TRPA
APC
PACKETS

SEPTEMBER
1990
NOTICE IS HEREBY GIVEN that the Advisory Planning Commission of the Tahoe Regional Planning Agency will conduct its regular meeting at 9:30 a.m. on September 12, 1990, at the TRPA office, 195 U.S. Highway 50, Zephyr Cove, Nevada. The agenda for said meeting is attached hereto and made a part of this notice.

September 4, 1990

David S. Ziegler
Executive Director

This agenda has been posted at the TRPA office and at the following post offices: Zephyr Cove and Stateline, Nevada, and Al Tahoe and Tahoe Valley, California.
TAHOE REGIONAL PLANNING AGENCY
ADVISORY PLANNING COMMISSION

TRPA Office, 195 U.S. Highway 50
Zephyr Cove, Nevada

September 12, 1990
9:30 a.m.

All items on this agenda are action items unless otherwise noted.

AGENDA

I CALL TO ORDER AND DETERMINATION OF QUORUM

II APPROVAL OF AGENDA

III DISPOSITION OF MINUTES

IV PUBLIC HEARING AND RECOMMENDATION
   A. Approval of Preliminary Community Plan for North Tahoe (Placer County)
   B. Approval of Preliminary Community Plan for Washoe County
   C. Amendment of Chapter 64 to Permit Excavations for Marinas
   D. Adoption of Ski Area Master Plan Guidelines

V REPORTS
   A. Executive Director
      1. Applicability of Chapter 26, Signs, to Airplane Banners
      2. Other
   B. Legal Counsel
   C. APC Members
   D. Public Interest Comments

VI PENDING MATTERS

VII ADJOURNMENT
MEMORANDUM

August 30, 1990

To: Advisory Planning Commission

From: TRPA Staff

Subject: Approval of the North Tahoe Preliminary Community Plan

Proposed Action: Pursuant to Subsection 14.6.B of the Code, the APC is to review the North Tahoe Preliminary Plan and work program and recommend that the Governing Board approve, deny or modify the plan and program. The draft preliminary plan is being mailed direct to you under a separate cover by Placer County.

Background: The Code requires that community plan teams submit a preliminary plan and work program for TRPA and local government approval prior to commencing work on the actual plan and environmental document. The plan team from the North Tahoe area is submitting that plan and program for the following community plan areas:

1. Kings Beach Commercial Area
2. Kings Beach Industrial Area
3. Tahoe Vista
4. Carnelian Bay
5. North Stateline

*In recognition of the fact that Plan Area 032, North Stateline, is located in both California and Nevada, the North Stateline preliminary community plan has been jointly prepared between the North Tahoe and the Washoe County Plan teams. It is intended to serve as an integral part of both the North Tahoe and Washoe County preliminary plans. Due to printing logistics, a summary of the joint preliminary plan is attached to this memorandum. The summary supersedes information which is located in the respective preliminary plans found in this packet.
Memorandum to Advisory Planning Commission
Approval of Preliminary Community Plans for
Washoe County and Kings Beach
Page 2

Analysis: Based on an initial assessment, the preliminary plan is required to include:

1. Boundaries - There are minor boundary adjustments in the Kings Beach Industrial area, increases in the size of the Kings Beach Commercial area for residential uses, and an increase in the size of the Tahoe Vista area for tourist or recreational use.

2. Estimates of additional commercial floor area and tourist unit requirements based on the ERA Needs Study:

   Commercial
   K. B. Industrial - 13,000 square feet
   K. B. Commercial - 40,000 square feet
   Tahoe Vista - 7,500 square feet
   Carnelian Bay - 2,000 square feet
   North Stateline - 7,500 square feet (additional 9,000 sq. ft. from Washoe County)

   Tourist units - as available to Tahoe Vista and Stateline

3. Public recreation objectives - See Goals and Objectives and Targets
4. Vehicle trip reduction targets - See Targets
5. Land coverage reduction targets - See Targets
6. Level of environmental documentation - EIS
7. CP theme

   K. B. Industrial - Industrial, Storage, and Service
   K. B. Commercial - Major Retail Services
   - Major Tourist Accommodation, Retail, & Services
   - Residential
   Tahoe Vista - Major Tourist Accommodation, Retail, & Services
   - Industrial, Storage, and Services
   Carnelian Bay - Local and Minor Recreation Area Serving Retail and Services

8. Work program - See Work Program
9. Community Goals and Objectives - See G and P for each area

Also, required as part of the process by the 208 Plan is a remapping of the stream zones.

Recommendation: Staff recommends the APC recommend approval of the North Tahoe Preliminary Plan and work program.

8/30/90
SUMMARY OF
NORTH STATELINE PRELIMINARY CP

Planning Theme - Major Tourist Accommodation, Retail, and Services

Commercial Allocation - 7,500 square feet from Placer County
9,000 square feet from Washoe County

Boundaries - See attached map

Targets - attached Targets

Goals and Objectives

1. The concept for North Stateline is to develop it into a more complete, family-oriented destination resort area. This would include making the area more human-scaled, encouraging pedestrian uses by developing small parks and green spaces, placing sidewalks and benches throughout, providing child care facilities, and providing a range of entertainment and recreational activities for families.

2. Improving traffic flow, through creation of a loop road system or removal of the traffic light and development of a pedestrian pass, is a priority.

3. The community should create a unique Crystal Bay atmosphere and identity through design, the theme being "Old Tahoe" of the 1930s and 1940s. Visitors would know upon entering Crystal Bay that they are in a specific area. The urban design would achieve this feeling, signs becoming secondary.

4. Development at North Stateline will provide, or assist in providing, employee housing for its employees.

5. The plan should encourage the development of a number of hotel rooms through rehabilitation, transfer, and bonus systems that would constitute a number suitable for a destination resort.

Recreation Objectives

1. Additional access to the lake should be provided for Crystal Bay residents and visitors. Although lake access is outside the community plan area, it should be noted that PAOTs may be required in the future for lake access.

2. Approximately 200 PAOTs (50 spaces) are needed for a proposed recreational vehicle park in this area.
# Status of North Stateline Community Plan Areas

**Proposed Community Plan Target**

<table>
<thead>
<tr>
<th>Implementation Technique</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complete the SEZ restoration projects listed in Chapter VIII, Volume III of the Regional Water Quality Management Plan, and those in the community plan SEZ mapping.</td>
</tr>
<tr>
<td>Application of BMPs.</td>
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<tr>
<td>At least 5% of the water quality mitigation funds collected for each local jurisdiction shall be used for SEZ restoration projects included in the program.</td>
</tr>
</tbody>
</table>

The USDA Forest Service, the California Tahoe Conservancy, and Nevada Commission on Land Acquisition in the Tahoe basin also have the ability to fund SEZ restoration projects.

## Soil Conservation

- Comply with TRPA land capability coefficients.
- With transfers, maximum 20% allowed coverage on vacant commercial parcels and 50% allowed coverage on developed parcels within Community Plan Areas.

<table>
<thead>
<tr>
<th>Parcels</th>
<th>R.O.W.</th>
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<tr>
<td>Est. Area: 27.25 ac.</td>
<td>4.56 ac.</td>
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<td>Est. Land Cov.: 11.79 ac.</td>
<td>2.34 ac.</td>
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</table>

- Restore and vegetate all soft coverage not needed to meet minimum parking requirements.
- Reduce impervious surfaces in parking lots which are not needed for pedestrian movement or to meet minimum parking parking requirements.
- Implementation of excess coverage mitigation program.
- Implementation of CIP projects listed in Water Quality Targets.
North Stateline Community Plan Targets

<table>
<thead>
<tr>
<th>Tributaries</th>
<th>Status of North Stateline Community Plan Area</th>
<th>Proposed Community Plan Target</th>
<th>Implementation Technique</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>No tributaries in this area.</td>
<td>o Implement Volume IV, TPRA</td>
<td>o Application of BMPs to all</td>
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<td>Nitrogen</td>
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<td>Water Quality Management Plan</td>
<td>developed parcels within</td>
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<td>Capital Improvement Program</td>
<td>plan area.</td>
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<td>for Erosion and Runoff Control</td>
<td>o Implementation of area-</td>
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<td>(shown on Figures VIII-13 and 14)</td>
<td>wide drainage improvement</td>
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<td>in the community plan areas as</td>
<td>and CP projects using the</td>
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<td>follows:</td>
<td>following funding sources.</td>
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<td>Rocklined ditches, revegeta-</td>
<td>o Burton-Hastings Act,</td>
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<td>tion, curb gutters, storm</td>
<td>California Wetlands</td>
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<td>drain pipes, rock slope</td>
<td>Conservancy; Nevada</td>
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<td>stabilization, and pavement.</td>
<td>o Commission and Acqui-</td>
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<td>o Attain surface runoff</td>
<td>sition TPRA water quality</td>
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<td>thresholds.</td>
<td>mitigation funding Washoe</td>
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<td>o Implement the Lake Viola</td>
<td>County; Placer County.</td>
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<td>Project within CP (Figure D-10)</td>
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<td>Status of North Stateline Community Plan Areas</td>
<td>Proposed Community Plan Target</td>
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<td><strong>Air Quality</strong></td>
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<td>o Maintain carbon monoxide</td>
<td>o Carbon monoxide threshold</td>
<td>o Implement applicable air</td>
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<td>levels at or below 0.6</td>
<td>status unknown, (data to be</td>
<td>quality measures identified</td>
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<td>ppm/24hr</td>
<td>added)</td>
<td>in Regional Air Quality</td>
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<td>o Maintain ozone levels at</td>
<td>o As of 1979, Stateline was</td>
<td>Plan and Regional</td>
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<td>or below 0.06 ppm/hr.</td>
<td>in attainment with ozone</td>
<td>Transportation Plan.</td>
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<td>o Maintain NOx emissions at or</td>
<td>threshold. (Updated data to be</td>
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<td>below 1981 levels.</td>
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<td>o Reduce Regional VMT by 10%</td>
<td>o NOx threshold status</td>
<td>o Pedestrian improvements:</td>
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<td>of 1991 levels.</td>
<td>unknown, (data to be added)</td>
<td>centralized parking areas;</td>
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<td>o Maintain Level of Service (LOS) D or</td>
<td>1981 VMT associated with</td>
<td>peripheral parking areas;</td>
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<td>better at key urban intersections</td>
<td>North Stateline (3.96% of</td>
<td>prioritize allocation of</td>
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<td>o Reduce wood smoke emissions by 10% of 1981</td>
<td>Region VMT)</td>
<td>new commercial floor area</td>
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<td>o Existing Levels of Service</td>
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<td>o Implement applicable highway</td>
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<td>o Install TNRAP approved</td>
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<td>decorative gas appliances</td>
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## TNRH Threshold

### Scenic Resources

- **Maintain or Improvement Scenic Resource Threshold (TNRH)** numerical rating assigned each roadway and shoreline travel route.
- **Ensure that design elements are compatible with the natural, scenic, and recreative values of the region.**
- **Maintain roadway travel route rating (TNRH) of at least 10 and shoreline travel route rating of at least 6.**

### Noise

- **Cumulative noise event levels (CNEL)** shall not exceed averages of 55 dBA in hotel/motel tourist areas, and 65 dBA in high density residential areas, and 65 dBA in commercial areas and 55 dBA in urban outdoor recreation areas.

## Status of North Stateline Community Plan Areas

<table>
<thead>
<tr>
<th>Existing Noise Threshold Status</th>
<th>Proposed Community Plan Target</th>
<th>Implementation Technique</th>
</tr>
</thead>
<tbody>
<tr>
<td>Status unknown.</td>
<td>Maintain all other shoreline TNRH and roadway and shoreline SRT threshold values.</td>
<td>Implement TNRH design guidelines on all projects.</td>
</tr>
<tr>
<td>o The entire area limit is 60 CNEL.</td>
<td>Maintain the TNRH thresholds in the portions of the travel routes which are within the community plan areas. Improvement of all roadway TNRH routes consistent with the following schedule:</td>
<td>Require visual simulations and evaluation as part of project applications along threshold travel routes.</td>
</tr>
<tr>
<td>1990-92 1 point</td>
<td>1991-97 4 points</td>
<td></td>
</tr>
</tbody>
</table>

### Roadway Units:

<table>
<thead>
<tr>
<th>Unit 20, Tahoe Vista TNRH 10 SRT 2</th>
</tr>
</thead>
</table>

### Shoreline Units:

- **Unit 27, Broadway TNRH 10 SRT 2**
- **Unit 23, Crystal Bay TNRH 10 SRT 2**
<table>
<thead>
<tr>
<th>TMDA Threshold</th>
<th>Status of North Stateline Community Plan Areas</th>
<th>Proposed Community Plan Target</th>
<th>Implementation Technique</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recreation</td>
<td>o No shoreline access in/near PAG 032.</td>
<td>o Provide public shoreline access adjacent to North Stateline.</td>
<td>o PAG 032: Washtenaw County and/or USBID acquire parcels or access components identified for lake access through condemnation, donation, lease or purchase.</td>
</tr>
<tr>
<td></td>
<td>o Preserve and enhance high quality recreational experience, where possible, including additional shoreline access.</td>
<td>o Provide public shoreline access in PAG 044.</td>
<td></td>
</tr>
</tbody>
</table>
MEMORANDUM

August 31, 1990

To: Advisory Planning Commission

From: TRPA Staff

Subject: Approval of Preliminary Community Plans for Washoe County

Proposed Action: In cooperation with Washoe County Department of Comprehensive Planning, TRPA staff is seeking approval of preliminary community plans and work program for: Plan Area 032, North Stateline Casino Core; Plan Area 045, Incline Commercial; Plan Area 048, Incline Tourist; and Plan Area 054, Incline Industrial (proposed to be renamed Ponderosa). The preliminary plan, commercial floor area needs assessment and community-wide economic report entitled "Incline 2000: An Economic Blueprint" (separate documents in the APC packet) together comprise the preliminary plan package.

Background: The Washoe County Community Plan Team which was formally approved by the Governing Board in June, 1989, began its work on the community plans in August, 1989. Prior to that date, the team drafted revisions to Washoe County’s Tahoe Area Plan. The Area Plan is the County’s long range master plan for that portion of Washoe County which is within the Tahoe Region. The Area Plan, adopted in November, 1989, by the Washoe County Commission designated the four community plan areas as specific plan areas in recognition of the subsequent community planning process.

The purpose of the preliminary plan and its approval is to serve as a intermediate checkpoint for all agencies and other parties who may be affected by it. No project approvals are considered as part of the preliminary plan. An Environmental Impact Statement (EIS) is scheduled to be prepared and circulated as part of the final community plan. As such, no findings or environmental documentation are necessary at this point.

Discussion: Subsection 14.6.B of the Code (Chapter 14, Community Plans) requires the preparation of a preliminary plan and work program which shall be approved by TRPA and the responsible local government. Pursuant to 14.6.B(1) each preliminary plan is required to include the following:

AS:rdh
8/31/90

AGENDA ITEM IV B.
Memorandum to Advisory Planning Commission
Approval of Preliminary Community Plans
for Washoe County -- Page 2

1. **Boundaries:** The Incline Commercial plan area is the only one proposing boundary changes. See the proposed boundary map on page 15 of the preliminary plan. Based in part on direction provided in Plan Area Statement 043, the new boundaries would include portions of adjacent residential plan areas 044 and 046. These areas consist primarily of high-density residential uses and make up the community core of Incline Village. They are logical inclusions into the community plan based on the use, density, location and the ability to coordinate transportation and other public service planning with the commercial areas.

2. **Estimates of Additional Commercial Floor Area and Tourist Accommodation Units:** Based on the analysis contained in the document Incline Village/Crystal Bay Commercial Floor Area Needs Study and the Incline Village Crystal Bay 2000: An Economic Blueprint, the additional needs are estimated as follows:

   a. **North Stateline:** 9,000 sq. ft. of commercial space plus 7,500 sq. ft. commercial from Placer County for use on the California side.

   Additional tourist units (specific number to be determined in the final plan), developed through rehabilitation, transfer, and the bonus unit incentive program (Chapter 35) to constitute an amount suitable to serve as a destination resort.

   b. **Incline Commercial:** 15,200 sq. ft. of commercial space. No additional tourist units.

   c. **Incline Tourist:** 7,450 sq. ft. of commercial space. No additional tourist units.

   d. **Ponderosa:** 16,560 sq. ft. of commercial space. 200 additional tourist units through transfer and the bonus unit incentive program.


5. **Land Coverage Reduction Targets:** See preliminary plan targets p. 22.

8/31/90

AGENDA ITEM IV B.
6. **Level of Environmental Documentation**: TRPA Environmental Impact Statement.

7. **Community Plan Themes**:
   a. **North Stateline**: Major tourist accommodation, retail and services.
   b. **Incline Commercial**: Major retail and services.
   c. **Incline Tourist**: Major tourist accommodation, retail and services.
   d. **Ponderosa**: Entertainment, local serving retail, services and storage.


9. **Community Plan Goals and Objectives**: See individual community plan concepts, pp. 3-4, and overall goals p. 8.

10. **Applicable Standards**: See applicable standards summary p. 11 and Appendix D.

**Recommendation**: Staff recommends that the APC recommend to the Governing Board approval of the four preliminary community plans for Washoe County. Please contact Andrew Strain at (702) 588-4547 if you have any questions or comments regarding this matter.
MEMORANDUM

August 30, 1990

To: Advisory Planning Commission

From: Agency Staff

Subject: Amendment of Chapter 64 to Permit Excavation for Marinas

PROPOSED ACTION: TRPA staff proposes an amendment to Subparagraph 64.7.A(2) of the Code of Ordinances to add another exception to the prohibition of intercepting groundwater to allow for excavation for marinas having master plans approved pursuant to Chapter 16. Attachment A contains the proposed wording within the context of the ordinance.

BACKGROUND: Review of the Code of Ordinances for provisions applicable to marinas revealed that Chapter 64, Grading Standards, prohibits excavation which would intercept groundwater except as noted in 64.7.A(2). Shoreward expansion above the high water line of any marina basin would require excavation, and would be assumed to intercept ground water. There is no exception in the Code for excavation to expand or create a marina. In some cases, the option of shoreward expansion could be less disturbing to the environment than expansion offshore.

It is staff’s belief that at the time of the adoption of the ordinance, its potential for prohibiting marina expansion was unforeseen and unintended. The proposed amendment is consistent with the other exceptions designed to achieve otherwise necessary or beneficial ends. This prohibition could affect the Elks Point, Ski Run, Tahoe Keys, Meeks Bay, and perhaps other marinas. The marinas most likely to be affected by this ordinance are in the southern sector of the Lake Tahoe shoreline.

CHAPTER 6 FINDINGS: Chapter 6 requires certain findings to be made for Code amendments. The required findings are listed below along with a rationale for making each finding.

1. The project is consistent with, and will not adversely affect implementation of the Regional Plan, including all applicable Goals and Policies, plan area statements and maps, the Code and other TRPA plans and programs.

Rationale: The proposed amendment is to make it clear that excavation for marina expansions to increase public recreational capacity and access to
Lake Tahoe may be permitted provided all other Regional Plan and environmental constraints are met.

2. The project will not cause the environmental thresholds to be exceeded.

_Rationale:_ The proposed amendment is to clarify the existing regulations and allow for expansion of marina capacity within the environmental threshold carrying capacities.

3. Wherever federal, state and local air and water quality standards applicable for the Region, whichever are strictest, must be attained and maintained pursuant to Article V(d) of the compact, the project meets or exceeds such standards.

_Rationale:_ TRPA approved marina master plans with their environmental documentation must provide for attaining and maintaining the air and water quality standards.

4. The Regional Plan and all of its elements, as implemented through the Code, Rules and other TRPA plans and programs, as amended, achieves and maintains the thresholds.

_Rationale:_ The amendment would provide additional protection by clarifying Chapter 64 as it relates to permitting implementation of the Developed Recreation Subelement of the Goals and Policies and the threshold for insuring a fair share of the Basin capacity for recreation.

**ORDINANCE 87-8 FINDINGS:** Ordinance 87-8, Section 2.40, requires certain findings to be made for Code amendments. The required findings and rationale for making each finding are listed below.

1. That the amendment provides for an equal or better means of attainment or maintenance of the thresholds.

_Rationale:_ The proposed amendment provides for an equal or better means of ensuring a fair share of recreational capacity and increased access to Lake Tahoe consistent with implementation of the Compact and attainment or maintenance of the thresholds

2. That the amendment is consistent with the Compact and with the attainment or maintenance of the thresholds.

_Rationale:_ The proposed amendment is consistent with the threshold to ensure that a fair share of the total Basin capacity is available for public recreation.

3. One or more of the following:

   a) There is demonstrated conflict between provisions of the Regional Plan Package and the conflict threatens to preclude attainment or maintenance of thresholds;

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_AGENDA ITEM IV.C._
b) That legal constraints, such as court orders, decisions or Compact amendments, require amendment of the Goals and Policies or Code;

c) That technical or scientific information demonstrates the need for modification of a provision of the Goals and Policies or Code;

d) That the provision to be amended has been shown, through experience and time, to be counter-productive to or ineffective in attainment or maintenance of the thresholds;

e) That implementation of the provision sought to be amended has been demonstrated to be impracticable or impossible because of one or more of the following reasons:

(1) The cost of implementation outweighs the environmental gain to be achieved;

(2) Implementation will result in unacceptable impacts on public health and safety; or

(3) Fiscal support for implementation is insufficient and such insufficiency is expected to be a long-term problem.

f) That the provision to be amended has been shown through experience to be counter-productive or ineffective and the amendment is designed to correct the demonstrated problem and is an equal or better means of implementing the Regional Plan Package and complying with the Compact.

Rationale: Finding (c) is recommended in that the Code amendment is designed to respond to technical analysis indicating (1) it would be more desirable environmentally to upgrade and increase marina capacity at some sites already developed and which are relatively dispersed around the Basin, (2) that in some areas, extending a marina into the Lake may be more disturbing than extending into the backshore, (3) the ordinance as it is is an unnecessary limitation of alternatives for meeting the demand for additional recreational capacity, and (4) that the environmental impacts of the proposed amendment would be insignificant.

ENVIRONMENTAL DOCUMENTATION:

Completion of the Initial Environmental Checklist indicates the following potential environmental impacts:

1. Water: There would be no change in the rate of flow or quantity of groundwater. There could be a small change in the direction of groundwater if the placement of sheet piling or other barrier at the inland edge of a marina redirects groundwater around the marina before the groundwater enters the Lake. Any such redirection would not change the final destination or rate of the groundwater flow. If beneficial for environmental or hydraulic purposes, weep holes could be placed in the marina bulkheads to allow groundwater to enter the marina without changing the direction or quality of the flow.
Excavation would be permissible only if a) it is necessary to implement a TRPA approved master plan, and b) the master plan environmental documentation shows that there will be no negative effect on water quality.

Nutrient uptake in the final feet of groundwater flow is insignificant, unless it is in a heavily vegetated and unfertilized shoreline area. Few marinas are in heavily vegetated areas, but it is a possibility. If the excavation were downflow and close to an existing infiltration trench, the efficacy of the infiltration trench could be impaired, and the infiltration trench would need to be rerouted to retain its water treatment capability. Such situations would be disclosed in the environmental documents and alternatives or necessary mitigation would be identified in the environmental documentation for the master plan.

2. Plant Life: Depending on the location of the marina, there could be some removal of riparian vegetation or other vegetation associated with critical wildlife habitat, and there may be Rorippa subumbellata habitat in the area. Most marinas are in developed areas where there is little critical wildlife habitat.

The environmental documentation required for marina master plans would identify any potential impacts on riparian vegetation, critical wildlife habitat, and rare or endangered plant species and specify appropriate mitigation. The requirement for enhancement of sensitive land at a rate of 1.5:1 could result in a net increase in riparian vegetation.

3. Risk of Upset: Any expansion of marina capacity carries with it the risk of upset. Spills can be more readily contained in enclosed harbor-type marinas than in open or off-shore marinas. The operations and mitigation plans required in all master plans would provide for improved prevention and management of accidental release of toxic or hazardous substances.

4. Recreation: The proposal could have a beneficial impact on the quality and quantity of existing recreational opportunities in that it would facilitate upgrading and expansion of marina capacity, particularly on the southern shoreline of the Lake Tahoe.

Based on the completion of an Initial Environmental Checklist and the V(g) checklist, staff finds the proposed amendments will have no significant effect on the environment.

RECOMMENDATION: Staff recommends that the APC review the proposed amendment, and following the public hearing, recommend that the Governing Board make the required findings and adopt the ordinance adopting the proposed amendment.
64.7 Excavation Limitations: The following excavation limitations apply:

64.7.A Groundwater Interception: Groundwater interception or interference is prohibited except as set forth below:

(1) Excavation is prohibited that interferes with or intercepts the seasonal high water table by:

(a) Altering the direction of ground water;
(b) Altering the rate of flow of ground water;
(c) Intercepting ground water;
(d) Adding or withdrawing ground water; or
(e) Raising or lowering the water table.

(2) TRPA may approve exceptions to the prohibition of groundwater interception or interference if TRPA finds that:

(a) Excavation is required by the Uniform Building Code (UBC) or local building code for minimum depth below natural ground for above ground structures;
(b) Retaining walls are necessary to stabilize an existing unstable cut or fill slope;
(c) Drainage structures are necessary to protect the structural integrity of an existing structure;
(d) It is necessary for the public safety and health;
(e) There are no practical alternatives to groundwater interference, including the possibility of denial of the project;
(f) It is a necessary measure for the protection or improvement of water quality;
(g) It is for a water well;
(h) It is pursuant to Subsection 64.7.B(1) or (3); or
(i) It is necessary to provide two offstreet parking spaces, there is no less environmentally harmful alternative, and measures are taken to prevent groundwater from leaving the project area as surface flow;

or

(i) It is necessary to implement a marina master plan approved pursuant to Chapter 16, and the environmental documentation demonstrates that there will be no adverse effect on water quality.
MEMORANDUM

August 30, 1990

To: Advisory Planning Commission

From: TRPA Staff

Subject: Adoption of Ski Area Master Plan Guidelines

Proposed Action: TRPA staff is proposing adoption of ski area master plan guidelines to be used in the preparation of ski area master plans pursuant to Chapter 16, Specific and Master Plans. Related amendments to Subsection 16.7 to replace the existing reference to the 1977 CTRPA master plan guidelines with the proposed guidelines will also be required.

Background: In August, 1987, the TRPA Governing Board appointed a Ski Area Master Plan Committee to make recommendations to TRPA regarding a revised set of ski area master plan guidelines. The Committee met numerous times and has finalized a proposed set of recommended guidelines which would replace the existing 1977 CTRPA guidelines now in effect (proposed guidelines are attached to this memorandum). The guidelines would be used in conjunction with Chapter 16 to identify the specific contents and analyses required of TRPA ski area master plans.

The Regional Plan Goals and Policies establish a direct linkage between expansion of use of ski areas and the preparation of a ski area master plan (excerpts provided below). Section 16.1 of the Code prohibits the expansion of use of existing ski areas or the establishment of new ski areas until TRPA adopts a master plan for the ski area.

"GOAL #1 PROVIDE A FAIR SHARE OF THE TOTAL BASIN CAPACITY FOR OUTDOOR RECREATION."

The following policy is set forth under Goal #1:

"3. Provisions shall be made for additional developed outdoor recreation facilities capable of accommodating 6,114 PACT in overnight facilities and 6,761 PACT in summer day-use facilities and 12,400 PACT in winter day-use facilities."
To assure that the fair share of remaining capacity is allocated to outdoor recreation, agencies that have responsibility for such facilities and activities have collectively estimated the opportunities and needs as reflected in the policy. Ability to build depends on availability of public funds or the willingness of private investors. Therefore, scheduling is not possible for this Plan. It is estimated that 71 percent of the capacity may be developed in the first 5 to 10 years. The type and size of each proposed facility are described in the Planning Area Statements."

The 12,400 additional winter-day use facilities are specifically allocated to five plan areas which either contain ski areas or are adjacent to an existing ski area (see p. 6 of the guidelines). Policy 3 functions as both an expansion target for additional outdoor recreation capacity as well as a Regional Plan allocation limit.

Goal #2 of the Developed Recreation Subelement further states:

"GOAL #2 PROVIDE FOR THE APPROPRIATE TYPE, LOCATION, AND RATE OF DEVELOPMENT OF OUTDOOR RECREATIONAL USES.

The appropriate type of outdoor recreational development should depend on demonstrated need. The rate of development should be responsive to both environmental concerns and site amenities."

Additionally, the following policies set forth under Goal #2 specifically address the issue of ski area expansions:

"1. Expansion of recreational facilities and opportunities should be in response to demand.

This strategy provides for expansion of existing recreational facilities and opportunity for development of new facilities if they meet environmental thresholds. Opportunity may be expanded to respond to public need if physical resources are available and traffic mitigation measures can be implemented."

"11. Expansion of existing ski facilities may be permitted based on a master plan for the entire ski area. The plan must demonstrate (1) consistency with the other goals and policies of this plan and the requirements of the Compact, (2) that the expansion is consistent with the availability of accommodations and infrastructures to support visitors when they are off the ski area, and (3) expansion of existing parking facilities for day use does not occur."

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The Lake Tahoe Region excels in snow and topographic conditions for alpine skiing. Existing tourist accommodations can adequately support large numbers of destination skiers. Also in place is a transportation network that is being expanded and improved to handle the large summertime population. This transportation system also could be managed to accommodate wintertime use in the Basin. Development of recreation opportunities emphasizing winter sports activities can, therefore, improve the year-round efficiency of both the transportation system and tourist accommodations. However, alpine skiing does impact large areas of low capability land. Often the areas include oversteepened slopes, fragile soils, sparse vegetation, and stream environment zones. In addition, day-use skiers, in particular, contribute significantly to local and areawide traffic congestion. Plans to increase skiing capacity would therefore require careful consideration of on-site impacts as well as off-site impacts on transportation systems.

All ski area expansion will be evaluated based on a master plan which, at a minimum, includes consideration of each item listed in the policy. The master plan will assist in designing the most efficient operation with the least environmental disturbance, and will direct phased development where it is appropriate. Since automobile access to and parking at ski area base facilities has been the source of many problems, new facilities should be planned to avoid these problems. Enlargement or construction of new facilities to provide shelter, sanitation, food services, and first aid would be permitted to serve skiers on the mountain, but enlarged parking lots would not be permitted.

Although there are numerous undeveloped areas suitable for skiing, a finding has been made that expansion of existing areas within and adjacent to the Basin can meet future demand. This would not preclude construction of satellite parking provided it is part of the transportation facilities otherwise provided in this Plan."

Findings: Prior to adopting the guidelines, several findings must be made. The findings and brief rationales for the findings are listed below:

A. Chapter 6 Findings

Finding 1: The project is consistent with, and will not adversely affect implementation of the Regional Plan, including all applicable Goals and Policies, Plan Area Statements and Maps, the Code, and other TRPA plans and programs.
Memorandum to Advisory Planning Commission
Adoption of Ski Area Master Plan Guidelines
Page 4

Rationale: The document has been reviewed and has been found consistent with the Regional Plan. It will aid in the effective implementation of the Regional Plan by providing specific direction for the preparation of ski area master plans in coordination with the Code and other elements of the Regional Plan package.

Finding 2: The project will not cause the environmental thresholds to be exceeded

Rationale: The application of the guidelines to individual ski area master plans will ensure that the development and operation of ski areas will attain and maintain applicable environmental thresholds.

Finding 3: Wherever federal, state, and local air and water quality standards applicable to the Region, whichever are stricter, must be attained and maintained pursuant to Article V(d) of the Compact, the project meets or exceeds such standards.

Rationale: Consistent with finding (2), above, the guidelines will require compliance with applicable air and water quality standards as part of ski area master plan adoption.

Finding 4: The Regional Plan and all its elements, as implemented through the Code, Rules, and other TRPA plans and programs, as amended, achieves and maintains the thresholds.

Rationale: Consistent with findings (2) and (3), above, the guidelines will assist ski areas in attaining and maintaining the environmental thresholds.

B. Ordinance 87-8

Pursuant to Article 2.50 of Ordinance 87-8, TRPA may add policies or ordinances to make existing policies and ordinances more effective. The findings set forth in Article 2.40 of Ordinance 87-8 are not applicable to the proposed action.

Environmental Documentation: Staff proposes a Finding of No Significant Effect (FONSE) be made. The proposed guidelines are administrative in nature and require full environmental disclosure and analysis pursuant to the Code and the Rules of Procedure for any ski area master plan or master plan amendments which are prepared under the guidelines.

Recommendation: Staff recommends that the APC recommend to the Governing Board adoption of the proposed ski area master plan guidelines. Please contact Andrew Strain at (702) 588-4547 if you have any questions or comments regarding this item.

8/30/90
Regional Plan For The Lake Tahoe Basin
Ski Area Master Plan Guidelines

September, 1990
REGIONAL PLAN FOR THE LAKE TAHOE BASIN

SKI AREA MASTER PLAN GUIDELINES

August 22, 1990

TAHOE REGIONAL PLANNING AGENCY
CRITERIA FOR THE PREPARATION OF SKI AREA MASTER PLANS
IN THE LAKE TAHOE REGION

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I. Purpose of the Criteria

A. Intent

The Lake Tahoe Region is world renowned for its alpine scenery, invigorating mountain air, the spectacular size and clarity of Lake Tahoe and its tributary waters, and the extent and variety of summer and winter outdoor recreation. The Region is also recognized for its planning and land use controls, all of which are focused toward preservation and enhancement of the unique landscape setting.

Through the Tahoe Regional Planning Compact, Public Law 96-551, the United States Congress together with the states of California and Nevada, has directed the Tahoe Regional Planning Agency (TRPA) to:

"...amend the Regional Plan so that, at a minimum, the plan and all of its elements, as implemented through agency ordinances, rules and regulations, achieves and maintains the adopted environmental threshold carrying capacities."

Ski areas are a major element of Tahoe's outdoor recreation. Collectively, they provide unsurpassed alpine skiing opportunities for hundreds of thousands of people annually. Winter tourism is recognized as a vital component of the regional economy. While providing these positive contributions to the region, if not properly planned, developed, and managed, they can result in the deterioration of the very features people come to enjoy: clean air, clear water, and unspoiled scenic vistas.

Recognizing the significant recreational and economic role skiing plays as well as the potential environmental impacts it can bring, TRPA has established criteria in this document to guide future planning and development of ski areas in order that they may positively contribute to the region.

The criteria set forth in this document are intended to provide the following information to those involved in ski area master planning:

1. The identification of actions on the part of individual ski areas which will require the preparation of a master plan;

2. The planning process requirements to be followed in order to gain TRPA approval of a ski area master plan;

3. The specific format and general contents of the TRPA ski area master plan document, including preparation of necessary environmental documents; and
4. References to recommended and required site planning, design and water quality protection methods to achieve planning goals and objectives, and compliance with TRPA Code of Ordinances.

This handbook was prepared by a committee and chairman appointed by the TRPA Governing Board to develop a set of criteria for ski area master planning. The committee represented a cross-section of public and private sector interests, ski area operators, ski area design and construction professionals, as well as professionals in the areas of planning and environmental protection. Direct quotations from adopted Regional Plan documents appear in quotations and italics.

B. Applicable Regional Plan Goals and Policies

The Recreation Element of TRPA's Regional Plan Goals and Policies (1986), establishes certain regional goals and policies which affect recreation. The recreation environmental threshold adopted in 1982, functions as the overall policy direction for recreational development. The threshold policy statement says:

"It shall be the policy of the TRPA Governing Board in development of the Regional Plan to preserve and enhance the high quality recreational experience including preservation of high-quality undeveloped shorezone and other natural areas. In developing the Regional Plan, the staff and Governing Board shall consider provisions for additional access, where lawful and feasible, to the shorezone and high quality undeveloped areas for low density recreational uses.

It shall be the policy of the TRPA Governing Board in development of the Regional Plan to establish and ensure a fair share of the total Basin capacity for outdoor recreation is available to the general public."

Applicable regional plan recreation goals and policies are listed below, and include specific conditions under which ski area expansion may be permitted by TRPA (see Goal #2, Policy 11).
"GOAL #1 PROVIDE A FAIR SHARE OF THE TOTAL BASIN CAPACITY FOR OUTDOOR RECREATION."

The following policy is set forth under Goal #1:

"3. Provisions shall be made for additional developed outdoor recreation facilities capable of accommodating 6,114 PACT in overnight facilities and 3,761 PACT in summer day-use facilities and 12,400 PACT in winter day-use facilities.

To assure that the fair share of remaining capacity is allocated to outdoor recreation, agencies that have responsibility for such facilities and activities have collectively estimated the opportunities and needs as reflected in the policy. Ability to build depends on availability of public funds or the willingness of private investors. Therefore, scheduling is not possible for this Plan. It is estimated that 11 percent of the capacity may be developed in the first 5 to 10 years. The type and size of each proposed facility are described in the Planning Area Statements."

Goal #2 of the Developed Recreation Subelement states:

"GOAL #2 PROVIDE FOR THE APPROPRIATE TYPE, LOCATION, AND RATE OF DEVELOPMENT OF OUTDOOR RECREATIONAL USES.

The appropriate type of outdoor recreational development should depend on demonstrated need. The rate of development should be responsive to both environmental concerns and site amenities."

Additionally, the following policies set forth under Goal #2 specifically address the issue of ski area expansions:

"1. Expansion of recreational facilities and opportunities should be in response to demand.

This strategy provides for expansion of existing recreational facilities and opportunity for development of new facilities if they meet environmental thresholds. Opportunity may be expanded to respond to public need if physical resources are available and traffic mitigation measures can be implemented."

"11. Expansion of existing ski facilities may be permitted based on a master plan for the entire ski area. The plan must demonstrate (1) consistency with the other goals and policies of this plan and the requirements of the Compact, (2) that the expansion is consistent with
the availability of accommodations and infrastructures to support visitors when they are off the ski area, and (iii) expansion of existing parking facilities for day use does not occur.

The Lake Tahoe Region excels in snow and topographic conditions for alpine skiing. Existing tourist accommodations can adequately support large numbers of destination skiers. Also in place is a transportation network that is being expanded and improved to handle the large summertime population. This transportation system also could be managed to accommodate wintertime use in the Basin. Development of recreation opportunities emphasizing winter sports activities can, therefore, improve the year-round efficiency of both the transportation system and tourist accommodations. However, alpine skiing does impact large areas of low capability land. Often the areas include oversteepened slopes, fragile soils, sparse vegetation, and stream environment zones. In addition, day user skiers, in particular, contribute significantly to local and area-wide traffic congestion. Plans to increase skiing capacity would therefore require careful consideration of on-site impacts as well as off-site impacts on transportation systems.

All ski area expansion will be evaluated based on a master plan which, at a minimum, includes consideration of each item listed in the policy. The master plan will assist in designing the most efficient operation with the least environmental disturbance, and will direct phased development where it is appropriate. Since automobile access to and parking at ski area base facilities has been the source of many problems, new facilities should be planned to avoid these problems. Enlargement or construction of new facilities to provide shelter, sanitation, food service, and first aid would be permitted to serve skiers on the mountain, but enlarged parking lots would not be permitted.

Although there are numerous undeveloped areas suitable for skiing, a finding has been made that expansion of existing areas within and adjacent to the Basin can meet future demand. This would not preclude construction of satellite parking provided it is part of the transportation facilities otherwise provided in this Plan."

Other provisions of the Developed Recreation Subelement also provide guidance, including Goal #4:

"GOAL #4 PROVIDE FOR THE EFFICIENT USE OF OUTDOOR RECREATION RESOURCES.

Some recreation attractions in the Basin, such as ski areas, beaches, campgrounds, and picnic area, experience wide fluctuations in seasonal and weekday use. This goal would attempt to promote a more balanced use of certain facilities and sites on a year-round and weekly basis."
2. Seasonal facilities should provide opportunities for alternative uses in the off-season, wherever appropriate.

Seasonal facilities tend to be busy only during a particular time of year. Ski area, for example, are busy in the winter, but much of the associated infrastructure is idle and unused during the summer. This policy would attempt to buffer the variations in use by permitting alternative uses of the facilities during the off-season.

Further, Goal #1 and Policy 5.A of the Conservation Element, Stream Environment Zone Subelement, establishes the conditions under which new land coverage or other permanent land disturbance shall be permitted in stream environment zones.

"Goal #1 PROVIDE FOR THE LONG-TERM PRESERVATION AND RESTORATION OF STREAM ENVIRONMENT ZONES.

The preservation of SEZs is a means for achieving numerous environmental thresholds. Policies that promote their maintenance, protection, and restoration are listed below.

5. NO NEW LAND COVERAGE OR OTHER PERMANENT LAND DISTURBANCE SHALL BE PERMITTED IN STREAM ENVIRONMENT ZONES EXCEPT FOR THOSE USES AS NOTED IN A, B, C, D, AND E BELOW:

A. PUBLIC OUTDOOR RECREATION FACILITIES ARE PERMISSIBLE USES IN STREAM ENVIRONMENT ZONES IF: (1) THE PROJECT IS A NECESSARY PART OF A PUBLIC AGENCY'S LONG RANGE PLANS FOR PUBLIC OUTDOOR RECREATION; (2) THE PROJECT IS CONSISTENT WITH THE RECREATION ELEMENT OF THE REGIONAL PLAN; (3) THE PROJECT, BY ITS VERY NATURE, MUST BE SITED IN A STREAM ENVIRONMENT ZONE; (4) THERE IS NO FEASIBLE ALTERNATIVE WHICH WOULD REDUCE THE EXTENT OF ENCROACHMENT IN STREAM ENVIRONMENT ZONES; (5) THE IMPACTS ARE FULLY MITIGATED; (6) STREAM ENVIRONMENT ZONE LANDS ARE RESTORED IN THE AMOUNT OF 1.5 TIMES THE AREA OF STREAM ENVIRONMENT ZONE WHICH IS DISTURBED OR DEVELOPED BY THE PROJECT.

To the fullest extent possible, recreation facilities must be sited outside of stream environment zones. Some recreation facilities, such as river access points or stream crossings for hiking trails, by their very nature require some encroachment of stream environment zones. However, the six-part test established by this policy allows encroachment of SEZs where such encroachment is essential for public outdoor recreation and precautions are taken to ensure that stream environment zones are protected to the fullest extent possible. The restoration requirements of this policy can be accomplished on-site or off-site, and shall be in lieu of any coverage transfer or coverage mitigation provisions elsewhere in this Plan."
C. Other Applicable Regional Plan Documents

Besides the Regional Plan Goals and Policies, other regional plan documents contain policies or specific standards with which the master plan must demonstrate compliance. The success of the master plan and the projects proposed therein will be dependent upon the ability of the planning team to identify the applicable sections of the regional plan documents, and consider them while drafting the plan.

1. Code of Ordinances. The TRPA regulations that are required to implement the policies set forth in the Goals and Policies Plan are found in the Code of Ordinances, the Rules of Procedure, and the Administrative Regulations. The Code is organized by subjects, any of which may apply to specific projects undertaken pursuant to an approved master plan. The guidelines established in this document will not attempt to list each section of the Code which may be applicable to a given project. Rather, they should be determined during plan preparation in accordance with Chapter 16.

2. Plan Area Statements. The Plan Area Statements (PAS) provide a description of land use for each area, identify planning issues, and establish specific direction for planning to meet the policy direction of the Goals and Policies Plan. These statements include plan maps setting more specific policy for identified areas consistent with the documents above. Plan Area Statements provide specific regulations for identified areas such as would be found in zoning maps, including PAOT allocations for recreation uses including skiing facilities. Master plans, redevelopment plans, and specific plans consistent with the PAS may be adopted to replace the PAS.

The expansion of winter day use recreation capacity as measured in Persons At One Time, or PAOTS, has been specifically allocated as shown below for ski area expansions pursuant to a TRPA-approved master plan.

<table>
<thead>
<tr>
<th>Plan Area</th>
<th>Location</th>
<th>Additional PAOT Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>015 Northstar</td>
<td>Placer County</td>
<td>1,000 PAOTS</td>
</tr>
<tr>
<td>052 Ski Incline</td>
<td>Washoe County</td>
<td>900 PAOTS</td>
</tr>
<tr>
<td>087 Heavenly Valley, CA</td>
<td>El Dorado County</td>
<td>5,400 PAOTS</td>
</tr>
<tr>
<td>157 Homewood/Tahoe Ski Bowl</td>
<td>Placer County</td>
<td>1,100 PAOTS</td>
</tr>
<tr>
<td>166 Upper Ward Valley</td>
<td>Placer County</td>
<td>4,000 PAOTS</td>
</tr>
</tbody>
</table>
3. **Water Quality Management Plan ("208 Plan").** The 208 plan includes elements of the TRPA Regional Plan package which have been adopted by TRPA. The adopting ordinance, Ordinance 88-23, identifies those parts of the 208 plan that are also enacted as part of TRPA's Regional Plan package. They include the Water Quality Management Plan, the Handbook of Best Management Practices, the Stream Environment Zone Protection and Restoration Program, and the Capital Improvements Program for Erosion and Runoff Control. Each part of the 208 plan listed above, along with the 208 plan policies, may affect the ski area master plan.

Refer to Volume I, section IV.A(5) Stream Environment Zone Encroachment, and section IV.D(2) Outdoor Recreation, for specific plan programs applicable to ski areas. Table 16 of section IV.A(5) identifies public outdoor recreation facilities which create additional land coverage or permanent disturbance and which by their very nature need not be sited in sensitive lands (1a, 1b, 1c, 2, 3, or SEZ) is reprinted below as an aid to the reader.

The State of California Water Resources Control Board's Lake Tahoe Basin Water Quality Plan contains discharge prohibitions related to the 208 Plan's land use restrictions. Exemptions to the prohibitions require findings to be made by the Lahontan Regional Board.

Excerpt from TRPA Water Quality Management Plan, Volume I:

"TABLE 16. Guidelines Regarding Public Outdoor Recreation Facilities and Activities Which Create Additional Land Coverage or Permanent Disturbance and Which By Their Very Nature Need Not Be Sited in Sensitive Lands (1a, 1b, 1c, 2, 3, or SEZs)

<table>
<thead>
<tr>
<th>Category</th>
<th>SEZs and 1b</th>
<th>(Capabilities 1a, 1c, 2, 3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ski Areas</td>
<td>Any activity or facility which causes additional land coverage or permanent disturbance, except for stream crossings for ski runs provided not more than five percent of SEZ area in the ski area is affected by the stream crossings and except for facilities otherwise exempted such as utilities and erosion control facilities.</td>
<td>Activities or facilities such as parking areas, base lodge facilities and offices, and retail shops (unless there is no feasible non-sensitive site available, the use is a necessary part of a skiing facility, and the use is pursuant to a TRPA-approved master plan), except facilities otherwise exempted such as utilities and erosion control facilities.&quot;</td>
</tr>
</tbody>
</table>
The Handbook of Best Management Practices (Volume II, BMP Handbook) contains accepted erosion control and construction practices used on projects which may affect water quality. For ski area projects the BMP Handbook contains accepted methods for temporary construction site use, temporary sediment barriers, temporary and permanent soil and slope stabilization, temporary and permanent runoff control, temporary and permanent sediment retention structures, infiltration systems, runoff collection and conveyance systems, vegetative soil stabilization practices and snow disposal practices.

4. Regional Transportation Plan ("RTP"). Article V(c) of the Compact requires that the regional plan include:

"A transportation plan for the integrated development of a regional system of transportation, including but not limited to parkways, highways, transportation facilities, transit routes, waterways, navigation facilities, public transportation facilities, bicycle facilities, and appurtenant terminals and facilities for the movement of people and goods within the region. The goal of transportation planning shall be:

(A) To reduce dependency on the automobile by making more effective use of existing transportation modes and of public transit to move people and goods within the region; and

(B) To reduce to the extent feasible air pollution which is caused by motor vehicles."

The RTP contains two policies and two action elements which are specifically applicable to ski areas:

Transportation System Management

"Goal #1, Policy 1.
The TRPA shall encourage large employers to provide incentives to increase automobile vehicle occupancies (RTP, p. 38)."

As large employers, ski areas should encourage employees to travel to and from work in car or vanpools. Employers may provide the vans to use in vanpools or provide preferred parking for employees who carpool. Employer-subsidized transit passes is another incentive method which can be offered to employees.

"Goal #5, Policy 6.
The TRPA shall work with local ski area operators to manage ingress and egress from parking lots during peak periods (RTP, p. 30).

Action Element - Transportation System Management

To be implemented during years 1-5 of the RTP (1988-1993):
Use automobile metering from ski area parking lots to reduce peak period highway congestion (RTP, p. 102)."
Automobile metering at parking lot exits and at nearby intersections can be an effective method to reduce congestion and maintain desired levels of service. Squaw Valley, California uses automobile metering and coordinates the flow of cars out of the parking lot and Squaw Valley Road at the end of the day with traffic flows on California 89.

"Action Element - Mass Transit

Ski Shuttles

Ski shuttle service, in the short-term, should continue as is presently provided. Increased coordination between ski areas and additional public and private transportation providers should be developed in the area of scheduling to promote usage."
II. How to Prepare a Ski Area Master Plan

A. Activities Which Require Preparation of a Master Plan

As a general principle, ski areas which are located partly or wholly within the Tahoe Region are encouraged to prepare a master plan for TRPA approval. The master plan is only required to address those portions of the ski area which are within the Tahoe Region, except for findings and conditions which may be made binding as part of plan adoption which are required for threshold attainment and maintenance. Refer to Chapter II, Section B.4 for required findings. Several benefits to both the ski area and the community can be realized from a master plan. They include:

* The ability for ski area operators to make known their intentions and expectations for future use and development of the area to those most directly affected by it (i.e., the surrounding local community);

* The ability for the community to understand the intentions of the ski area and to participate through public review and comment, in the master planning process;

* The ability to coordinate large-scale improvement plans with other planned community improvements (Example: Locating an aerial tramway between a ski area and a tourist-oriented commercial core;

* The ability on the part of regulatory agencies to streamline the review and approval of projects which were contemplated and evaluated in the master plan; and

* The ability to disclose and analyze cumulative environmental effects of the ski area.

In addition to the above stated, both Section 16.1 of the Code and Goal #2, Policy 11 of the Conservation Element, Developed Recreation Subelement of the Regional Plan Goals and Policies, require that a master plan be prepared and adopted prior to the "expansion of use of ski areas, or the establishment of new ski areas." Expansion of use of ski areas includes any of the following activities which are within the Tahoe Region:

1. The establishment of a new ski area in a location where none previously existed;

2. The expansion of skiing terrain or support facilities beyond the existing ski area boundary. Note: TRPA defines the term "existing" to include those activities which were legally present or approved on the effective date of the Regional Plan (July 1, 1987) or subsequently legally constructed, commenced or approved pursuant to necessary permits.
3. An increase in the capacity of the ski area as measured in Persons At One Time (PAOTs), of the entire ski area within the Region over the existing amount of capacity as measured in PAOTs, or over the previously approved amount of PAOTs, if applicable. See Chapter III, Appendix E.4 for measurement method.

4. An increase in the amount of uphill capacity as measured in skiers per hour, of the entire ski area within the Region over the existing amount of uphill capacity as measured in skiers per hour, or over the previously approved amount of uphill capacity, if applicable. See Chapter III, Appendix E.4 for measurement method.

5. An increase in the number of off-site parking spaces or an increase in the shuttle or other transit service directly serving the ski area which TRPA finds to increase Regional VMT or other air quality impacts.

Exception: The realignment or replacement of existing lifts, including for the purpose of complying with applicable safety regulations, which does not result in an increase in either PAOT or uphill capacity is not considered an expansion of use. It may be approved as a project without the preparation of or revision to a master plan.

B. The Master Plan Process Pursuant to TRPA Code of Ordinances, Chapter 16

The process for preparing, processing, and adopting master plans, including ski area master plans, is established in Section 16.7 of the Code (provided below). The process consists of four major steps: 1) initiation of the master plan; 2) development and approval of the master plan work program; 3) preparation of the plan itself; and 4) adoption of the master plan and certification of the environmental document by the TRPA Governing Board. Refer also to Chapter 16.

"16.7 Specific And Master Plan Process: Specific or master plans shall be prepared, processed and adopted as follows:

16.7.A Initiation of Process: The initiation process shall be as follows:

(1) TRPA or other agencies of jurisdiction or the owner of the lands subject to the plan may initiate the process. (Hereinafter referred to as the proponent.)

(2) A steering committee shall be formed representing community interests, and shall include a designee of the Executive Director, a representative of the local government in whose jurisdiction the specific or master plan area is located, and a representative..."
of the U.S. Forest Service if federal lands are within the specific or master plan area. The steering committee shall establish a planning team to prepare the specific or master plan.

16.7.B Approval of Work Program: The planning team shall develop a specific or master work program consistent with subsection 16.7.C and section 16.8. The steering committee shall submit a recommended work program to the Executive Director of TRPA for approval. The Executive Director shall consider the recommendations of the steering committee and approve, deny, or modify the proposed work program.

16.7.C Specific Or Master Plan Preparation: Upon approval of the work program, the planning team shall prepare the specific or master plan as follows, with oversight from the steering committee:

(1) Prepare a complete assessment of environmental opportunities and limitations.
(2) Refine inventory and needs assessment.
(3) Identify applicable plan and ordinance standards and development guidelines.
(4) Develop draft alternative plans, including a preferred alternative.
(5) Prepare draft environmental documents.
(6) Submit draft master plan and draft environmental documents to TRPA for circulation and public and agency review.
(7) Prepare recommended final plan and final environmental documents for TRPA and local government consideration.

16.7.D Approval Of A Specific Or Master Plan: Upon receipt of a recommended final specific or master plan from the steering committee, the Advisory Planning Commission shall review the proposed plan and make recommendations to the Governing Board. Ski Areas shall be reviewed pursuant to the applicable portions of "Criteria for Development and Expansion of Ski Areas, Lake Tahoe Basin", August, 1977, as a guideline. The Governing Board shall consider the proposed plan as a regional plan amendment and approve, deny, or modify the specific or master plan.

16.7.E Alternative Process: The process set forth in subsections 16.7.A and 16.7.B may be modified by TRPA as follows:
(1) Minor Plans Or Minor Modifications of Existing Plans: If TRPA finds that a specific or master plan, or modification thereof, does not propose any significant expansion of development and does not require an EIS, TRPA may delete the steering committee.

(2) Alternate Process: If TRPA finds that an alternate process to subsections 16.7.A and 16.7.B would better facilitate the planning process while still meeting the objectives of this chapter, a modified process may be approved. Modification of the process shall not alter the requirements of any other section of the Code applicable to specific or master plans."

Before a master plan or amendments to an existing master plan can be approved, the Governing Board must make the following specific findings pursuant to Section 16.9:

"16.9 Findings for Approval: Before approving or amending a specific or master plan, the Governing Board shall find:

(1) The plan is consistent with the Goals and Policies;
(2) The plan is consistent with the Code;
(3) The plan is consistent with the adopted plan area statement or community plan applicable to the area;
(4) The plan does not propose development of residential units, tourist accommodation units, commercial floor area, recreational facilities, or other limitations in excess of the limits set forth in the Regional Plan for the plan area.
(5) The plan is consistent with the attainment and maintenance of environmental threshold carrying capacities.

16.9.A Exception: When portions of the area subject to a specific or master plan are outside the Region, the foregoing findings shall apply only to the area within the Region. When the project and activities proposed within the Region, in combination with other projects and activities proposed in the specific or master plan outside the Region, would prevent the attainment or maintenance of environmental thresholds, the finding set forth in 16.9.(5) shall not be made and the proposed specific or master plan shall not be approved."

Projects Reviewed Subsequent to an Approved Master Plan: Individual projects which are undertaken following master plan adoption normally will require TRPA review and approval. Exceptions to this in the form of activities exempt from TRPA review may be contained in a memorandum of understanding (MOU) between TRPA and a public agency having jurisdiction (e.g., USDA Forest Service).
The review of projects which are contemplated by a TRPA-approved master plan will generally be streamlined because much of the information necessary to review the project has been provided in the master plan and environmental document.

Similarly, projects requiring additional PAOT allocations and other additional recreation facilities projects which are identified in a TRPA-approved master plan do not have to first be placed on TRPA's 5-year Public Recreation Facilities List.

**Status of Existing Master Plans Not Approved By TRPA:** TRPA may recognize existing master plans or portions thereof, which are approved by other agencies having jurisdiction and which are in effect prior to adoption of a TRPA master plan. If the project proponent desires to have TRPA recognize the existing master plan, the proponent shall submit the existing master plan to TRPA together with a written request that TRPA recognize some or all of the existing master plan. Existing master plan improvements which TRPA finds to be legally vested do not require review and approval by TRPA.

**C. Amendment of TRPA-Approved Master Plans**

TRPA-approved ski area master plans may be amended. Because ski area master plans are considered by TRPA to be Regional Plan documents, the amendment will be processed as a regional plan amendment, and must include environmental documentation. Prior to submitting plan amendment documents to TRPA for action, the proponent should first meet with TRPA in order to discuss the proposed amendments.

TRPA may approve projects subsequent to an approved master plan which are not exactly the same as the project contemplated in the master plan without amending the master plan. Generally, projects which are in substantial compliance with the approved master plan will not require master plan amendments. There is no established TRPA Code definition of substantial compliance, however, TRPA will take into account the following considerations to determine substantial compliance:

1. Whether additional PAOTs or other units of use are needed above the amount approved in the master plan.

2. Whether new or revised Compact Article V(g) findings must be made in order to approve the project compared to those contemplated by the approved master plan.

3. Change in the size, scale, and location of improvements between adopted plan and amended proposal.

4. Change in uphill capacity as measured in skiers per hour between adopted plan and amended proposal.
5. Changes in ski area master plan boundary or permit boundary (if applicable) between old and new proposals. The ski area master plan boundary includes the area used for skiing, base lodge and all other support facilities.

TRPA may approve projects or activities not previously addressed by the master plan, which can be reviewed without first amending the master plan. The following activities may be permitted prior to master plan adoption or without first amending an existing master plan, whichever is applicable:

1. Modifications to existing primary and accessory uses which do not increase the intensity of the use (including placement of additional land coverage).

2. Activities deemed exempt or qualified exempt pursuant to Chapter 4 of the Code, or by an existing Memorandum of Understanding to which TRPA is a party.

3. Temporary uses, structures, and activities pursuant to Chapter 7 of the Code.

This list applies only to projects proposed within the Tahoe Region.

TRPA will advise the proponent of the steps necessary to prepare the plan amendment and environmental documentation for TRPA action. It is generally not necessary to reassemble the steering committee to draft the amendments, however, in unusual circumstances such as large-scale changes to the existing plan, TRPA may require the steering committee or a portion thereof to first review the proposed amendments prior to TRPA action.

Once the plan amendment is submitted to TRPA for action, it will generally follow the same adoption process outlined above in section B.4 of this chapter.

D. Interagency Coordination During Master Plan Preparation

Due to the nature and location of ski areas, several government agencies will typically have jurisdiction over some or all of the ski area. It is recommended that master plan proponents identify and contact all agencies having jurisdiction over the plan or project area as early in the process as possible. Upon request, TRPA will assist proponents in identifying other agencies having jurisdiction. The master plan steering committee will also be able to assist in identifying other agencies having jurisdiction.

Experience has shown that there are generally two levels of other agencies which must be involved in the planning process. The first level, identified below as Group A, is almost always involved. Individual agencies within this group may also be required through their own rules and regulations to approve the master plan or a specific plan component. The second group, Group B, will generally be involved in a specific issue or the impacts of the master plan on a specific resource. Example: California or Nevada State Office of Historic Preservation may be involved in the planning process to determine whether historic or archaeological resources have been found or are thought to exist within the area and what mitigation measures are necessary to protect the resources.
Group A Agencies (Normally Involved)

TRPA
Federal Agencies: USFS;
State Agencies: California Regional Water Quality Control Board or Nevada Division of Environmental Protection;
Local Government: City of South Lake Tahoe, Douglas County, El Dorado County, Placer County, Washoe County;

Group B Agencies (Sometimes Involved)

Federal Agencies: Soil Conservation Service; Fish and Wildlife Service; US Army Corps of Engineers; Environmental Protection Agency;
State Agencies: California Resources Agency or Nevada Department of Conservation and Natural Resources; California or Nevada State Office of Historic Preservation; California or Nevada State Department of Transportation; California Department of Fish and Game, or Nevada Department of Wildlife; California Tahoe Conservancy; Nevada Division of State Lands;
Local Agencies: Local utility/general improvement district (Examples: South Tahoe PUD, Incline Village GID, Kingsbury GID); Local air pollution control district (California side only).

E. Master Plan Document Graphic Standards

As an element of TRPA's Regional Plan, the master plan document which TRPA adopts becomes part of the set of documents which are used on a day to day basis. The layout and format of individual ski area master plan documents must be compatible with the other plan documents (i.e., Code of Ordinances, Plan Area Statements, Water Quality Management Plan, adopted community plans).

Adopted ski area master plans shall be submitted to TRPA using the following graphic standards:

Number of Copies of Adopted Plan: 10

Original Master: One single-sided original master copy of adopted master plan and adopted environmental document for future reproduction.

Document Cover: Layout and minimum information as shown in Figure 1, using cover stock weight paper (60 lb. or greater).

Title Sheet: Layout and minimum information as shown in Figure 2.
Printed double-sided on 8-1/2" x 11" 20 lb. weight (minimum) white paper; typewritten text spaced one or one and one-half space width between lines; pages consecutively numbered; three-hole drilled for use in a three ring binder.

Include at least one vicinity/context map and Maps and Photos (minimum 8-1/2" x 11" sheet) identifying jurisdictional boundaries, existing plan areas and boundaries, major roads or intersections, and other significant landmarks;

Master Plan and environmental document maps and site plans shall be shown in two sheet sizes: 24" x 36" sheets drawn to scale which show existing conditions and master plan elements (may be on separate sheets) and are included in a separate map folio (may be in sleeve inside back cover);

The same information shall be shown on photographic or photostat reductions no larger than 11' x 17" sheet size, printed single side only. Reductions shall be legible and shall include a graphic scale. Reductions and other sheets which are larger than 8-1/2" x 11" shall be folded into the document preferably with an accordion fold.

The use of photographs along with explanatory captions in the master plan is encouraged and shall conform to the following standards:

Black and white photographs shall be prepared from half-tone negatives;

Color photographs shall be color xeroxes.
Regional Plan For The Lake Tahoe Basin

(Fill In Name Of Ski Area) Master Plan
(Fill in Name of Ski Area) Master Plan

Prepared and Adopted Pursuant to TRPA Code of Ordinances
Chapter 16

Adopted by TRPA Governing Board
(Date of Adoption)
(TRPA Adopting Ordinance Number)

This Master Plan has been amended on the following dates:

(Amendment #) (Date of Amendment) (TRPA Adopting Ordinance #)

Figure 2. Sample Master Plan Title Sheet
III. Contents of the Master Plan

The master plan shall contain the elements set forth in Sections A. through E. inclusive (pursuant to Section 16.8), of this chapter together with the environmental documentation requirements set forth in Chapter V.

Planning Criteria: The following set of assumptions and criteria shall guide the development of the master plan:

1. Expansion of existing ski areas to meet increased demand and needs is preferable to the development of new ski areas in the Tahoe Region;

2. The location and siting of expanded ski terrain and facilities shall be responsive to both environmental concerns and site amenities;

3. Expansion of existing ski areas is both targeted and limited during the twenty year life of TRPA’s Regional Plan (1987-2007), to expansions which accommodate a total of 12,400 new Persons At One Time (PACTs);

4. Expansion of ski areas shall be consistent with TRPA’s Regional Plan;

5. Expansion of ski areas shall be consistent with the availability of accommodations and infrastructure necessary to support visitors attracted to such ski areas;

6. All expansions of existing ski areas shall be implemented so as to not permit the expansion of existing day-use parking facilities at such ski areas;

7. All proposed expansions shall comply with the applicable requirements of other local, state, and federal laws; and

8. The planning time frame for master plans is recommended to be at least ten years.

A. Physical Plan

"16.8 A Physical Plan. The physical plan shall describe all existing and proposed improvements, including but not limited to, buildings, parking areas, roads, trails, temporary or permanent land disturbance, and utility connections. The physical plan shall address the phasing or scheduling of the proposed improvements and any special provisions for project review. For ski areas, the physical plan shall not propose any expansion of parking for day use, pursuant to Goal #2, Policy 11 of the Developed Recreation Sub-element, Recreation Element of the Goals and Policies."
In addition, to the requirements of Subsection 16.8.A, the physical plan shall also specifically include:

1. **Completed TRPA Ski Area Master Plan Application Form.** The form is available at TRPA. The master plan and environmental document filing fees are established in TRPA’s Filing Fee Schedule, as amended. A $540.00 master plan review deposit shall be submitted at the time of application. The balance for each document will be required upon document submittal.

2. **Vicinity Map,** as described in section II.E, Master Plan Document Graphic Standards.

3. **Existing Facilities,** including, the location and description of all parcel or permit area boundaries, existing improvements including but not limited to, ski lifts, buildings and other structures, land coverage, parking facilities, transit or shuttle stops, roads, ski trails and other hiking trails, other areas of temporary or permanent land disturbance, utility lines, snow making facilities, reservoirs and water tanks, helipads, signage, the existing capacity of the ski area in terms of PAOTs and the one-hour uphill lift capacity of all lifts. PAOTs are calculated pursuant to Chapter III, Appendix E.4.

   The physical plan shall also indicate the existing amount and location of other TRPA units of use (including accessory uses), including but not limited to commercial floor area, residential units, tourist accommodation units and other PAOTs not generally devoted to skiing, including but not limited to, commercial floor, residential units, tourist accommodation units and other PAOTs which are not devoted to Winter Day Use activities.

4. **Proposed Facilities,** including, the location and description of all parcel or permit area boundaries, proposed improvements including but not limited to, ski lifts, buildings and other structures, land coverage, parking facilities, transit or shuttle stops, roads, ski trails and other hiking trails, other areas of temporary or permanent land disturbance, utility lines, snow making facilities, reservoirs and water tanks, helipads, signage, the proposed capacity of the ski area in terms of PAOTs and the one-hour uphill lift capacity of all lifts. PAOTs are calculated pursuant to Chapter III, Appendix E.4.

   This information shall be shown both graphically and using appropriate tabular or other quantitative methods in relation to the environmental opportunities and limitations identified in Appendix 2 of the master plan.

   The proposed physical plan shall indicate the proposed amount and location of other TRPA units of use (including any amounts use as accessory uses), including but not limited to commercial floor area, residential units, tourist accommodation units and other PAOTs not generally devoted to skiing. The master plan time frame should be at
least five years and shall be no longer than the year 2007 (Regional Plan time frame). Master plans should be reviewed every five years and updated as necessary as skier preferences, potential environmental impacts and ski industry technology change.

The proposed physical plan shall also indicate the phasing or scheduling of the proposed improvements and any special considerations which are necessary for its implementation.

Level of Detail. The level of detail shown in the proposed physical plan should at least approximate that shown in a preliminary site plan. TRPA will recognize a certain degree of latitude or flexibility between the proposed physical plan and the actual location, size, and scale of improvements proposed as a project pursuant to an approved master plan. TRPA has copies of master plans (e.g., Ski Incline, Elks Point Harbor) on file which show proposed physical plans using appropriate levels of detail.

B. Operations Plan

"16.8.B Operational Plan. The operational plan shall describe all existing and proposed operations, including but not limited to, traffic and circulation patterns, commercial operations, primary and accessory uses, periods of operation, and seasonal operations."

In addition to the requirements of Subsection 16.8.B the operations plan shall also include:

2. Fertilizer and Vegetation Management Plans.

C. Mitigation Plan

"16.8.C Mitigation Program. The mitigation program shall describe all mitigation measures incorporated into the plan to offset potential impacts identified in the environmental documentation, including but not limited to, erosion and runoff controls, revegetation and restoration, traffic mitigation, mitigation of shorezone impacts, mitigation of scenic impacts, and mitigation of impacts on fish and wildlife habitat. It shall also include construction schedules, maintenance programs, methods of mitigation and dates of completion."
In addition to the requirements of Subsection 16.8.C, the mitigation plan shall also include:

1. **Water Quality Protection Program**, which identifies and shows the location of all Best Management Practices (BMPs), which are needed to comply with the applicable requirements of TRPA’s Regional Water Quality Management Plan, including Code Chapters 25 and 81. The program shall differentiate between existing water quality problems prior to initiation of the master plan, and those anticipated as a result of master plan implementation. The program shall provide a schedule for completing the retrofitting within ten years from the date of master plan adoption, or by the date established in previous project approvals.

2. **Construction Methods Plan**, which identifies and describes the methods to be followed during construction as necessary to permit evaluation of the environmental impacts of the construction activities. The plan shall include descriptions of the areas and facilities to be developed utilizing aerial methods such as helicopter placement of lift towers or trail clearing using high-pay cable systems; locations requiring access by tractor trails or roads; locations of areas needed earth slope grooming and methods of grooming; areas to be revegetated and methods of revegetation; location and methods of trail construction; haul routes for removed timber; location and methods of disposal of removed stumps or slash.

**D. Monitoring Plan**

"16.8.D Monitoring Program. The monitoring program shall describe all monitoring necessary to ensure that the implementation of the plan is consistent with the Tahoe Regional Planning Compact, the Goals and Policies, environmental threshold carrying capacities, state and federal air and water quality standards, and other applicable standards. The monitoring program shall include a summary of proposed funding sources."

The monitoring plan which shall include:

1. **Monitoring Methods**, which identify the specific monitoring methods to be used in the monitoring plan, including technical information and specifications of any equipment used; monitoring schedules and sampling plans for each monitoring method; analytical techniques to be used and detection limits; quality assurance and quality control.

2. **Monitoring Responsibilities**, which identify the entity responsible for each component of the monitoring plan, including the names and qualifications of any contractors or subcontractors involved in the monitoring; a summary of the funding sources necessary to carry out the monitoring.
The information contained in 1 and 2, above shall also be summarized in matrix format, and shall be located at the end of this section.

E. Appendices to the Master Plan

The master plan shall contain, at a minimum, the following appendices which shall be adopted as part of the plan:

Appendix 1. Needs Assessment.

The needs assessment shall discuss how the need for the expansion of use was determined, including the specific studies or analyses performed to determine the need for expansion. The needs assessment shall also discuss data sources used in determining need, along with any assumptions made upon which the need for expansion was based.

Appendix 2. Environmental Opportunities and Limitations (Site Analysis).

A description of the site or sites proposed for expansion of use shall be provided, and shall include discussion of the opportunities and limitations posed by the site(s) due to location, topography, geology, climate, hydrology, land capability, and other factors, including economic considerations and applicable TRPA environmental thresholds.

Appendix 3. Consistency With TRPA Regional Plan Documents.

This section shall discuss the master plan's consistency with applicable TRPA regional plan documents, including: Goals and Policies; Plan Area Statements; Code of Ordinances; adopted Community Plan(s); special programs (i.e., Water Quality Management Plan Capital Improvements Program, SEZ Restoration Program, Scenic Quality Improvement Program); and reserved recreational capacity (additional PAOTs proposed by the master plan).

The method of calculating additional PAOTs is provided in Appendix 4. TRPA will determine the specific sections of each document listed above which will apply to the master plan upon request by the master plan proponent.

Specific ordinance standards which would apply to future projects identified in the master plan shall be determined during the project application and review process for each project. TRPA's Recreation Application Packet should be reviewed for basic development standards.
Appendix 4. **PAOT Calculations.**

The method used to calculate ski area capacity in terms of Persons at One Time (PAOTS), describes a relationship between the actual number of skiers at a ski area on an average peak day (shown as the annual 90th percentile day in terms of use) and the area's one hour uphill lift capacity in terms of skiers. The use to capacity ratio provides a method to analyze a ski area's existing conditions as well as proposed changes.

The ratio also represents the relative efficiency of a ski area's operation compared to other areas. Larger ratios generally indicate a more efficient operation than areas with smaller ratios. Prior to allocating additional recreation capacity to an area with a relatively low use to capacity ratio (i.e., low efficiency) other methods to improve the area's efficiency should be considered. Likewise, a declining trend in efficiency should be analyzed as to its cause prior to allocating additional capacity. Using the assumptions listed below, existing and additional PAOT allocations shall be measured using the following methods.

**Assumptions:**

The master plan shall contain a summary analysis of the plan in relation to the following assumptions. The summary analysis may be presented in a matrix format.

a. Ski run construction will not exceed the threshold of concern for each watershed or portion thereof, which is established through the application of the Cumulative Watershed Effects methodology. The overall goals are to preserve watershed conditions and meet applicable water quality standards.

b. Design capacity of the ski area will be a function of skier density of each run. The density may vary by ski area, however, it should not exceed a density which allows a high quality recreation experience of comfortable and safe skiing conditions.

c. Sufficient uphill lift capacity will be constructed to utilize the ski runs to their designed capacity, but not so as to exceed their capacity.

d. Support facilities on the mountain and at the base area together with other accessory uses to the ski area will be in balance with the designed skiing capacity.
PAOT Calculation Methods:

Existing and proposed ski area capacity in terms of PAOTs is calculated as follows:

1. For each season of operation from 1982/83 to the present, identify the 90th percentile day in terms of use by summing ticket sales, complimentary tickets, and an estimate of season pass holders at the ski area that day.

2. For each season of operation from 1982/83 to the present, identify the total 1-hour uphill capacity of all ski lifts at the entire ski area (includes both within and outside of the Tahoe Region).

3. For each season of operation from 1982/83 to the present, determine the use to capacity ratio for the entire ski area by dividing step #1 above by step #2 above. This represents the annual use to capacity ratio.

4. Determine the mean annual use to capacity ratio by summing the annual use to capacity ratios and dividing it by the number of seasons of operation from 1982/83 to the present.

Note: The mean annual use to capacity ratio shall be recalculated during each update of individual master plans.

5. To calculate the existing PAOT capacity (that which exists at the beginning of the master plan process) multiply the mean annual use to capacity ratio by the 1-hour uphill capacity of all existing ski lifts within the Region. In the case where a ski area is located both inside and outside the Region (e.g., Alpine Meadows, Heavenly Valley, TRPA will require existing and proposed PAOT capacities to be calculated only for the portion of the ski area (i.e., existing ski lifts) which is within the Region.

6. To calculate the proposed PAOT capacity of the ski area following master plan implementation, multiply the mean annual use to capacity ratio by the 1-hour uphill capacity of all existing and proposed ski lifts within the Region. The difference between existing and proposed PAOTs shall not exceed the PAOT allocation listed in the applicable Plan Area Statement.

Note: When existing lifts are removed or replaced as part of the master plan, the net change in uphill capacity shall be used in order to calculate proposed PAOT capacity.

7. In the case where a master plan proposes to construct additional ski runs or additional ski run capacity (e.g., widening an existing run), without adding uphill capacity, the additional capacity in terms of PAOTs shall be allocated using skier slope density as follows:
Additional FACTS = acres of additional ski runs x skier slope density/acre using the following densities:

- Beginner/Easiest Runs = 35 skiers/acre
- Intermediate/More Advanced Runs = 20 skiers/acre
- Advanced/Most Difficult Runs = 10 skiers/acre

Individual master plans may elect to propose substitute ski run densities in skiers/acre for use in allocating additional FACTS where additional run capacity is proposed without additional uphill lift capacity. TRPA shall approve the use of substitute densities based on a recommendation by the appropriate steering committee. Proposed substitute densities shall be documented using actual data from the ski area.

Examples

A. Existing Use and Capacity of the Ski Area

<table>
<thead>
<tr>
<th>Year</th>
<th>90th Percentile Day (Skiers)</th>
<th>1-Hour Uphill Capacity (Skiers)</th>
<th>Annual Use/Capacity Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982/83</td>
<td>6000</td>
<td>12,500</td>
<td>0.48</td>
</tr>
<tr>
<td>1983/84</td>
<td>6250</td>
<td>12,500</td>
<td>0.50</td>
</tr>
<tr>
<td>1984/85</td>
<td>6200</td>
<td>13,000</td>
<td>0.47</td>
</tr>
<tr>
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<td>6450</td>
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<td>0.43</td>
</tr>
<tr>
<td>1989/90</td>
<td>6400</td>
<td>15,000</td>
<td>+0.42</td>
</tr>
</tbody>
</table>

n = 8

B. Mean Annual Use/Capacity Ratio = 3.67/8
   = 0.46

C. 1989/90 Existing Ski Area Capacity

Assume: Existing 1-Hour Uphill Capacity is 15,000 skiers

15,000 skiers x 0.46 = 6,900 skiers
   = 6,900 FACTS
D. Master Plan Proposed Ski Area Capacity

Assume: Proposed 1-Hour Uphill Capacity is 18,600 skiers

\[ 18,600 \text{ skiers} \times 0.46 = 8,556 \text{ skiers} \]
\[ = 8,556 \text{ PAOTs} \]

Net Additional PAOT Capacity = 8,556 - 6,900 PAOTs
\[ = 1,656 \text{ PAOTs} \]

E. Assume: Master Plan proposes only additional ski run capacity. Existing PAOT capacity is calculated the same as in steps A through C above.

Assume: 10 acres of new beginner runs,
15 acres of new intermediate runs

Additional PAOT Capacity = 10 acres \times 35 \text{ skiers/acre} + 15 acres \times 20 \text{ skiers}
\[ = 350 \text{ skiers} + 300 \text{ skiers/acre} \]
\[ = 650 \text{ skiers} \]
\[ = 650 \text{ PAOTs} \]

Appendix 5. Cumulative Watershed Effects Analysis.

In determining the appropriateness of the type, location, and timing of new ski runs, and other watershed disturbance, the Cumulative Watershed Effects analysis (CWE) will be utilized to calculate the nature and level of disturbance in each watershed within a ski area. TRPA may approve additional ski runs as part of, or subsequent to master plan adoption when it can be demonstrated a watershed's Threshold of Concern (TOC) established in the master plan will not be exceeded.

Based on USDA Forest Service Region 5 Soil and Water Conservation Handbook, FSH 2509.22, a cumulative watershed effects analysis is prepared using the following steps (refer to FSH 2509.22 for more information):

a. Divide the area which is within the master plan boundary into watersheds and estimate acreage of each.
b. Determine Natural Sensitivity Index (NSI) of each watershed as follows:

i. Measure soil types in acres, and identify sensitive soil types;
ii. Measure areas of mass wasting in acres;
iii. Measure acres of stream channel erosion;
iv. Establish Natural Sensitivity weighting factors for applicable attributes listed in Chapter V, Section D;
v. Sum acres of sensitive areas (based on i., ii., and iii.);
vi. Divide sensitive areas by watershed area within the master plan boundary to determine the Natural Sensitivity Index of the watershed.

c. Determine Land Disturbance History (LDH) of each watershed:

i. Establish Normalized Coefficients of Disturbance for applicable disturbance types listed in Chapter V, Section C;
ii. Measure area of all impervious surfaces and assign each a Normalized Coefficient of Disturbance;
iii. Multiply area of all impervious surfaces by appropriate Normalized Coefficient of Disturbance* and sum by watershed within the master plan boundary;
iv. Measure area of all ski runs and other clearings in acres and assign each a Normalized Coefficient of Disturbance based on field transects;
v. Multiply area of each ski run or clearing by Normalized Coefficients of Disturbance and sum by watershed within the master plan boundary;
vi. Sum area of Equivalent Roaded Acres (ERA) of disturbance by watershed (add results of ii. and iv. above for each watershed);
vii. Determine percent ERA for each watershed by dividing ERA (result of v. above) by area of watershed within the master plan boundary.

d. Compare percent ERA to Threshold of Concern® to determine if additional disturbance capacity exists to construct new ski run(s), or expand existing run(s). If existing ERA is equal to or greater than the watershed’s TOC, then additional land disturbance will not be permitted. If existing ERA is less than the watershed’s TOC, then additional land disturbance up to the TOC may be permitted.

Footnotes:

* Each master plan steering committee shall, based on the recommendations of its planning team, establish Natural Sensitivity Index weighting factors and Normalized Coefficients of Disturbance for all applicable attributes or conditions listed in Chapter V, Sections C and D, respectively.

® The Threshold of Concern for each watershed or part thereof within the ski area boundary will be developed separately for each ski area by the individual ski area master plan steering committee, based on the recommendations of its planning team, as part of the master plan process.
Article VII(a) of the Compact and Chapter 5 of the Code require TRPA, when acting upon matters that may have a significant effect on the environment, to prepare and consider a detailed environmental impact statement (EIS) before deciding to approve or carry out any project. TRPA considers as projects, the preparation and adoption of ski area master plans.

Except for planning matters (i.e., items on which TRPA is not taking an action), ordinary administrative and operational functions of TRPA, or exempt classes of projects (refer to Code subsection 5.5.A for exempt classes of projects), TRPA shall use either an initial environmental checklist (IEC), or environmental assessment (EA), to determine whether an environmental impact statement shall be prepared for the project.

Environmental documentation for ski area master plans will generally be either an EA or EIS. The primary goal of either document is to disclose, in sufficient detail, the site-specific environmental effects (both positive and negative) of each master plan alternative being considered, together with measures necessary to mitigate the identified negative effects to a less than significant level. This disclosure will permit TRPA or other lead agency to make an informed decision whether to approve the project, and if appropriate, under what conditions.

Specific environmental documentation standards for EA and EIS documents are adopted by TRPA as Article VI of TRPA's Rules of Procedure. Master plans in California require review pursuant to the California Environmental Quality Act (CEQA). Master plans located on lands managed by federal agencies require review pursuant to the National Environmental Policy Act (NEPA). TRPA will assist master plan proponents in coordinating joint reviews between TRPA, CEQA, and NEPA when necessary.

TRPA will use the scoping process as provided in the Rules of Procedure to determine the scope of the environmental document necessary to adequately analyze a master plan. The change in the efficiency of a ski area over time as measured using the use to capacity ratio (see Chapter III), will be reviewed as a potential issue to address in the environmental document.
V. References To Be Used During Plan Preparation

A. Definitions

The following definitions and terms shall be used in ski area master planning process. Definitions taken directly from the Code of Ordinances are indicated by a "[C]" following the definition.

Accessory Use: A use, building, or other facility customarily a part of any primary use; that is clearly incidental and secondary to the primary use; that does not change the character or intensity of the primary use; and that does not operate independent of the primary use.[C]

Note: Specific examples of accessory uses in all major use categories are provided in Chapter 18 of the Code. Recreation accessory uses include garages, emergency facilities, child care, related commercial sales and services such as ski shops, pro shops, marine sales and repairs, parking lots, maintenance facilities, swimming pools, tennis courts, employee facilities other than housing, secondary residence, outdoor recreation concessions, bars and restaurants, and other uses listed in the definition of a primary use as accessory.

Allocation: An apportionment of additional development opportunity for residential, commercial, tourist accommodation, and certain recreational projects.[C]

Base Lift: Any type of chairlift, gondola, aerial tram, rope tow, T-bar, poma, or other surface lift located within the Region, which provides access from a ski area base facility (includes a lodge and/or parking area), or a satellite base area served by public or private transit to skiing terrain without providing access to other lifts for the purpose of transporting skiers to skiing terrain not served by the base lift.

Best Management Practices (BMPs): Alternative structural and nonstructural practices proven effective in erosion control and management of surface runoff in the Lake Tahoe Region.[C]

Environmental Threshold Carrying Capacities: Environmental standards necessary to maintain a significant scenic, recreational, educational, scientific or natural value of the region or to maintain public health and safety within the region. Such standards shall include but not be limited to standards for air quality, water quality, soil conservation, vegetation preservation and noise. Such standards were adopted on August 26, 1982 and are set forth in TRPA Resolution 82-11.[C]

PAOT, Winter Day Use: Persons at One Time. A Regional Plan unit of outdoor recreational use which measures the skier capacity of a ski area, and for which other Regional capacities (e.g., tourist accommodations, commercial floor area, roadway capacity, sewer and water capacity) must be reserved.
Parcel: An area of land or in the case of a condominium, separate space, whose boundaries have been established by some legal instrument such as a recorded map or recorded deed and which is recognized as a separate legal entity for purposes of transfer of title.[C]

Note: Refer also to subparagraph 20.3.D(1) of the Code for definition of project area.

Permit Area Boundary: The boundary of the geographic area described in the ski area's U.S. Forest Service Special Use permit or in the permit of other agency having jurisdiction.

Project: An activity undertaken by any person, including any public agency, that may substantially affect the land, water, air, space, or any other natural resources of the Region.[C]

Recreation (Developed): Involves outdoor activities which are enhanced by the use of man-made facilities, including, but not limited to, campgrounds, marinas, and ski areas.[C]

SAOT (Skiers at One Time): A measure of downhill skiing capacity used by the USDA Forest Service.

Ski Area Master Plan Boundary: The boundary of the area used for skiing and ski lifts at any one time, including base lodge and other support facilities which may not be located within or adjacent to the area actually used for skiing.

Transport Lift: Any type of chairlift, gondola, aerial tram, rope tow, T-bar, poma, or other surface lift located within the Region, which provides access from a ski area base facility (includes a lodge and/or parking area), satellite base area served by public or private transit, or other base lift, to skiing terrain or other ski lift.

Tourist Accommodation: Uses, facilities, and activities primarily pertaining to the occupation of buildings for eating, sleeping, and living on a temporary basis by persons whose permanent residence is elsewhere.[C]

Uphill Capacity: The total number of skiers which a ski lift or lifts can deliver to the lift terminal(s) measured over a 60 minute period. A standard measure of ski lift capacity typically provided by ski lift manufacturers.

VTF (Vertical Transport Feet): The change in elevation from the base loading area to the terminal of an individual ski lift.
VTF/hr. (Vertical Transport Feet per Hour): The cumulative change in elevation from the base loading area to the terminal of an individual ski lift measured over a 60 minute period.

B. Reference and Guidelines Manuals

The following list of reference and guidelines manuals is provided in order to assist proponents in certain aspects of ski area planning and design. This list should not be considered exhaustive.

Design Review Guidelines, TRPA (1989): The Design Review Guidelines is a manual of site planning and design methods which meet or exceed the adopted TRPA standards in nine separate chapters of the Code. Of particular interest to ski area planners are the sections which address site planning of new buildings and structures (i.e., lift towers), building design, parking and pedestrian circulation, snow storage, landscaping, exterior lighting, and signage.

National Forest Landscape Management Handbook, Volume 2, Chapter 7, Ski Areas U.S. Forest Service (1984): This document is part of a series of handbooks which contain information regarding use of the USFS' Visual Management System (VMS). The VMS is used on National Forest lands in order to identify and mitigate adverse impacts to visual quality which may result from the development of specific projects and uses, including ski area development and expansion. Although the VMS is not required to be used for projects located on lands other than National Forest, its use will generally be encouraged as an impact assessment method. This volume demonstrates landscape management principles and techniques which are used in the planning, designing, and building processes to achieve and maintain desired visual quality. It also explains and illustrates the planning and design requirements for constructing or expanding winter sports developments.

Planning Considerations for Winter Sports Resort Development, U.S. Forest Service (1973): This document addresses broad policies involving resort development on National Forest and adjacent lands. It identifies and discusses issues related to planning and developing the ski facilities.

R-5 FSH 2509.22, Soil and Water Conservation Handbook, USDA Forest Service, Region 5 (1988): USDA Forest Service Region 5 (includes Tahoe Region), Cumulative Watershed Effects (CWE) Analysis Handbook. It identifies the authority and objectives of CWE, conceptual model development, procedures for application, monitoring and evaluation, and implementation, and shall be used as the procedural method in performing CWE as part of the master plan process.
C. Cumulative Watershed Effects Disturbance Activities and Conditions

Activity or Condition

I. Transportation System

A. Roads and Parking Areas
   1. good drainage
   2. poor drainage
   3. diversion potential
B. Abandoned roads
C. Ripped and Obliterated roads

II. Ski Runs

A. Most difficult (slope range)
   1. Mechanically groomed or cleared with no erosion control treatment initiated (very poor ground cover)
   2. Erosion control treatment initiated but unsuccessful (very poor ground cover)
   3. Erosion control treatment in progress (poor ground cover)
   4. Erosion control treatment complete (fair ground cover)
   5. Slope is stable (good ground cover)
B. More difficult (slope range)
   1. Mechanically groomed or cleared with no erosion control treatment initiated (very poor ground cover)
   2. Erosion control treatment initiated but unsuccessful (very poor ground cover)
   3. Erosion control treatment in progress (poor ground cover)
   4. Erosion control treatment complete (fair ground cover)
   5. Slope is stable (good ground cover)
C. Easiest (slope range)
   1. Mechanically groomed or cleared with no erosion control treatment initiated (very poor ground cover)
   2. Erosion control treatment initiated but unsuccessful (very poor ground cover)
   3. Erosion control treatment in progress (poor ground cover)
   4. Erosion control treatment complete (fair ground cover)
   5. Slope is stable (good ground cover)

III. Ski Lift Corridors

A. Good ground cover
B. Fair ground cover
C. Poor ground cover
D. Very poor ground cover
IV. Structures, Buildings, Lift Towers, and Other Land Coverage

V. Wildfire

A. Crown
B. High Intensity
C. Moderate Intensity
D. Low Intensity
D. Natural Sensitivity Index Attributes

Attribute

I. Attributes Relating To Runoff Processes
A. Horton overland flow
   1. Rock outcrop
   2. Hydrologic soil group D
   3. Hydrologic soil group C
B. Saturation overland flow
   1. Wet meadows
   2. Ponds (less than 5 acres)
   3. Streamside Management Zones (includes inner gorge)

II. Attributes Relating To Sediment Delivery Processes
A. Erosion from highly erosive soils
   1. Soils prone to gully erosion
   2. Soils with a very high erosion hazard rating (EHR) (includes altered/eroded phases)
B. Erosion from mass wasting
   1. All active forms of mass wasting
C. Channel Erosion
   1. Aggradation
   2. Degradation
   3. Lateral scour or bank erosion

III. Drainage Basin and Channel Morphology Relating to Sediment Routing Processes
A. Watershed area (acres)
B. Drainage density (by contour line crenulation)
C. Relief ratio (ft/ft)
D. Standing water ratio (acre/acre)
E. Precipitation regime
   snow, rain, rain/snow
F. Roegens channel type (percent. unstable)
G. Pfankuch channel rating '(percent. poor)
MEMORANDUM

August 31, 1990

To: Advisory Planning Commission

From: Agency Staff

Subject: Report on the Applicability of Chapter 26, Signs, to Airplane Banners

At the request of the Advisory Planning Commission, the staff will present for discussion and a report on, the potential applicability of Code Chapter 26, Signs, to airplane banners which are utilized for advertising.

If you have any questions or comments on this agenda item, please contact Andrew Strain at (702) 588-4547.