



# EXECUTIVE SUMMARY

The Comprehensive Master Plan is a roadmap that helps the Truckee-Donner Recreation and Park District to proactively focus on shaping operations and offerings over the next 10–15 years as an independent Special District. The Master Plan clearly identifies community needs, sets shared priorities, and aligns facilities, programs, staffing, finances, and partnerships. With Board direction, the Plan gives the District a solid framework for making choices and sequencing investments over time. It also helps the District position itself for grants and partnerships, collaborate with regional agencies, and maintain and improve existing assets while planning new amenities. Most importantly, the Plan provides a transparent, community-informed guide that can be revisited and updated, keeping the District flexible and ready to respond to changing conditions and opportunities.

# Plan Purpose

## Introduction

TDRPD was established in 1962 to provide recreation and park facilities in eastern Nevada County. The District's last official master plan was adopted in 1988. The District adopted a strategic plan in 2014 that identified six focus areas for the District. The Strategic Plan was updated and adopted in 2020 with 19 objectives across the six focus areas. Also in 2020, the District adopted a park-specific master plan was adopted for Truckee River Regional Park, the District's busiest, oldest and most central park.

This Comprehensive Master Plan Document will be used as a strategic framework to enhance park and recreation services for the District's recreation and park system moving forward. The plan has been created using data-driven, community-focused analysis and engagement to address the District's challenges and opportunities.

Design Workshop, with input from JKAE, assessed the park and recreation facilities, conducted demographic analysis, and researched applicable recreation trends while also leading community engagement events, including a statistically valid survey conducted by ETC Institute. Citygate Associates evaluated the TDRPD's financial operations and policies, staffing and organizational structure, operational practices and technology use, recreation programs and partnerships, and its broader service delivery role.



## MISSION

**Inspiring creative, active lives for a healthy mountain community**

## VALUES

- **Community Focused**
- **Professional**
- **Innovative**
- **Collaborative**
- **Fiscally Responsible**
- **Visionary**

# Plan Strategies Summary

The draft plan strategies were derived from community feedback, analysis, and recreation planning best practices as shown in the table below. The strategies are organized into two groups: 1) Facilities & Programming Strategies and 2) Implementation Strategies.

The Facilities and Programming Strategies Chapter describes recommendations for how TDRPD maintains and invests in its parks and recreation system. First, Improve What We Have focuses on tackling deferred maintenance, upgrading key sites like West End Beach and

playgrounds, enhancing accessibility, bathrooms, signage, shade, and revamping the maintenance yard.

Second, Expand Indoor Offerings recommends a new fieldhouse and describe how the District can support others who may lead development of a performing arts center.

Third, Activate TDRPD's Parks and Facilities emphasizes walking/biking loops, affordability, inclusive access (including Spanish-speaking and adaptive users), and filling programming gaps for seniors, tweens, and pool users.

Fourth, Provide New Recreation Facilities calls for expanding the skatepark, adding dedicated pickleball courts, redesigning disc golf, building an all-access playground, and developing more sports fields.

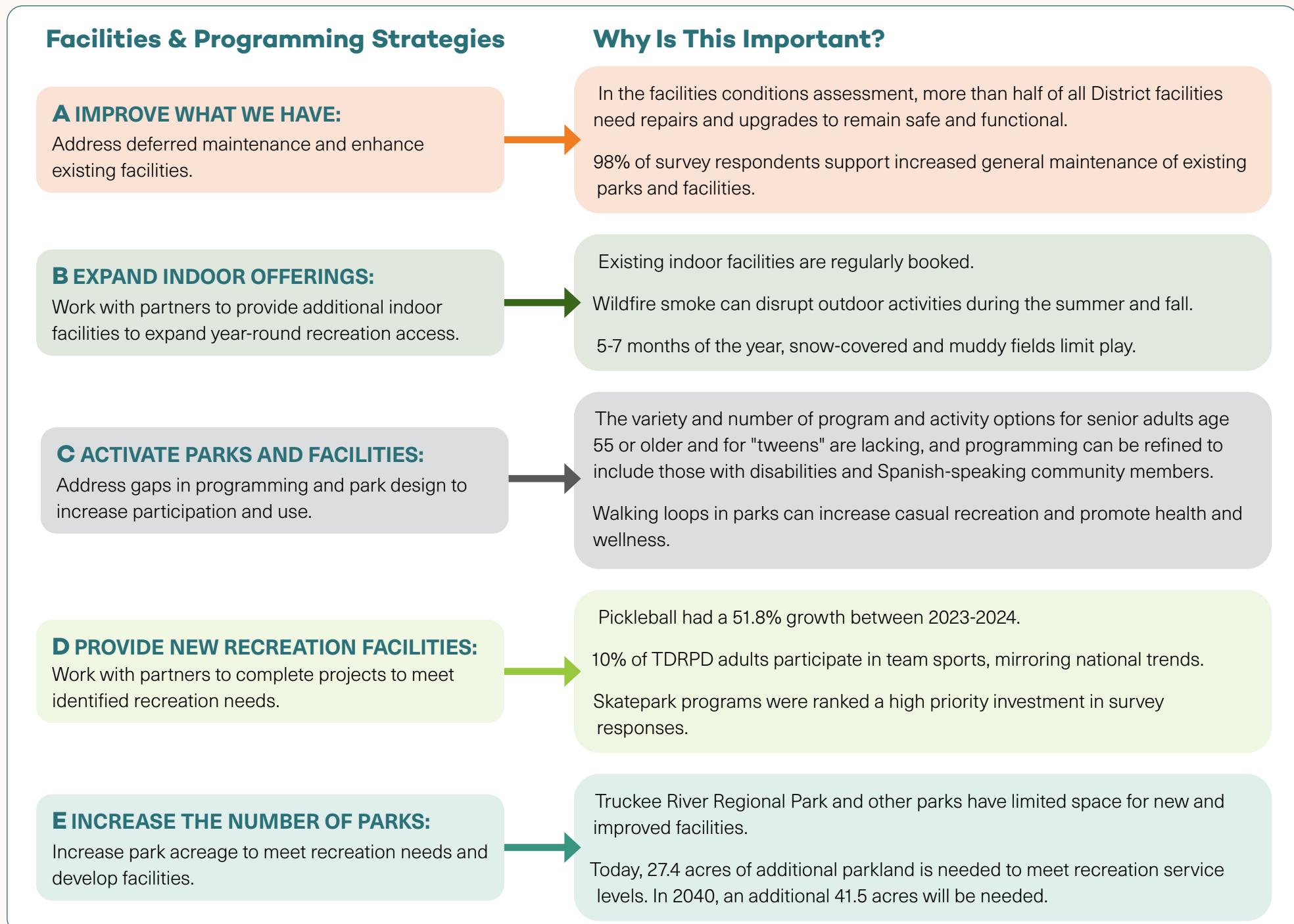
Finally, Increase the Number of Parks identifies priority sites to add parkland and improve regional equity.

Together, these strategies provide a roadmap for maintaining excellence, expanding opportunities, and ensuring all residents can enjoy TDRPD's parks and facilities well into the future.

| Plan Strategies                                 | Basis of Strategy                  |                        | Community Engagement       |                           |
|---|------------------------------------|------------------------|----------------------------|---------------------------|
|   | Recreation Planning Best Practices | Analysis & Assessments | Statistically Valid Survey | Interviews & Focus Groups |
| <b>Facilities &amp; Programming Strategies</b>  |                                    |                        |                            |                           |
| <b>A: Improve What We Have</b>                  | •                                  | •                      | •                          | •                         |
| <b>B: Expand Indoor Offerings</b>               | •                                  | •                      | •                          | •                         |
| <b>C: Activate TDRPD's Parks and Facilities</b> | •                                  | •                      | •                          | •                         |
| <b>D: Provide New Recreation Facilities</b>     | •                                  | •                      | •                          | •                         |
| <b>E: Increase the Number of Parks</b>          | •                                  | •                      |                            | •                         |
| <b>Implementation Strategies</b>                |                                    |                        |                            |                           |
| <b>F: Increase Financial Resources</b>          | •                                  | •                      | •                          | •                         |
| <b>G: Maintain and Leverage Partnerships</b>    | •                                  | •                      |                            | •                         |
| <b>H: Strengthen Internal Operations</b>        | •                                  | •                      |                            | •                         |

**Table 1:** Basis of Plan Strategies

Figure 2: Introduction to Facilities & Programming Strategies



# Facilities & Programming Strategy A: Improve What We Have

## Overview

Keeping park and recreation facilities in good repair is essential to ensure they remain safe, accessible, and welcoming for the community. Community members value the District's diverse programs and flagship facilities; however, some assets show signs of wear and increasing maintenance needs.

Maintenance was frequently cited as a priority by community members, with 98 percent of survey respondents supporting increased general maintenance of existing parks and facilities. The Parks Division faces significant deferred maintenance backlogs. A key challenge is a lack of financial resources, which has resulted in a total of 7,000 hours of deferred maintenance annually.

The 2015 Facility Conditions Analysis (FCA), now 10 years old, estimated \$6 million for improvements, exceeding current resources. The District maintains a 15 year capital forecast for maintenance and replacement. The forecast for 2026 - 2035 outlines a need for \$13.6 million of repairs or replacements.

The table below outlines recommended strategy opportunities that provide high-level recommendations for addressing deferred maintenance and enhancing existing facilities. It is not inclusive of every maintenance need.

Following the table, detailed descriptions are provided to further explain the purpose and intent of each opportunity.

## IMPROVE WHAT WE HAVE:

|                        |  |
|------------------------|--|
| <b>Opportunity A1</b>  | Revamp the TDRPD Maintenance Yard  |
| <b>Opportunity A2</b>  | Increase Opportunities to View and Connect to the Truckee River            |
| <b>Opportunity A3</b>  | Reduce Bike Park Maintenance Needs while keeping World-Class Status        |
| <b>Opportunity A4</b>  | Improve West End Beach facilities  |
| <b>Opportunity A5</b>  | Enhance and Replace Playgrounds  |
| <b>Opportunity A6</b>  | Address Field Maintenance and Extend Seasonal Play                         |
| <b>Opportunity A7</b>  | Upgrade Facilities to meet Accessibility Standards and Enhance User Access |
| <b>Opportunity A8</b>  | Renovate Bathrooms   |
| <b>Opportunity A9</b>  | Enhance Signage and Wayfinding and Implement TDRPD Branding                |
| <b>Opportunity A10</b> | Increase and Provide Shade   |
| <b>Opportunity A11</b> | Enhance the Rodeo Grounds  |



# Facilities & Programming Strategy B: Expand Indoor Offerings

## Overview

The need for additional indoor recreation facilities repeatedly emerged as a high priority during community engagement events and through the facility inventory process.

Given the Truckee region's climate, Truckee experiences at least one inch of snow on the ground for an average of 118 days per year (1991–2020). Snow-covered or muddy fields limit access to outdoor recreation for approximately five to seven months each year. Additionally, wildfire smoke can further disrupt outdoor activities during the summer and fall months.

The facility assessment also found that existing indoor facilities, such as TTUSD's fieldhouse, are regularly booked to capacity, indicating high demand and limited availability.

Empirical community feedback received identified a need for programs for "tweens" (youth that are of middle-school age) and more programs during the winter months for youth, which leads to the need for more indoor space.

While current performing arts spaces are functional, they constrain the type, scale, and quality of performances that could otherwise be hosted.

To meet growing demand and expand year-round recreation access, TDRPD may collaborate with partner organizations to lead the development of a new field house and to provide support for development of a performing arts facility. TDRPD plays a vital community role by providing high-quality spaces for indoor sports while also supporting and advancing cultural and artistic opportunities for all residents.

The table below outlines recommended strategy opportunities that provide high-level guidance for working with partners to provide additional indoor facilities to expand year-round recreation access.

Following the table, detailed descriptions are provided to further explain the purpose and intent of each opportunity.

## EXPAND INDOOR OFFERING

|                |   |
|----------------|---|
| Opportunity B1 | Develop a Fieldhouse  |
| Opportunity B2 | Be a Partner to Support Development of a Performing Arts Center |



# Facilities & Programming Strategy C: Activate TDRPD's Parks and Facilities

## Overview

Enhancing park design and programming is critical to increasing participation and improving user experience. Recreation planning best practices emphasize programming parks and facilities to encourage daily use and support active lifestyles.

TDRPD is recognized as the primary year-round provider of parks and recreation services. The District is professionally managed, with experienced staff who know the community, maintain strong relationships, and deliver high-quality services. Facilities are also accessible to partner organizations, allowing low- or no-cost access for nonprofit, school, and community programs.

Despite these strengths, gaps remain in both programming and facility infrastructure. Opportunities include expanding options for senior adults, winter programming for youth, activities for middle-school “tweens,” services for Spanish-speaking residents, and enhanced

accessibility for patrons with disabilities. Scholarship demand is rising, reflecting growing affordability concerns, particularly for middle-income families.

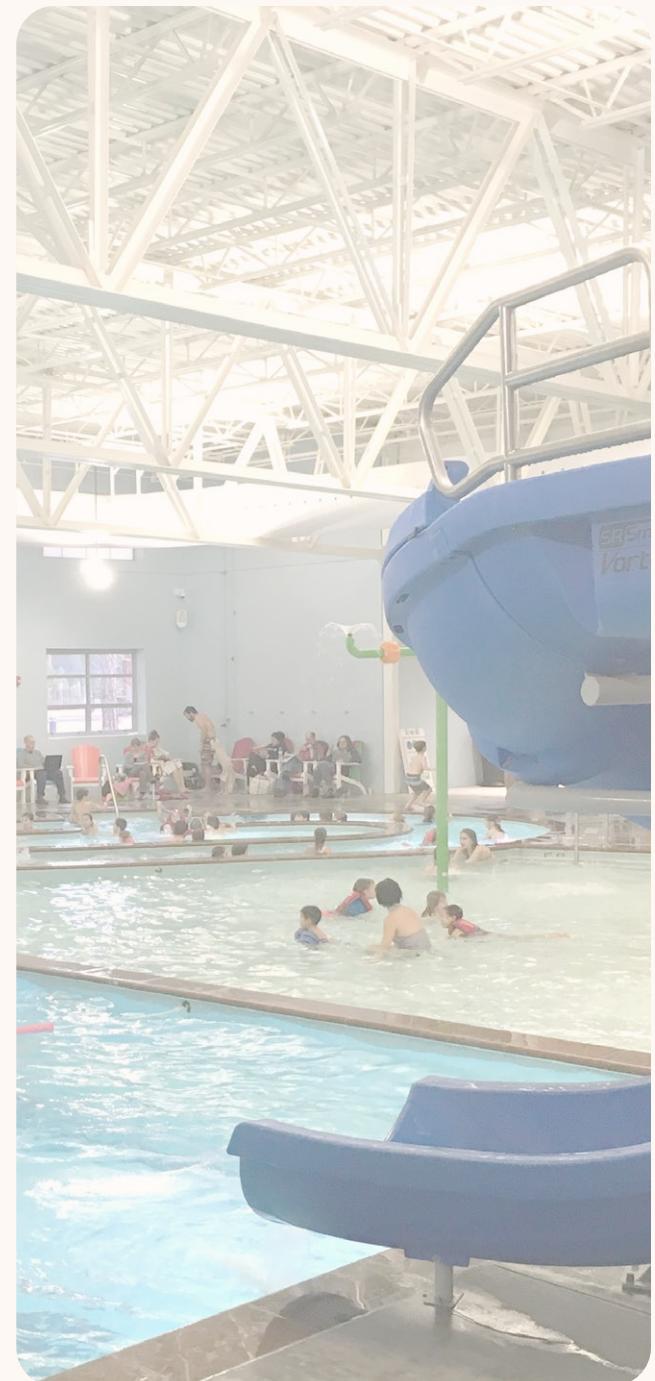
Incorporating walking and biking paths, fitness loops, and bike-friendly infrastructure within parks can increase casual and independent recreation, strengthen connectivity, and promote health and wellness. By pairing these enhancements with inclusive, responsive programming, TDRPD can activate parks year-round, maximize facility use, and ensure recreation access for all community members.

The table below outlines recommended strategies to guide improvements to the Legacy Trail and other regional trail systems, expanding opportunities to walk, bike, and roll to TDRPD parks.

Following the table, detailed descriptions are provided to further explain the purpose and intent of each opportunity.

## ACTIVATE TDRPD'S PARKS AND FACILITIES

|                       |  |
|-----------------------|--|
| <b>Opportunity C1</b> | Create Paved Walking/Rolling Loops and Amenities Within Existing Parks |
| <b>Opportunity C2</b> | Maintain Affordability While Ensuring Cost Recovery                    |
| <b>Opportunity C3</b> | Enhance Access for all Community Members                               |
| <b>Opportunity C4</b> | Address Programming Gaps   |



# Facilities & Programming Strategy D: Provide New Recreation Facilities

## Overview

Findings from the recreation trends analysis, focus group input, and community demographic analysis indicate a steady demand for new and enhanced recreation facilities in the Truckee region.

Pickleball continues to be the fastest-growing sport, with a 51.8 percent increase in participation between 2023 and 2024.

Field team sports remain highly popular among adults, representing 10 percent of TDRPD participants—consistent with national participation trends. In addition, survey results ranked skatepark programs as a high-priority investment.

However, opportunities for play and recreation are currently constrained by field shortages and ongoing maintenance challenges.

To address these needs, TDRPD will need to actively pursue partnerships with existing and new collaborators, including:

- Tahoe Truckee Unified School District (TTUSD)
- Rocker Memorial Skatepark
- Truckee-Donner Land Trust
- Achieve Tahoe
- The Town of Truckee's Inclusion Diversity, Equity and Accessibility (IDEA) program
- Truckee Tahoe Pickleball Club
- KidZone Library
- Other key partners

The table below outlines recommended strategy opportunities that provide high-level guidance for strengthening collaboration with partners to advance projects and meet identified recreation needs.

Following the table, detailed descriptions are provided to further explain the purpose and intent of each opportunity.

## PROVIDE NEW RECREATION FACILITIES

|                       |                                   |
|-----------------------|-----------------------------------|
| <b>Opportunity D1</b> | Expand the Skatepark              |
| <b>Opportunity D2</b> | Build Dedicated Pickleball Courts |
| <b>Opportunity D3</b> | Enhance the Disc Golf Course      |
| <b>Opportunity D4</b> | Provide an All Access Playground  |
| <b>Opportunity D5</b> | Develop Additional Sports Fields  |



# Facilities & Programming Strategy E: Increase the Number of Parks

## Overview

Truckee River Regional Park and several other parks have limited available space for new or expanded facilities such as playgrounds, athletic fields, and sports courts.

Currently, an additional 27.4 acres of parkland is needed to meet TDRPD's recreation service level targets. By 2040, that need is projected to grow to 41.5 additional acres to keep pace with population growth and recreation demand.

The table below identifies opportunity sites that TDRPD can consider for future parkland acquisition and facility development to expand overall park acreage and meet community recreation needs.

The District should also explore opportunities to partner with communities beyond the immediate Truckee area. For example, collaboration on recreation needs in the Donner Summit area—as outlined in the *Donner Summit Public Use, Trails, and Recreation Facilities Plan*—would strengthen

regional access to services. Extending support to rural parts of the service area reinforces the District's commitment to ensuring all community members have equitable access to recreation.

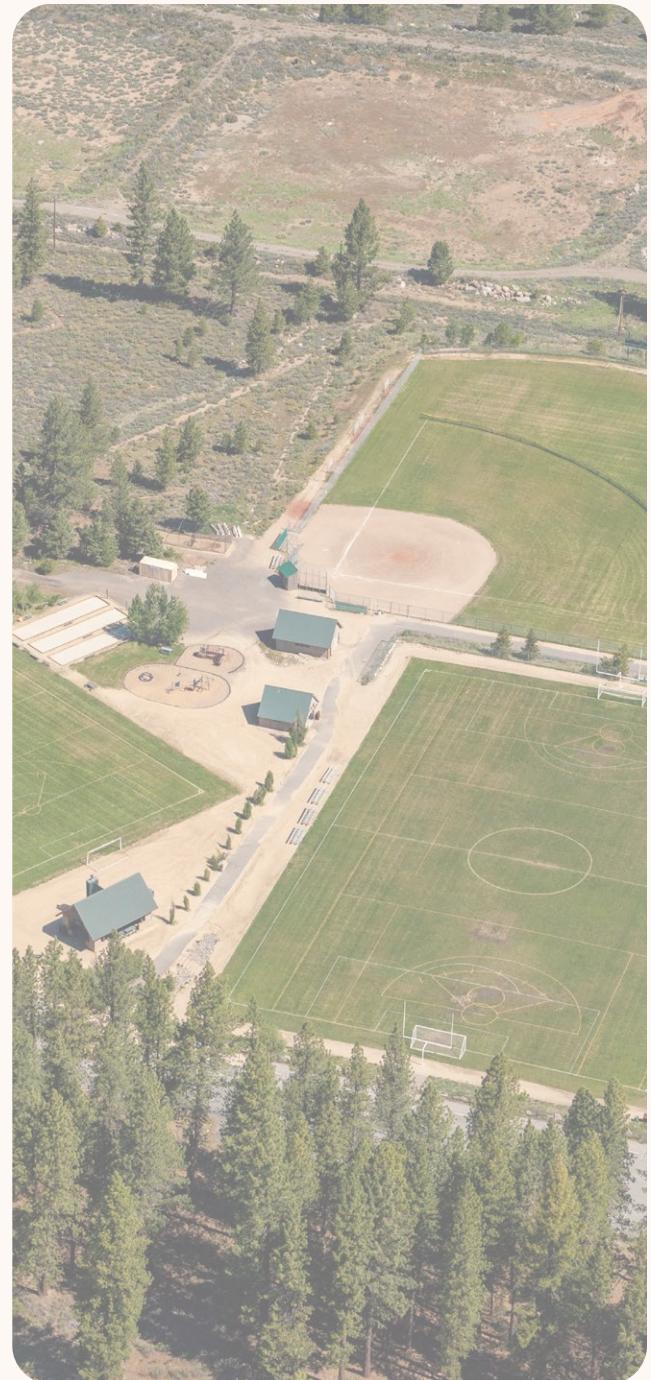
It is important to note that the amenities listed are conceptual and represent potential opportunities rather than finalized designs or confirmed projects.

Following the table, detailed descriptions are provided to further explain the purpose and intent of each opportunity site.

## INCREASE THE NUMBER OF PARKS

|                             |                        |
|-----------------------------|------------------------|
| <b>Opportunity Site E1</b>  | Joerger Drive Property |
| <b>Opportunity Site E2</b>  | Coldstream Park        |
| <b>Opportunity Site E3*</b> | Overland Trail Parcel* |
| <b>Opportunity Site E4*</b> | Hopkins Ranch Parcel*  |

Note: Opportunity sites marked with \* indicate sites with a potential partnership with Truckee Donner Land Trust



# Implementation Framework

The Implementation Framework chapter lays out how TDRPD will move from vision to action through three overarching strategies: increasing financial resources, maintaining and leveraging partnerships, and strengthening internal operations. Together, these strategies are intended to boost efficiency, transparency, and alignment with the Board's and the community's priorities, while positioning the District to deliver high-quality, inclusive services over the long term. The chapter also introduces clear decision-making criteria and an action-planning approach to help phase projects and investments across near-, mid-, and long-term timeframes.

First, the framework emphasizes increasing financial resources to address significant capital, maintenance, and equipment needs that current revenues cannot fully support. Key directions include analyzing service costs and revenues in Placer County, expanding grants, donations, and partnerships, exploring joint purchasing and joint powers arrangements, and evaluating both “pay-as-you-go” and debt-financing tools such as parcel taxes and ad valorem tax adjustments. The District is encouraged to update long-term financial forecasting, facility condition data, pricing and fee policies, and budget formats to align with best practices, while also maximizing the use of financial systems to enhance accuracy and transparency.

Second, the plan focuses on maintaining and leveraging partnerships by deepening

coordination with local governments, special districts, nonprofits, and community groups. It recommends proactively pursuing joint capital and program opportunities, aligning with initiatives such as the Town of Truckee's IDEA program, and modernizing governance tools that support collaboration.

Finally, the plan calls for strengthening internal operations by modernizing and organizing administrative policies, improving the use of technology, and making communications clearer and more accessible. This includes consolidating and regularly reviewing personnel and fiscal policies, standardizing procedures, fully leveraging existing software systems, strengthening IT governance and security. Further, to be more user-friendly, bilingual, and clearly tied to Strategic Plan objectives, *improving public-facing tools—such as the website, Activity Guide, and Annual Report*—is recommended. These steps are designed to reduce duplication, support staff, and improve how the District communicates performance, finances, and priorities to residents, partners, and the Board.

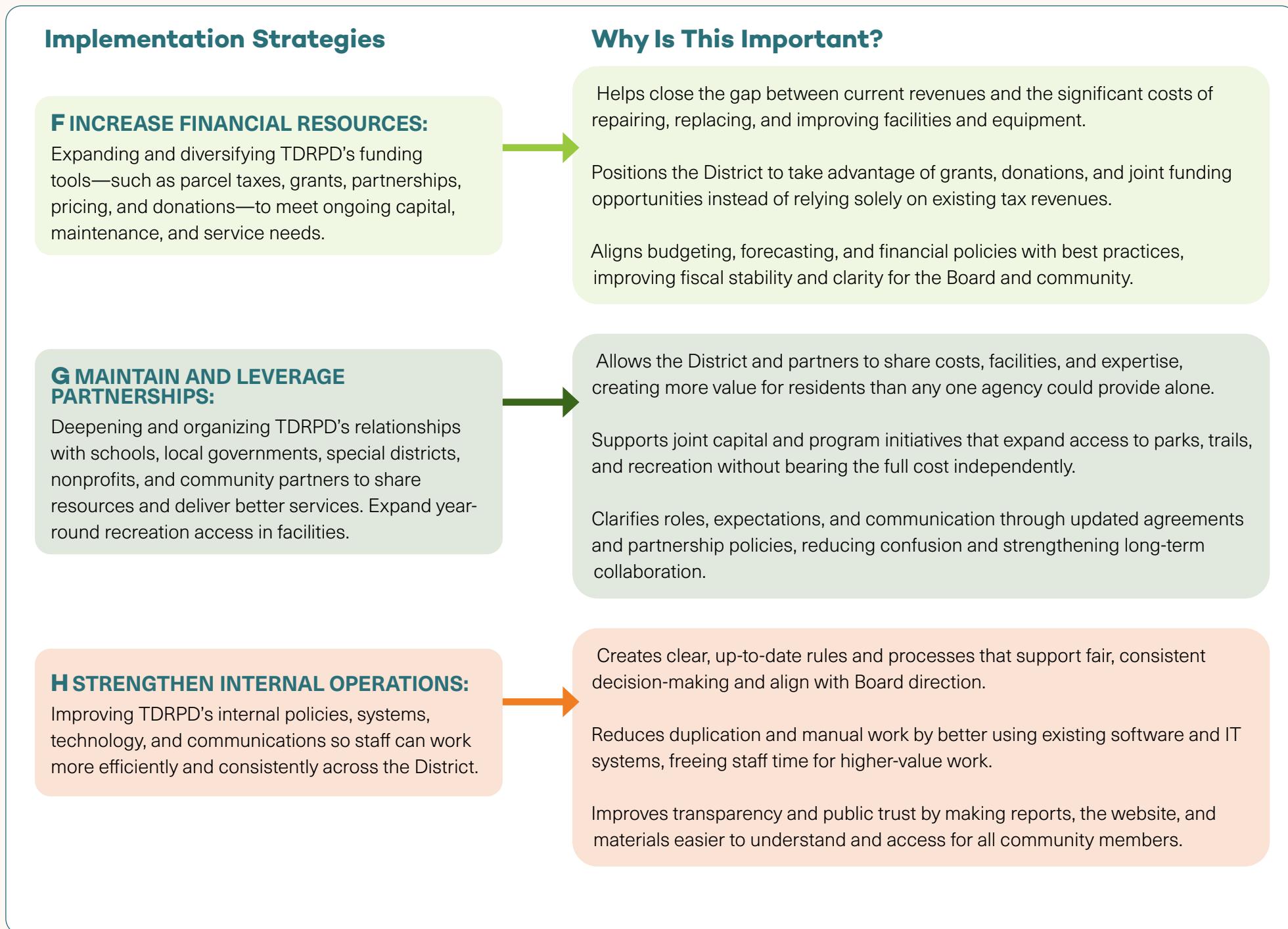
This includes centralizing contract and lease management, updating and regularly reviewing the Joint Use Agreement with TTUSD, and revising partnership policies to clearly define intent, roles, financial expectations, and renewal cycles. Implementation is guided by community-informed decision-making criteria—such as addressing end-of-life facilities, filling system

gaps, and responding to strong community support—which will be used to prioritize projects and shape a living action plan for the District.



West End Beach

**Figure 3:** Introduction to Implementation Strategies



# Implementation Strategy F: Increase Financial Resources

## Overview

The District is fiscally strong, supported by sound management practices AA enhanced credit rating (with purchase of bond insurance) and an underlying (uninsured) A credit rating by Standard & Poor's in its last debt issue. The District exhibits a robust financial position, with total assets of \$48.6 million and General Fund reserves of \$6.7, representing 47 percent of annual expenditures (FY 23/24).

This is well above the Government Finance Officers Association's (GFOA) recommended 17 percent minimum. However, the appropriate level of reserves depends on the various risk conditions of the agency, such as facilities/infrastructure/equipment age and condition, special projects, and potential liabilities.

Based on the empirical feedback received through the numerous community and agency interviews, the District is perceived as being fiscally prudent with its resources and has sufficient funds to provide services.

While the District benefits from profitable operations, like the Ponderosa Golf

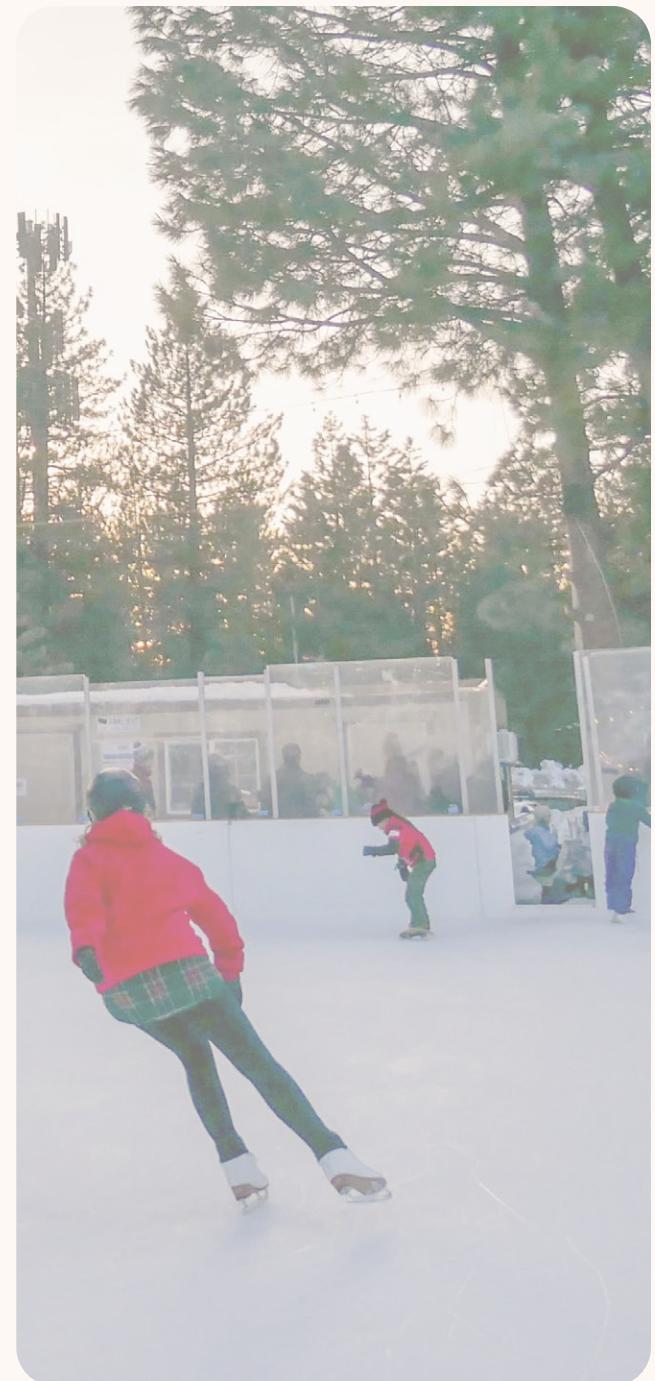
Course, funding for capital improvements and maintenance falls short. Structural inequities—particularly in Placer County property tax allocation—and limited flexibility in fees and taxes, constrain its ability to fund long-term capital, maintenance, and program needs. Funding for capital improvements, facility operations and maintenance, recreation programs, and special event services falls short without an infusion of sustainable resources. As of September 30, 2024, the District currently has \$15.2 million in debt with an annual payment of \$1.5 million which is pulled from the General Fund.

Opportunities exist to strengthen resource development; pursue joint purchasing and grant partnerships; and formalize, track, and manage existing contractual and partnership agreements to support funding needs and community priorities.

The table below outlines recommended categories of implementation opportunities. Following the table, descriptions are provided to further explain the purpose and intent and specific recommendations for each.

## INCREASE FINANCIAL RESOURCES

|                       |   |
|-----------------------|---|
| <b>Opportunity F1</b> | Research and Address Gap in Placer County Assessments                           |
| <b>Opportunity F2</b> | Strengthen Resource Development   |
| <b>Opportunity F3</b> | Evaluate and Seek Funding and Partnerships for Master Plan Projects             |
| <b>Opportunity F4</b> | Revise Supporting Policies and Align Budgeting Formats with GFOA Best Practices |



# Implementation Strategy G: Maintain and Leverage Partnerships

## Overview

Since the inception of the District 63 years ago, the District has developed, grown, and thrived on its partnerships and alliances. Through the years, the District leadership leveraged the District's resources by working with the community to provide labor, materials, and services. The District has enjoyed a caring and involved volunteer base that has helped to build, construct, manage, and maintain parks and recreation facilities.

The District has matured as an organization and is now poised to meet the existing and future demands on its facilities, its aging infrastructure, and the internal organization growth needed to support the park and

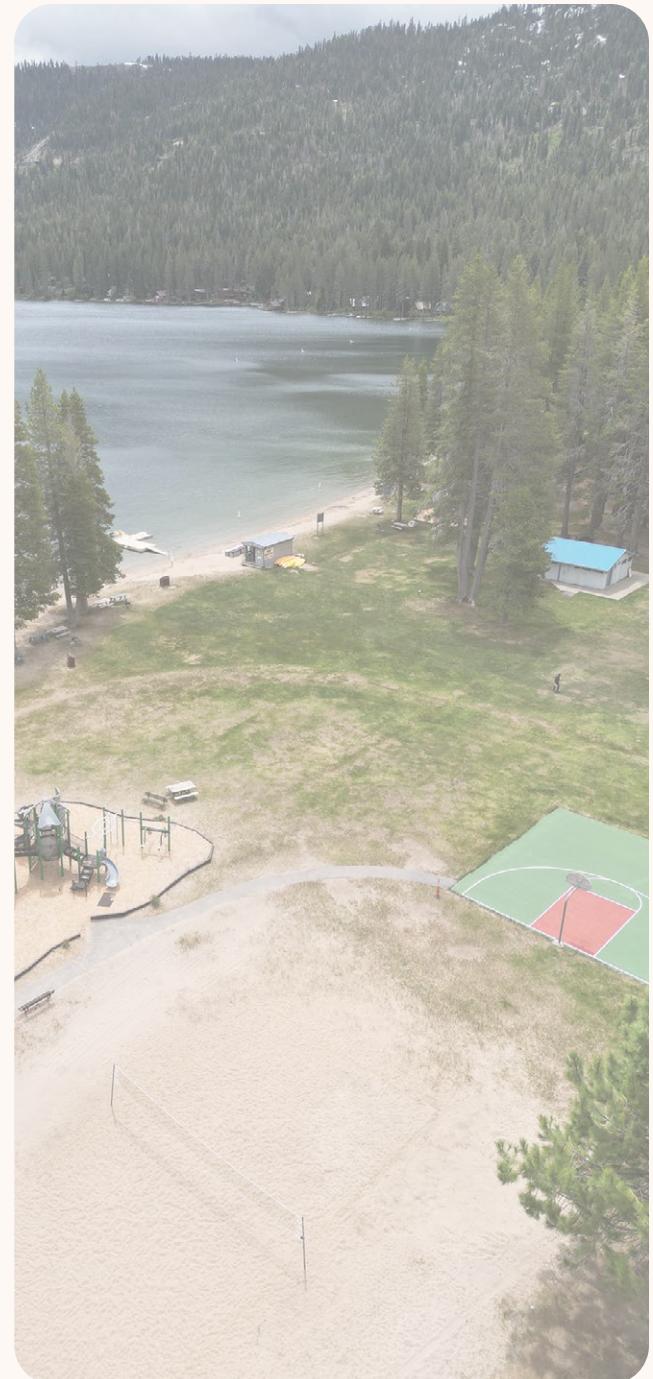
recreation expansion needs desired by the community. In addition, private recreation providers who are engaged in service delivery through business service or contractor instructor contracts will help to bolster the District's service delivery options.

The table below outlines recommended categories of implementation opportunities.

Following the table, detailed descriptions are provided to further explain the purpose and intent and specific recommendations for each opportunity.

## MAINTAIN AND LEVERAGE PARTNERSHIPS

|                |  |
|----------------|--|
| Opportunity G1 | Strengthen Partnerships and Interagency Collaboration                    |
| Opportunity G2 | Update Governance and Administrative Policies to Facilitate Partnerships |



# Implementation Strategy H: Strengthen Internal Operations

## Overview

Strengthening internal operations is essential for park and recreation agencies because it ensures daily functions align with board goals, build community trust, and support high-quality service delivery. The National Recreation and Park Association (NRPA) notes that agencies with clear policies, consistent processes, and modern internal systems are better able to demonstrate accountability and connect operations to strategic priorities.

For TDRPD, improving internal frameworks—such as updating policies, standardizing procedures, enhancing financial and strategic reporting, and investing and staffing and training—directly strengthens how the District communicates resource use, project priorities, and long-range goals. Resource constraints have resulted in staffing levels that do not meet current operational demands.

Stronger internal operations also improve technology integration, staffing support, and overall efficiency. NRPA emphasizes that

modernized systems, streamlined workflows, and well-equipped staff help agencies respond more effectively to community needs and eliminate inefficiencies.

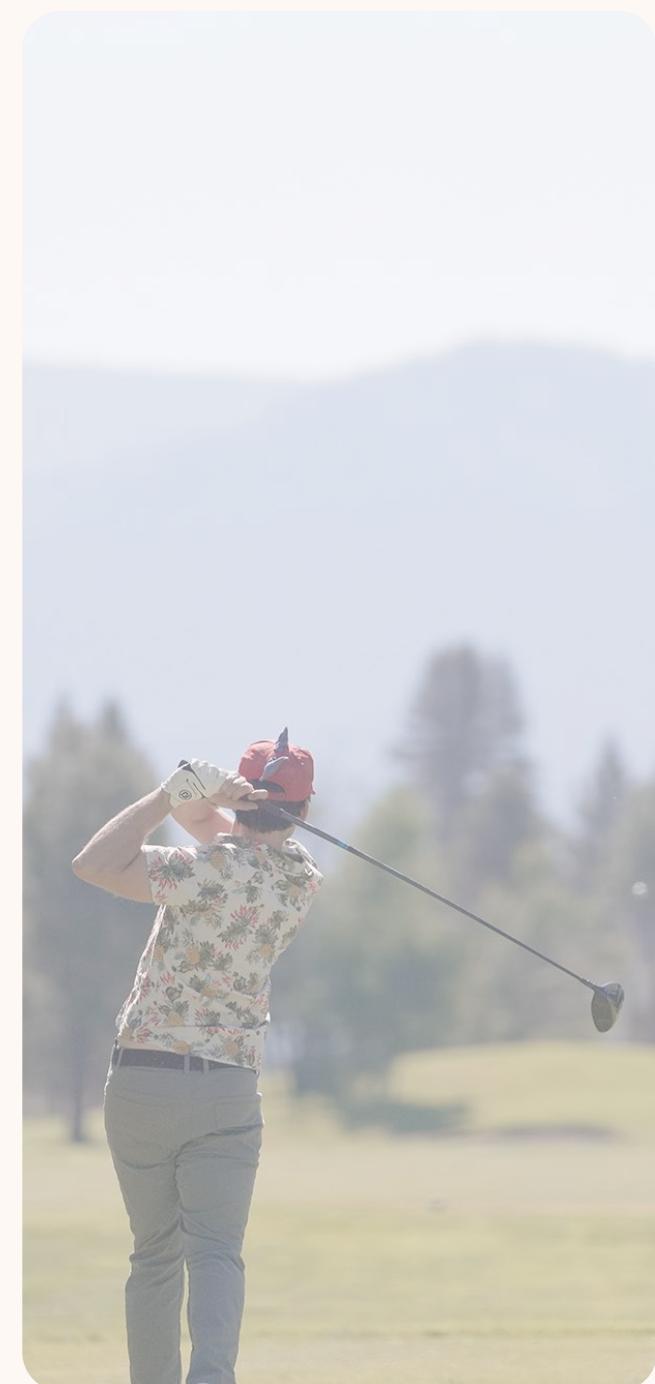
For TDRPD, this means unifying administrative practices, reducing duplication in financial and technology systems, improving decision-making, and enhancing customer tools such as registration and multilingual access. A stronger internal foundation ultimately enables the District to operate more efficiently, communicate more clearly, support its workforce, and better achieve Board objectives.

The table below outlines recommended categories of implementation opportunities.

Following the table, detailed descriptions are provided to further explain the purpose and intent and specific recommendations for each opportunity.

## STRENGTHEN INTERNAL OPERATIONS:

|                |  |
|----------------|--|
| Opportunity H1 | Modernize and Standardize Administrative Policies        |
| Opportunity H2 | Improve Technology Integration and System Efficiency     |
| Opportunity H3 | Enhance Transparency and Accessibility of Communications |
| Opportunity H4 | Enhance Internal Staffing and Organizational Structure   |



# Decision-Making Criteria

## Developing an Action Plan

For TDRPD, the next step is to turn Master Plan strategies and recommendations into a clear, prioritized action plan that is transparent, data-driven, and grounded in community values. TDRPD should establish criteria that consider the criteria shown to the right along with Board and District objectives.

Each capital or program recommendation would be scored against these criteria and used to phase near-, mid-, and long-term investments, target grants and partnerships, and explain why certain projects advance first.

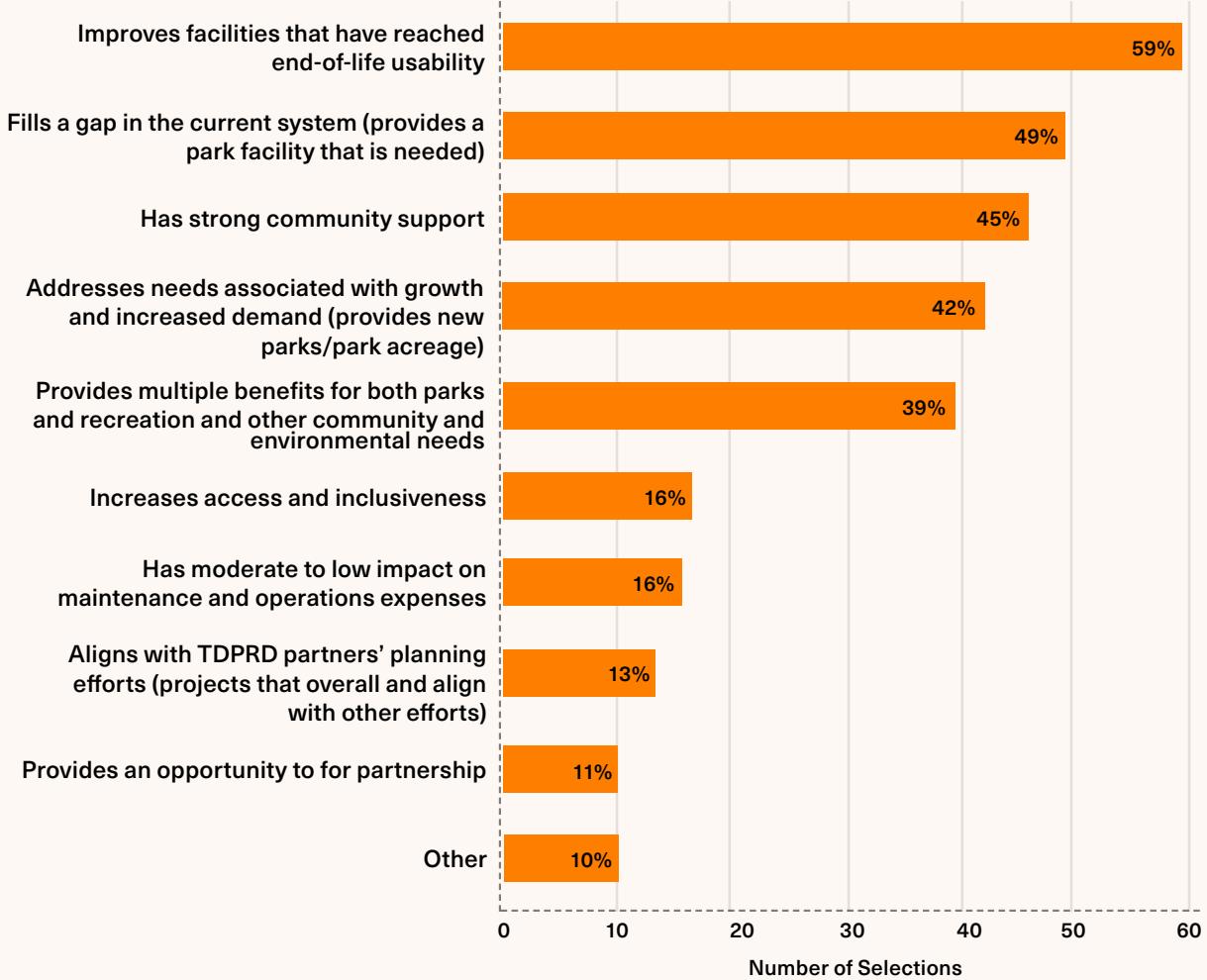
To keep the plan flexible and responsive to grants, partnerships, and emerging needs, TDRPD should regularly review the action and assign or hire a staff lead (or team), other than the General Manager, to track progress, update scores, coordinate across departments, and report regularly to the Board and community.

### TOP Decision-Making Criteria:

1. Improves facilities that have reached end-of-life usability
2. Fills a gap in the current system (provides a park facility that is needed)
3. Has strong community support
4. Addresses a need for new parks and facilities
5. Is multi-benefit

### DECISION-MAKING CRITERIA

In the window 2 survey, respondents were asked: "Of the potential decision-making criteria listed below, what do you feel should guide TDRPD priorities? (select 3)."



*\*NOTE: This is a multi-choice question, we received 266 responses with 798 choices in total. The percentage of total respondents shows how many people (out of 266) selected each option, up to 100% for each option, reflecting which decision-making criterias should be prioritized.*