later in this chapter, which provide some scheduling for implementing specific strategy recommendations and, at the same time, they should be poised to modify strategies to respond to projects that may be proposed by private developers and/or other funding opportunities that may be presented related to proposed public improvements. Also, the town should coordinate its planned actions with the work of other public agencies and be ready to refine its schedule to be responsive to the activities of others. For example, if Public Works plans to construct new curbs and repair sidewalks along a section of a street, then the crosswalk improvements recommended in this strategy should occur at the same time.

In essence, implementation should proceed in the order recommended and yet the schedule should remain flexible to accommodate changing conditions, especially where opportunities to share construction costs and administration arise. In order to help the community execute refinements in the implementation schedule in an orderly manner, a series of prioritization criteria is presented later in this chapter. These can be applied when such changing conditions merit.

In general, implementation should include these strategies:

B. Prioritization Criteria

Recommendations for phasing of improvements are made later in this chapter; however, they should be considered to be dynamic and should be changed in response to plans and projects by other agencies, proposed private development and other public funding opportunities that may present opportunities to combine efforts and maximize benefits.

In general, the community should set a high priority on an improvement when it can help support private development that is consistent with the vision and the environmental, economic and social goals for the area.

However, there will still be times when decision-makers need to reassess the priority of a recommended action or one of the tasks necessary to implement it. When this occurs, the community should use the following criteria. Projects that meet several of the criteria should be given the highest priority for near-term implementation.

Economic Criteria

- The **project will generate funds** to cover portions of development costs. (For example, resulting uses will generate property tax or sales tax revenues.)
- The **project will leverage investment** from other sources. (For example, property owners will finance a portion of sidewalk construction costs through an assessment program.)
- **Grant funds are available** to cover portions of development costs.
- The project **fits within a larger capital improvement project**, such that cost savings will be realized. (For example, sidewalks could be constructed when a street is to be repaved.)
- **Funding for maintenance** of the improvement is provided. (This is an important consideration for streetscape, gateways and parks improvements.)
- The project will **generate jobs** for the community.

Location Criteria

- The project is **located in a focus area** of the plan. The high priority areas are:
 - Central River Area
 - West River Area
- The project will have **high public visibility**.

Ownership and Project Control Criteria

- The project is **under the appropriate ownership** or control.
- The project **ownership or control can be obtained** with reasonable effort.

Public Benefits Criteria

- The project will **provide a direct benefit** to local residents. (For example, a new park or public plaza.)
- The project will **serve multiple users** or interest groups. (For example, an outdoor plaza that may be used by local residents as well as visitors and that may be used for festivals.)

Relationship to Other Projects Criteria

- The project will **connect to existing public improvements**. (For example, extension of existing sidewalks into adjoining blocks.)
- The project will **enhance existing improvements** and will not cause other desired improvements to become obsolete.
- The project provides **opportunities to connect with other future public improvements**. (For example, a gateway that can later serve as a trail-head for a river connection.)
- The project will **function well upon its completion**, and later phases of construction are not required for this phase to perform adequately.

Compliance with Community Plans and Administration

- The project **will help to accomplish broader goals** of the community that are noted in the *Truckee Downtown Specific Plan*, *Trails and Bikeways Master Plan* and the *General Plan*.
- The project **fits within current work plans** of downtown organizations, town staff and institutional partners.
- **Adequate administrative oversight is available** for the project.

Prioritization Categories

Based on consideration of the criteria described above, priorities for implementation are arranged in the following four phases:

Phase One

These are the highest priority. They should be implemented as soon as possible. Many of these are items that must be set in place before other projects can be accomplished. For example, accepting the strategy as official policy is an early step that should be taken. (Generally scheduled for years 1-3 of implementation.) Other more detailed studies also should occur in this phase. Among these are studies of the river itself and some preliminary engineering studies. Also, baseline studies need to be accomplished in this phase such as a riverline geomorphic assessment and an analysis of the functions of the habitat and plant communities within the flood plain. In addition, a policy paper should be developed that addresses regulatory amendments that may be needed to implement strategy recommendations. For example, mixed-use development is recommended for sites presently zoned industrial. A text amendment to the code may be necessary to expand the uses permitted in this zoning category, or a planned development option may be preferred.

B. Prioritization...

B. Prioritization...

Phase One Priorities

The high priority projects focus on development in the Central River Area, concentrating on the Old County Corp Yard Site (E-1) and other improvements related to making that site work effectively. This site, envisioned as the “Central River Village,” would include habitat improvements along the river edge, construction of a public plaza and river overlook and development of a mixed-use complex.

Associated improvements would include construction of a public parking lot on the north side of West River Street as well as installation of sidewalks along the street.

In addition, preliminary work would begin in the West River Area in this early phase. This would focus on securing development agreements with property owners in order to begin planning for infrastructure work and ultimately redevelopment.

Some habitat restoration work would also begin in the Easter River Area, on site H-2. A geomorphic assessment and flood control strategy should be executed to assist in determining priorities for restoration work. Seeking funding for such a study should be a high priority.

Development of the Central River Village is preferred, because of its highly visible location, and the fact that development there will more directly complement the commercial core and also help to stimulate parking and sidewalk construction that has been discussed in this part of downtown. The fact that the town already owns a portion of the site means that it can move more quickly to begin site preparation and infrastructure work here as well.

Phase Two

These are also of high priority, but usually require more ground work to accomplish. In some cases, a different Priority A category must be in place first. (Generally scheduled for years 4-6 of implementation.)

Phase Two Priorities

Second phase priorities focus on stimulating redevelopment in the West River Area and in continuing habitat enhancement projects there.

Phase Three

These are projects that require more ground work, fund-raising and may include coordination with the following groups: private property owners, Union Pacific Railroad and/or the Lahontan Regional Water Quality Control Board to name a few. (Generally scheduled for years 7-10 of implementation.)

Phase Four

These are more complex projects, and those that require that a strong market be established first. They also include later phases of special projects and systems improvements that may have been initiated in early stages. (Generally scheduled for years 11-15 of implementation.)

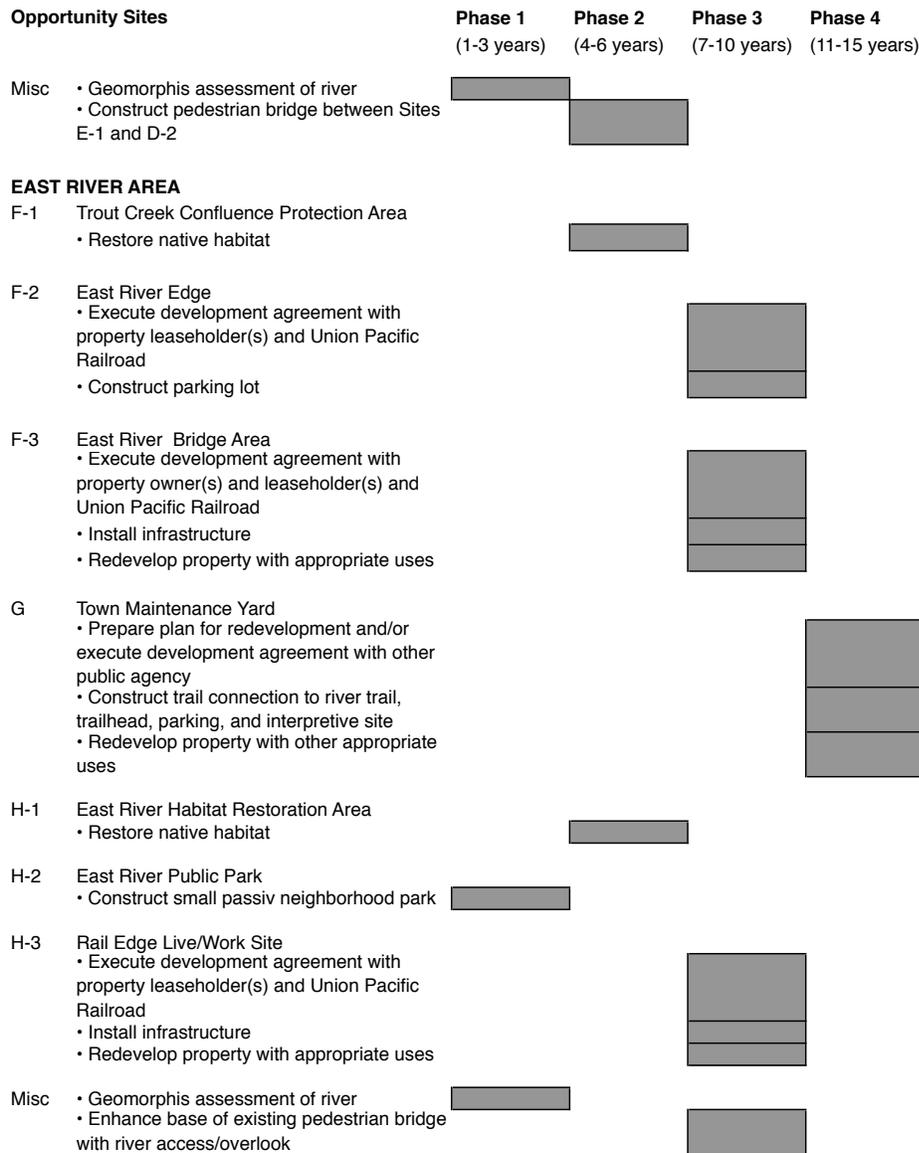
Downtown River Revitalization Strategy: Phasing Strategy by Opportunity Sites

Opportunity Sites		Phase 1 (1-3 years)	Phase 2 (4-6 years)	Phase 3 (7-10 years)	Phase 4 (11-15 years)
WEST RIVER AREA					
A-1	West End Open Space • Restore native habitat • Install trails and interpretive markers		■		
A-2	Donner Creek Confluence Park • Restore native habitat • Remove footings in river • Construct river landing area • Install parking area on north side of street, crosswalk, trail connection, and interpretive markers • Install sidewalk(s) across Donner Creek bridge and along street		■	■	
B-1	Western Industrial/Mixed Use Redevelopment Site • Execute development agreement with property owner • Install infrastructure including street landscaping, sidewalk(s), biofilter area and trail along Donner Creek • Redevelop property with appropriate uses	■	■		
B-2	Central Industrial/Mixed Use Enhancement Site • Execute development agreement with property owner • Install infrastructure including street landscaping and sidewalk(s) • Redevelop property with appropriate uses	■	■		
B-3	Eastern Industrial/Mixed Use Site • Execute development agreement with property owner • Install infrastructure including trail/sidewalk connection * Redevelop property with appropriate uses		■	■	
C-1	River-Oriented Mixed-Use Site • Execute development agreement with property owner • Clean up soil and restore native habitat • Install infrastructures including street landscaping, West River Street sidewalk(s), and street pedestrian crossing • Redevelop property with appropriate uses	■	■		
C-2	River-Oriented Expansion Site • Execute development agreement with property owner • Install infrastructure including trail/sidewalk connection from Business Park Drive to Site C-1 • Develop property with appropriate uses		■	■	

B. Prioritization...

Opportunity Sites		Phase 1 (1-3 years)	Phase 2 (4-6 years)	Phase 3 (7-10 years)	Phase 4 (11-15 years)
C-3	Additional River-Oriented Redevelopment Opportunity <ul style="list-style-type: none"> • Execute development/use agreement with property owner • Redevelop property with appropriate uses 				
Misc	<ul style="list-style-type: none"> • Geomorphic assessment of river • Construct pedestrian bridge near Site A-1 • Construct potential pedestrian bridge near Site C-1 				
CENTRAL RIVER AREA					
D-1	Bright Property West <ul style="list-style-type: none"> • Execute land use approval/development agreement with property owner • Install infrastructure including trails, trailhead, and parking 				
D-2	Bright Property East <ul style="list-style-type: none"> • Execute land use approval/development agreement with property owner • Install infrastructure including trails, trailhead, and parking • Restore historic ice pond • Construct visitor/interpretive/nature center • Develop site with appropriate uses 				
E-1	Central River Village <ul style="list-style-type: none"> • Adopt Pre-development Plan • Execute development agreement with developer • Install infrastructure • Develop site with appropriate uses and civic plaza 				
E-2	Central River Corridor <ul style="list-style-type: none"> • Execute development agreement with property leaseholder(s) and Union Pacific Railroad • Install infrastructure • Redevelop property with appropriate uses including railroad heritage center 				
E-3	Central River Public Parking <ul style="list-style-type: none"> • Execute development agreement with property leaseholder and Union Pacific Railroad • Construct public parking lot and street pedestrian crossing 				
E-4	Central Riverbank Enhancement <ul style="list-style-type: none"> • Realign street to the north, if feasible • Restore retaining walls • Enhance retaining walls • Install sidewalk and interpretive signage 				

B. Prioritization...



Downtown River Revitalization Strategy: Phasing Strategy by Phases

Phase 1 (1-3 years)

- Adopt Pre-development Plan for Opportunity Site E-1
- Execute land use approvals/development agreements with property owners, developers, and Union Pacific Railroad for Opportunity Sites B-1, B-2, C-1, D-1, D-2, E-1, E-2 and E-3.
- Construct small passive neighborhood park on Opportunity Site H-2.
- Geomorphis assessment of river.

B. Prioritization...

Phase 2 (4-6 years)

- Restore native habitat at Opportunity Sites A-1, A-2, C-1, F-1 and H-1.
- Install trails and interpretive markers at Opportunity Site A-1.
- Remove footings in river at Opportunity Site A-2.
- Install infrastructure and redevelop Opportunity Site B-1.
- Install infrastructure and redevelop Opportunity Site B-2.
- Execute development agreement with property owner of Opportunity Site B-2.
- Clean up soil, install infrastructure, and redevelop Opportunity Site C-1.
- Execute development agreement with property owner of Opportunity Site C-2.
- Install infrastructure at Opportunity Site D-1.
- Install infrastructure, restore historic ice pond, construct visitor/interpretive/nature center, and develop Opportunity Site D-2.
- Install infrastructure and develop Opportunity Site E-1, including civic plaza.
- Install infrastructure and redevelop Opportunity Site E-2 including railroad heritage center.
- Construct pedestrian bridge between Opportunity Sites E-1 and D-2.

Phase 3 (7-10 years)

- Construct river landing at Opportunity Site A-2.
- Install parking area, crosswalk, trail connection, interpretive markers, and sidewalk at Opportunity Site A-2.
- Install infrastructure and redevelop Opportunity Site B-3.
- Install infrastructure and develop Opportunity Site C-2.
- Execute development/use agreement with property owner of Opportunity Site C-3.
- Construct pedestrian bridges near Opportunity Sites A-1 and C-1 (potential).
- Realign West River Street, restore native habitat, enhance retaining walls, and install sidewalk and interpretive signage for Opportunity Site E-4.
- Execute development agreement with leaseholder and Union Pacific Railroad and construct parking lot for Opportunity Site F-2.
- Execute development agreement with leaseholder and Union Pacific Railroad, install infrastructure, and redevelop Opportunity Site F-3.
- Execute development agreement with leaseholder and Union Pacific Railroad, install infrastructure, and redevelop Opportunity Site H-3.
- Enhance base of existing eastern pedestrian bridge with river access/overlook.

Phase 4 (11-15 years)

- Redevelop Opportunity Site C-3.
- Prepare plan for redevelopment and/or execute development agreement with other public agency; construct trail connection, trailhead, parking, and interpretive site; and redevelop Opportunity Site G.

C. Alternatives for Town Participation in Strategy Implementation

There are several physical constraints identified that could affect the feasibility of development of certain properties designated for development that will need to be addressed by the Town of Truckee and/or private sector entities. In order to adequately address these constraints, the town may be involved through the following:

Option: Acquire and Assemble Land.

Land assembly may be affected by the following:

- Substantial number of parcels that are smaller in size and of an irregular configuration
- Substantial number of underdeveloped properties
- Substantial number of different property ownerships

These conditions could limit the ability to develop such properties in a coordinated, efficient manner. Because the strategy area is within an established redevelopment project area, the Town of Truckee could assist in the acquisition and assembly of properties through voluntary agreements with existing property owners and/or through its redevelopment authority. The probable source of funding for such land acquisition and assembly activities would be redevelopment tax increment revenue received by the town from the existing redevelopment project area.

Option: Building Expansion/Rehabilitation and/or Adaptive Reuse.

The town could implement a program designed to provide financing assistance on a loan basis for private redevelopment activities consistent with the strategy. The program could assist the following types of activities if the resulting uses are consistent with the strategy.

- Rehabilitation of existing buildings
- Expansion of existing business and commercial facilities if such expansion results in a net increase in employment
- Adaptive reuse (and rehabilitation) of existing buildings

The program could be established as a low-interest loan program with a required match provided by the building owner. Loan proceeds could be used to help finance real property improvements related to building code and established rehabilitation standards. This could be established as a revolving loan program with repayments by borrowers used by the town to make subsequent loans within the approved guidelines of the program.

**Option:
Enhance Physical Suitability of Property for
Development.**

A substantial portion of the strategy area has historically been used for light industrial purposes which could have contaminated ground water and soils. These contamination factors could defer redevelopment because of the remediation/mitigation costs involved to clean up the sites. This makes it difficult for private financing to purchase, clean-up and develop such properties so that there is a reasonable economic return on investment. This could inhibit redevelopment. A potential role for the Town of Truckee is to provide assistance for the remediation of properties designated for development.

**Option:
Provide Public Infrastructure Improvements.**

The town requires that developers complete certain off-site public improvements in conjunction with proposed new development. The following are required for proposed new development projects:

- Streets shall be graded and surfaced prior to issuance of any building permit, including extension of any street to the intercepting paving line of any road, street or highway.
- All underground utilities, sanitary sewers and storm drains in streets, or alleys shall be constructed prior to the surfacing of streets.
- Public street infrastructure, including curb and gutter, sidewalks, street lights, street signs and fire hydrants, shall be installed.
- Public plazas, open spaces, water quality measure, trails, etc. as identified in this strategy also would be required.

A potential role for the town is to assist in financing and installation of public infrastructure and utilities improvements that are needed to serve the proposed development.

**Option:
Assist in Relocating Existing Businesses.**

The strategy recommends relocation of some existing light industrial and service commercial-related businesses. Many of these existing operate in a low-cost environment and utilize a substantial amount of outdoor storage area. That amount of outdoor storage area is unlikely to be available at potential relocation sites or, if available, would be more costly than the existing locations. Therefore these businesses will need to use space more efficiently in any new locations. The town will need to work with them to address appropriate physical and economic measures to relocate them to areas of town designated for such uses in a manner that does not negatively affect the business operations and overall financial conditions of such uses.

There are two potential approaches for relocation assistance:

First, the Town of Truckee could relocate some of the existing industrial and service commercial-related businesses into other sites in the Downtown River Revitalization Strategy area. The town would create “receiving” sites where businesses could relocate with assistance by the town. The businesses would be those that are compatible with other planned new development on the “receiving” sites as described in the strategy.

A second option is for the town to work with existing businesses on relocation to other potential properties in Truckee such as Pioneer Commerce Center and Truckee Industrial Subdivision Park.

**Option:
Establish a Parking District.**

The community has discussed creating a parking district for some time. Implementing the strategy provides a stimulus to follow through on that initiative. The town should pursue a parking district program, rather than using a project-by-project approach to providing parking for the proposed private (and public) development in the Downtown River Revitalization Strategy area. This parking district program should include the river corridor, along with the existing downtown Truckee core area and the Site.

Proposed parking locations should be in safe and convenient locations, in close proximity to the existing and/or planned uses. In addition, parking should be well integrated into public and private development projects.

Parking developed on a district basis could be incorporated into:

- 1) New surface parking lots strategically located to serve businesses, tourists and visitors (including users of the Truckee River) with connections to key activity points provided by a shuttle system. Eventually a parking structure will also be needed.
- 2) New mixed-use development projects consistent with the proposed strategy, and not developed as stand alone parking. The parking should be joint use parking or shared parking.

To be successful, a parking program needs to be comprehensive and include other elements in addition to structured parking such as on-street parking management and enforcement and a residential permit parking in the residential neighborhoods immediately adjacent to downtown Truckee.

Parking facilities are a means to assist in redevelopment and revitalization activities in urban downtown areas. The structured parking developed under a district approach could be developed with public financing or a combination of public and private sector financing. The most probable sources of public financing are: 1) redevelopment tax increment funding; and/or 2) lease revenue bond financing (issued by the Town of Truckee). Private sector financing could be provided as part of the financing of a proposed parking facility, if the parking facility is intended to provide parking for private uses.

**Option:
Offer Town-owned Properties for Redevelopment.**

The town presently owns a few parcels in the planning area, which it could prepare and offer for redevelopment. It would issue a Request for Qualifications and Proposals (RFQ/P) to select a private team to develop projects consistent with the strategy. The objective would be to select the most qualified “business and development partner” for the town.

This process allows the town to focus on selecting a business and development partner that has the qualifications, experience and capability to undertake and successfully implement envisioned new development.

Once a private development team is selected, the town should work with the team to refine the design and development program and negotiate the terms and conditions for disposition of the subject property, including any potential public financing investment. These provisions would be embodied in a disposition and development agreement between the town’s Redevelopment Agency and the selected private development team, consistent with the California Redevelopment Law (CRL).

The primary focus of the town’s marketing efforts should be toward local and regional real estate development companies that have qualifications, experience and successful track records in development and operation of projects similar in type, scale and character to that envisioned in the strategy.

**Option:
Facilitate Redevelopment.**

There are a number of pre-development activities that the Town of Truckee could undertake in order to appropriately “set-the-table” for the prospective private developers in regards to the identified development opportunity sites.

For example:

- Prepare preliminary title reports
- Determine market value of the property through appraisal
- Prepare initial Environmental Site Assessment (ESA) reports
- Remediate any existing hazardous material conditions
- Remove existing structures (if planned to be removed)
- Assess public infrastructure capacity (water, sewer, drainage, etc.)

These activities result in a site(s) ready for development, and provide evidence that the town is serious in regard to implementing the envisioned private development. The probable source of funding for such pre-development activities would be redevelopment tax increment revenue received by the Town of Truckee from the existing redevelopment project area.

**Option:
Facilitate Private Development.**

The Town of Truckee should approach the owners of the sites identified for potential new development to determine if such owners have an interest in pursuing development consistent with the proposed strategy. If so, the town should work with any interested owner in attempting to structure an Owner Participation Agreement (OPA) for such development in accordance with provisions of California Redevelopment Law. The OPA would set forth the terms and conditions of a proposed arrangement between the town and respective property owner including any potential public financing investment.

The town’s efforts should be focused on those sites with owners who demonstrate an interest in pursuing projects consistent with the proposed strategy, and located in an area of the strategy area that contributes to the overall objective of achieving the envisioned development in a concentrated manner.

D. Financing Tools

Implementation will require development and construction of numerous public capital improvement projects that will enhance the riverfront for residents, businesses and visitors. In developing an overall funding program for riverfront improvements, it will be necessary for the Town of Truckee to establish new sources of locally controlled funding that can be dedicated toward riverfront improvements. To do so, the town will need to link riverfront development with updating existing fee programs and considering new fee programs. In addition, the Town of Truckee should consider establishment of assessment districts.

The Town of Truckee should also consider the timing and location of planned private development to correspond with specific public improvements so that a critical mass of public and private investments creates the desired catalyst effect and adds economic value to the riverfront location. Riverfront improvements will help make subsequent private development projects more economically attractive and more feasible for the private sector.

**Tool:
Redevelopment Tax Increment**

The Town’s Redevelopment Plan was adopted on October 15, 1998 with a 45-year life. The town is able to incur debt (loans, advances, bonds, etc.) secured by and payable from tax increment revenue until October 15, 2018.

Based on information provided by the Town of Truckee, the overall amount of redevelopment tax increment revenue projected to be generated in the project area over the five-year period ending in fiscal year 2009/10 is approximately \$10.0 million. Of that total approximately \$2.0 million would be available for low and moderate income housing activities (20% housing, set-aside funding) and approximately \$5.8 million would be available for non-housing projects, programs and activities after deducting obligations for 20% housing set-aside, pass-through agreements, County Administration Fee and projected operational expenditures.

D. Financing Tools...

Of the total \$5.8 million projected to be available for non-housing activities, approximately \$3.4 million has tentatively allocated for operational expenditures and \$1.2 million for “capital outlay” obligations over the subject five-year period, leaving approximately \$1.2 million for other non-housing activities. Such other non-housing activities to be determined by the Town could include: 1) public facility improvements; 2) street and traffic circulation improvements; 3) economic development and business retention; and 4) and community beautification.

Due to current obligations for capital outlay expenditures in fiscal year 2005/06, the available tax increment funding for non-housing activities is projected to begin in fiscal year 2006/07.

	<u>FY 05/06</u>	<u>FY -06/07</u>	<u>FY 07/08</u>	<u>FY 08/09</u>	<u>FY 09/10</u>
Revenues (1)	919,655	962,595	1,130,980	1,308,560	1,496,795
Expenditures	714,675	526,615	640,460	705,255	771,075
Balance	204,980	435,980	490,520	603,305	725,720
Capital Outlay	380,872	200,000	200,000	200,000	200,000
Available for Non-Housing Activities	(175,892)	235,980	290,520	403,305	525,720

Footnotes:
 (1) Based 58% of the projected "gross" annual redevelopment tax increment revenue (deduction for 20% housing set-aside funding and 22% for required pass-through agreements).
 Source: Town of Truckee, A. Plescia & Co.

Typical mechanisms for providing redevelopment public financing assistance, if such assistance is determined by the town to be necessary to make certain new private development in the strategy economically feasible, are:

- Land Disposition: Transfer of town-owned property for a particular development project at a negotiated value.
- Building Rehabilitation/Adaptive Reuse: Town loan financing for rehabilitation of existing buildings, expansion of existing business and commercial uses, and/or adaptive reuse of existing buildings.
- Public Improvements: Town financing for installation of public infrastructure and/or improvements such as water, sewer, drainage, streets, curb/gutter/sidewalks, landscaping, street lights, etc. directly related to a particular development project.
- Parking: Town financing of on-site public parking to serve planned private development(s) and/or provide public parking.

**Tool:
Capital Improvements Program**

The Town of Truckee Capital Improvements Program (CIP) is a potential source of funding for constructing off-site public infrastructure and improvements including water, sewer, storm water, streets, curb/gutter/sidewalks, landscaping and street lights. The CIP generally includes a variety of federal, state and local funding sources designated to fund such improvements, with the priorities and criteria for allocation of CIP funding established by the Town of Truckee in the context of a separate annual budget document.

CIP funding is a potential means to finance certain public infrastructure and improvements that would serve the Redevelopment Agency or privately-owned sites designated for development with the proposed strategy. The Town of Truckee Redevelopment Agency should give consideration to having such public infrastructure and improvements be given priority consideration in the criteria and process for allocation of annual CIP funding.

**Tool:
Development Impact Fees**

The Town of Truckee Development Impact Fee Calculation Report (January 2004) identifies several proposed development impact fees. Two of the proposed fees could potentially provide funding for identified priority public projects within the strategy area, including:

1. Streets, Signals and Bridges Fee

This fee would be imposed on residential (single family, multiple family, mobile homes), commercial lodging, commercial/office uses and industrial uses. Fee revenues are used to finance improvements to complete the existing street, roadway and bridge system and to complete the system of traffic signals to ensure smooth movement of vehicles through intersections related to projected development growth.

Based on the Town of Truckee Development Impact Fee Calculation Report (January 2004), the current schedule of projects to be financed with this fee includes several projects either in or adjacent to the strategy area. These potential projects include: 1) West River Street/Bridge Street Intersection Improvements; 2) Bridge Street/Commercial Row Signalization and Geometric Improvements; and 3) SR-89/UPRR Under crossing.

2. Storm Drainage Collection Fee

This fee could be imposed on residential (single family, multiple family and mobile homes), commercial lodging, commercial/office uses and industrial uses. Fee revenues are used to finance expansion of storm drainage facilities necessary to extend the level of services to support projected development growth.

Development of new residential and commercial uses on previously vacant property will require installation of additional storm drainage lines to increase the drainage capacity of the system. The revenues raised from the Storm Drainage Facilities Impact Fee would be limited to capitalize costs related to

D. Financing Tools...

that growth, and not used to repair, replace or rehabilitate any existing storm drainage lines.

Based on the Town of Truckee Development Impact Fee Calculation Report (January 2004), the current schedule of projects to be financed with such a fee includes projects that would affect the Downtown River Revitalization Strategy area. These potential projects include Trout Creek Restoration (\$2,800,000).

Tool: Potential Riverfront Improvement Fee

An option for consideration by the Town of Truckee would be establishment of a Riverfront Improvement Fee. Such a fee could be imposed in the general geographical area within the boundaries of the strategy with the exact boundaries to be determined based on further analysis and a specific nexus study. It would create a funding source dedicated for riverfront improvements.

Receipt of funds from such a fee program would be dependent on new development proceeding in the Downtown River Revitalization Strategy area, meaning that a fee program could only begin to provide funding once the proposed development is underway. Therefore there would still be the need for the town to provide some form of interim financing to assist catalyst development in the area. A riverfront fee program could be established as a mechanism to repay interim public or private investments made from other funding sources and potentially pay for a portion of the proposed long-term capital improvement projects.

The Town of Truckee should first consider the amount of funding that could be provided from existing fee programs prior to consideration of a new fee program and explore private developer, property owner and business owner receptiveness to a potential riverfront improvement fee. If the Town of Truckee determines, based on those considerations, that such a financing option warrants further consideration, then the next level of analysis would include evaluating the nexus between demand from proposed riverfront improvements and new development, the amount of infrastructure that is needed and the proportion of the cost that could be captured in such a fee program.

Tool: Assessment Districts

The town could consider the establishment of an assessment district to finance capital improvements and/or operating and maintenance costs for riverfront improvements. There are a number of different mechanisms that may be used. All of these mechanisms involve levying of a charge on properties within a specific geographical area to raise funds that directly benefit the subject area. These mechanisms have varying property owner/voter approval requirements and eligible uses of funds.

The Town of Truckee could consider issuance of bonds for development that would be financed through either assessment districts or community facilities districts.

The authority for local government to form assessment districts, levy assessment and/or issue bonds for the purposes of financing construction of public improve-

ments is embodied in several pieces of legislation including: 1) Improvement Act of 1911; 2) Improvement Act of 1913; and 3) Improvement Act of 1915. Eligible facilities under an Assessment District (AD) include public improvements of a local nature (i.e. streets, utilities, water, sewer, storm drainage, etc.) that provide special benefit to properties within the AD area.

D. Financing Tools...

Tool:

Mello-Roos Community Facilities Districts

The Mello-Roos Community Facilities Act of 1982 authorizes bonds to be issued by a Community Facilities District (CFD) to finance facilities necessary due to growth and development. Bonds issued by the CFD are secured by a levy of special taxes, which must be approved by a 2/3 vote of the residents or landowners within the proposed district. Eligible facilities under a CFD include public improvements with a useful life of five years or more such as streets, utilities, water, sewer, storm drainage, etc. and specified public services (i.e. police, fire, library, etc.).

Tool:

Property and Business Improvement Districts

The Property and Business Improvement District Law of 1994 which provides the authority for cities to fund property-related improvements, maintenance and activities through the levy of assessments upon the real property that benefits from those improvements. Specific improvements include acquisition, construction, installation or maintenance of property with an estimated useful life of five years or more including, but not limited to, the following: 1) parking facilities; 2) benches, booths, kiosks, display cases, pedestrian shelters and signs; 3) trash receptacles and public restrooms; 4) decorations; 5) lighting and heating facilities; 6) parks; 7) fountains; 8) planting areas; 9) closing, opening, widening or narrowing of existing streets; 10) facilities or equipment, or both, to enhance security of persons and property within the area; 11) ramps, sidewalks, plazas and pedestrian malls; and 12) rehabilitation or removal of existing structures. Examples of eligible activities include promotion, marketing, economic development, retail retention and attraction, security, street and sidewalk cleaning, and other related municipal services.

The formation of Property and Business Improvement Districts (“PBID”) is subject to a vote of the property owners within a proposed district. In regard to the strategy, any consideration for establishment of a PBID would include an area that also includes the downtown core (Commercial Row) and the proposed Rail-yard development as a single district. The assessments levied on properties can be tiered so that properties within a district pay an assessment that is in direct relation to the extent of benefit that is determined to be provided by the PBID.

E. State and Federal Funding Programs

There are a number of state and federal grant programs that the Town of Truckee could pursue to assist with funding for proposed public riverfront improvements. A brief description of some of those programs is provided below.

**Program:
Infrastructure State Revolving Fund**

The Infrastructure State Revolving Fund (ISRF) provides low-cost financing (loans) to public agencies for a wide variety of infrastructure projects and is administered by the State of California Technology Commerce and Trade Agency. Loan funding is available in amounts from \$250,000 to \$10,000,000, with loan terms up to thirty (30) years and interest rates at below-market levels. Eligible applicants include cities, counties, redevelopment agencies, special districts, assessment districts and joint powers authorities. Eligible project activities include streets, highways, parking, drainage, water supply, flood control, environmental mitigation measures, parks and recreational facilities, sewage collection and treatment, solid waste collection and disposal, water treatment and distribution, public safety facilities and power and communication facilities. Potential applications of this funding source for the Downtown River Revitalization Strategy area could include, streets, parking (public), streetscape improvements and utilities.

**Program:
Brownfield Assessment and Cleanup Program**

The brownfield assessment and cleanup cooperative program administered by the US Environmental Protection Agency (EPA) provides grant funding to address properties contaminated by petroleum and hazardous substances, pollutants or contaminants. Brownfield sites are real property, the expansion, redevelopment or reuse of which may be complicated by the presence of hazardous materials. Eligible applicants include, among others, general purpose units of local government. The type of assistance is grant funding provided through cooperative agreements with EPA, with funding levels ranging from approximately \$200,000 to \$1,000,000 depending on the applicant and specific nature of the funded activity. Basically, brownfield grants may be used to: 1) inventory, characterize, assess brownfield sites; 2) capitalize a revolving loan fund to carry out cleanup activities; and 3) carry out cleanup activities. Potential applications for the Downtown River Revitalization Strategy area include remediation of existing properties that might be contaminated by hazardous materials.

Program: Proposition 40

The California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Act of 2002 (Proposition 40) authorized \$2.6 billion in state bonds, administered by the State Department of Parks and Recreation. Projects to receive funding include local assistance programs for the (1) acquisition and development of neighborhood, community and regional parks and recreation areas; (2) acquisition, development and restoration of water resources, including the acquisition and development of river parkways and protecting urban streams; (3) land, air and water conservation programs including acquisition; and (4) acquisition, restoration, preservation and interpretation of California's historical and cultural resources including sites and places that preserve and demonstrate culturally significant aspects of California history. Potential applications of this funding source for the strategy area could include parks, riverfront promenades, riparian enhancements and riverfront historical/interpretative features.

Program: Proposition 50

Proposition 50, the Water Security, Clean Drinking Water, Coastal and Beach Protection Act of 2002, approved a state general obligation bond of approximately \$3.4 billion to fund a variety of projects. These include water quality improvement projects (including river parkways that provide water quality improvements), Cal-fed Bay-Delta Program, and Integrated Regional Water Management. Potential applications of this funding source for the strategy area could include riverfront promenades and riparian enhancements.

Program: Propositions 204, 12 and 13

This is a series of resource-related bond measures passed between 1990 and 2001 that provide \$5.1 billion in funding for park and habitat conservation purposes and water-related purposes. According to the Legislative Analyst's Office approximately \$721 million of these funds is estimated to be available for appropriation after the 2002-03 fiscal year. Potential applications of this funding source for the strategy area could include parks and riparian enhancements.

Department of Fish and Game

The California Department of Fish and Game sponsors a program for fishing piers through the Wildlife Conservation Board. The maximum grant amount is \$250,000 and can be used to fund the pier structure only. Grant funds must be matched on a one-to-one basis by the applicant, and the grant requires that the majority of pier railing space be allocated to fishing. Potential applications of this funding source for the strategy area could include fishing piers and public outlook facilities.

Department of Boating and Waterways

The California Department of Boating and Waterways provides low-interest loans and grants for public docks, marinas and boat launches. Approximately \$50 million annually is divided equally between loans and grants statewide. Potential applications of this funding source for the strategy area could include public launch facilities.

Land and Water Conservation Fund

This is a program that provides federal funds from the National Park Service and is administered by the California Department of Parks and Recreation. The Land and Water Conservation Fund is authorized through 2015 and provides matching grants for acquisition and development of facilities that provide for or support outdoor recreation. The program provides for acquisition and development of neighborhood, community and regional parks that include recreation projects and/or acquisitions of wetlands. Potential applications of this funding source for the strategy area could include riparian land acquisition, development or preservation.

Recreation Trails Program

The Recreation Trails Program provides funds for recreational trails and trails-related projects and is administered at the federal level by the Federal Highway Administration (FHWA) and at the state level by the California Department of Parks and Recreation. The allocation for the State of California was approximately \$3.2 million, based on the federal Fiscal Year 2003 appropriation. Eligible applicants include cities, counties, districts, state agencies and non-profit organizations with management responsibilities over public lands. The program is a matching program that can provide up to 80% of the project costs. Potential applications of this funding source for the strategy area could include riverfront promenades.

TEA-21/T3 Funding

The federal government provides funding for local transportation projects through various components of the six-year program known as TEA-21. The program was reauthorized in 2004 and is called T3, designating it as the third six-year authorization for federal transportation funding. Potential applications of this funding source for the strategy area could include pedestrian enhancements; street, bicycle and pedestrian improvements that enhance regional connectivity and promote congestion relief; and air quality enhancements such as riverfront promenades or new river crossings.

F. Regulatory Tools

The Town of Truckee could consider the following revisions to its zoning ordinance provisions and related development standards as a means to assist implementation of proposed development in the strategy area.

Riverfront Zoning District

This potential approach is based on the recognition that the strategy area is a unique area that combines industrial, commercial and residential uses of economic value to the Town of Truckee. The purpose of such a zoning district would be to:

- preserve certain existing uses in the area and promote their continued economic viability;
- protect the quality and character of the Truckee River corridor;
- allow new residential, commercial, light-industrial and mixed uses in the area that are compatible with and enhance the character of the area;
- promote public access to and utilization of the Truckee River; and/or
- create a vibrant core of mixed uses that serves the needs of existing residents, business owners, employees, visitors and river users.

The allowable uses of such a zoning district could be those approved by the Town of Truckee in the context of the plan. In addition such a zoning district could include specific standards related to expansion of existing allowed uses, setbacks, lot coverage, building height, residential density, river access and architectural design.

In regard to river access, expansion of existing uses, adaptive reuse or new development on vacant or underdeveloped properties located along the Truckee River would be required to establish an adequate setback from the edge of river to provide flood plain protection and public access in accordance with the provisions of the strategy.

Mixed-Use Overlay Zone

This potential approach could provide the means for the Town of Truckee to identify certain areas within the strategy area where all allowed development would be in the form of mixed-use projects occupied by a combination of commercial, retail, office and residential use. This approach would ensure that a mixture of residential and commercial uses would be included when certain parcels of property are either redeveloped or developed by a property owner.

In terms of residential component in a mixed-use project, the type of residential use could include townhomes, flats, live-work units, etc., while complying with the maximum density requirements of the applicable underlying zoning district.

Design considerations could include, but not be limited to, the following:

- achieving compatibility of the different uses;
- minimizing potential impacts (noise, odors, etc.) on residents;
- potential impacts of mixed-use projects on adjacent properties;
- ensuring that residential units are of a residential character;
- integration of the street pedestrian environment with the non-residential uses; and
- compatibility of uses in terms of building scale, height and design, etc.

Joint Use/Shared Parking Provisions

The purpose of a joint use or shared parking program would be to provide the means to reduce the overall required on-site parking that would otherwise be provided for multiple uses on a single site or parcel. Joint use or shared parking for multiple commercial uses could be established if such uses cooperatively establish and operate the parking and generate parking demands primarily during different hours of operation.

Considerations for joint use or shared parking by the Town of Truckee could be based on the following:

- sufficient number of spaces are provided to meet the maximum cumulative parking demand of the participating uses at any time;
- there is a lack of potential conflict between the uses on a site based on the nature of uses and operation times; and/or
- parking designated for joint use should be located in close proximity to any structure or use served.

The amount of joint use or shared on-site parking for commercial uses for a particular development (expansion of existing buildings, adaptive reuse or new construction) should be the amount of on-site parking that would otherwise be required individually for the specific uses with a 10% to 20% reduction. The percent of the reduction to the required on-site parking would be based on

F. Regulatory Tools...

the specific combination of uses, related hours of operation and peak parking demand and proposed basis for operation of the subject joint use or shared parking.

G. Administrative Actions

There are a several actions that could be considered by the Town of Truckee in relation to ongoing implementation of the strategy. These potential actions include the following as further described below:

- expedited planning/building entitlement process
- commitment of town staff resources to coordinate implementation activities
- ongoing coordination with existing property and business owners and institutional partners regarding ongoing strategy implementation

Expedited Planning and Building Entitlement Process

The Town of Truckee could consider establishment of a process whereby review and approval of discretionary planning and building entitlements is given priority and expedited timing for proposed residential or mixed-use projects in the downtown Truckee area consistent with the *Truckee Downtown Specific Plan* and this strategy.

For such projects, a stipulated period for completing such review and approval (or disapproval) would be committed to by the town. The period should be less than the current average period of time required for completing such review and approval. This approach would assure private developers of desired urban residential or mixed-use development projects that required planning and/or building entitlements would be completed within a reasonable period of time.

Formation of “A” Team (Technical Assistance)

In order to assist in the expedited planning and/or building entitlement process described above, the Town of Truckee could consider establishing an internal staff team that would provide technical input and assistance for urban residential and mixed-use development projects in downtown Truckee consistent with the strategy. The team would include representatives of the various Town departments that are involved in review and discretionary approval of projects including Redevelopment, Planning, Building, Public Works, Fire and Environmental Health.

This approach could provide for a single point of contact for a prospective developer and consistency of policy direction among the participating town departments. The team should include a high level representative from each department who is authorized to commit to an appropriate policy direction and/or decision related to a particular development project.

Ongoing Community Coordination

Leadership from private business, neighborhood and community organizations is an important element for successfully implementing the Downtown River Revitalization Strategy. The Town of Truckee should continue to maintain a strong working relationship with property and business owners in downtown Truckee. This working relationship is particularly important in regard to:

- development and operation of a potential comprehensive district parking program;
- marketing of available development sites;
- establishing an overall design theme for public and streetscape improvements; and
- maintaining a consistent level of ongoing management, maintenance and security.

In addition, the town should continue to enhance its relationship with its “institutional partners” (such as Nevada County), various special districts and public interest organizations. This would be particularly important in regard to undertaking and completing a successful program for enhancement to the Truckee River for habitat preservation, flood plain management and recreation uses.

H. Opportunity Site Implementation Actions

This section presents specific proposed activities related to implementing the development program for each of the identified opportunity sites that involve private development (building rehabilitation, adaptive reuse and/or new development) and/or public improvements.

West River Area

Site A

This area would remain open space. Improvements would be limited to construction of a new trail at the foot of the hillside, installation of some interpretive markers, habitat restoration along the shoreline and perhaps construction of a pedestrian bridge. Costs for some of these improvements may be assumed by the State Department of Fish and Game, but funding for ongoing maintenance would need to come from the Town of Truckee. In addition, the town may need to assist with the funding of the improvements.

Because it is important that the trail and interpretive package be consistent throughout the river area, the town may wish to take the lead on the design of such improvements.

Sites B-1, B-2 and B-3

There is a potential opportunity for the Town of Truckee to pursue an Owner Participation Agreement with the existing property owner for redevelopment of the properties through a combination of rehabilitating existing buildings, rehabilitation/adaptive reuse of existing buildings and new infill development consistent with the designated land uses for the sites as identified in Chapter

G. Administrative Actions...

H. Opportunity Site Implementation Actions...

3. This should include preparation of a master plan for the overall revitalization of the property and a phasing plan to identify the sequence and timing of the proposed revitalization activities.

The improvements on Sites B-1, B-2 and B-3 could potentially include some space as a “receiving” location for certain light industrial or service commercial businesses currently located from the south side of West River Street (Site C-1) that are suited for the strategy area but might need to be relocated due to redevelopment of Site C as described below.

Site C

In regard to redevelopment of the property consistent with the designated uses identified in Chapter 3 there is a potential opportunity for the Town of Truckee to either: 1) pursue an Owner Participation Agreement with the property owner; or 2) pursue acquisition and assembly of the property and subsequent transfer of the property to a private development entity through a Disposition and Development Agreement.

The town could potentially also be involved in removal of existing buildings, remediation of the property (if necessary) and/or installation of public improvements related to the proposed redevelopment depending on the projected economics of the proposed redevelopment.

Under either approach there would need to be an effort by the town to assist in identifying other sites within the Town of Truckee to locate any existing light industrial or service commercial uses potentially relocated from Site C-1 related to redevelopment of the property. Such sites would need to be designated for such uses and should be of a size, location and cost (i.e. lease rate) that doesn't negatively affect the ongoing business operations and economics of the subject businesses.

The effort by the town for redevelopment of Site C-1 should be considered as the first phase of a larger overall redevelopment of the entire Site C area as indicated in Chapter 3.

Central River Area

Sites D-2, E-1 and E-2

There is an opportunity for the Town to pursue an Owner Participation Agreement with the owner of the property immediately south of the Truckee River (Site D-1) for new limited private development clustered near the landing of a new pedestrian bridge crossing over the Truckee River. Such proposed development should be coordinated with the location, design and construction timing for installation of the proposed new pedestrian bridge across the Truckee River at that location and should comply with the proposed development on the north side of the river (Sites E-1 and E-2).

Regarding Site E-1, there is an opportunity for the Town of Truckee to transfer this town-owned property (former Nevada County corporation yard property) to a private developer for development of both private and commercial uses as described in Chapter 3 through a Disposition and Development Agreement (DDA). The town would likely be directly involved in the design, financing and development of the proposed public/civic uses on the property.

Revitalization of Site E-2 would probably require a public/private development arrangement between the town and property owner (or subsequent owner/ developer) due to the potential mixture of potential private development (i.e. commercial, hotel, residential, etc.) and/or public improvements/facilities (i.e. railroad museum). Alternatively the town could pursue acquisition and assembly of property and transfer the portion of the property proposed for private development through a DDA.

For all three of these sites the town may need to be involved in activities related to removal of existing structures, remediation of property (if necessary) and/or installation of public improvements, depending on the projected economics of the proposed private development.

East River Area

Sites F-1, F-2, F-3 and H-3

Sites F-1 includes only habitat restoration around the confluence of Trout Creek with the River. Site F-2 includes development of a landscaped surface public parking lot north of the river which would likely be designed, financed and constructed by the Town of Truckee. The funding for such an improvement could be from the potential state or federal funding programs described earlier in this chapter if the town were successful in securing such funding.

Sites F-3 and H-3 are intended to be developed with live-work units. There is an opportunity for the town to either: 1) pursue an Owner Participation Agreement with the property owner; or 2) pursue acquisition and assembly of land area sufficient to support the proposed private development and subsequent transfer of the property to a private developer through a Disposition and Development Agreement. The town could also potentially be involved through financial assistance in the expansion of flood plain enhancement along the Truckee River at this location (Site F-1), construction of a street system (public right-of-way) at the terminus of East River Street, and /or coordination with applicable state and federal regulatory agencies to permit the proposed development.

H. Opportunity Site Implementation Actions...

Summary Chart of Potential Funding Sources, by Project

Improvement/Activity	Potential Funding Sources
West River Area	
Riparian Edge Enhancement (A-1)	Proposition 40; Proposition 50; Propositions 204/12/13; Land/Water Conservation Fund
Development Agreements (B-1, B-2, C-1)	Redevelopment tax increment; Capital Improvements Program; Infrastructure State Revolving Fund; Brownfield Assessment/Cleanup Program; Assessment District Financing
Central River Area	
Riparian Edge Enhancement (D-2)	Proposition 40, Proposition 50; Propositions 204/12/13
Central Pedestrian Bridge (D-2)	Capital Improvements Program; Streets/Signals/Bridges Fee (proposed); Infrastructure State Revolving Fund; TEA-21/T3; Assessment District Financing
Central River Village (E-1)	Brownfield Assessment/Cleanup Program; Propositions 40 and 50; Department of Fish & Game; Recreation Trails Program; TEA-21/T3;
Central River Parking (E-3)	Redevelopment Tax Increment; Capital Improvements Program; Infrastructure State Revolving Fund; Assessment District Financing
West River Street/Sidewalks (Miscellaneous)	Redevelopment Tax Increment; Capital Improvements Program; Infrastructure State Revolving Fund; Assessment District Financing
East River Area	
Habitat Restoration (H-2)	Proposition 40; Proposition 50;