TRPA
APC
PACKETS

JANUARY
2001
TAHOE REGIONAL PLANNING AGENCY
ADVISORY PLANNING COMMISSION
NOTICE OF MEETING

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 January 10, 2001, at the Horizon Casino Resort, Highway 50, Stateline, Nevada. The agenda for the meeting is attached hereto and made a part of this notice.

December 29, 2000

[Signature]

Juan Palma
Executive Director

This agenda has been posted at the TRPA office and at the following post offices: Zephyr Cove and Stateline, Nevada, and Tahoe Valley and A1 Tahoe, California. The agenda has also been posted at the North Tahoe Conference Center in Kings Beach, the incline Village GID office, and the North Lake Tahoe Chamber of Commerce.
TAHOE REGIONAL PLANNING AGENCY
ADVISORY PLANNING COMMISSION

Horizon Casino Resort
Highway 50
Stateline, Nevada

January 10, 2001
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. PUBLIC INTEREST COMMENTS (No Action)

Any member of the public wishing to address the Advisory Planning Commission on any agenda item not listed as a Public Hearing or a Planning Matter item, or on any other issue, may do so at this time. However, public comment on Public Hearing and Planning Matter items will be taken at the time those agenda items are heard.

NOTE: THE ADVISORY PLANNING COMMISSION IS PROHIBITED BY LAW FROM TAKING IMMEDIATE ACTION ON, OR DISCUSSING ISSUES RAISED BY THE PUBLIC THAT ARE NOT LISTED ON THIS AGENDA.

IV. DISPOSITION OF MINUTES

V. PUBLIC HEARINGS

A. Discussion of Incline Village General Improvement District, Incline Park Draft Environmental Impact Study  Pg. 1

B. Public Hearing and Workshop on Environmental Improvement Program (EIP) Documents  Pg. 3

C. Amendment to Chapter 20.5 Regarding Excess Mitigation Fees.  Pg. 5

D. Amend Chapter 14, Community Plans, to Add a Finding Allowing for the Amendment of a Community Plan Boundary When it Is to Facilitate Affordable Housing Only  Pg. 15

E. Adoption of the Lake Tahoe Recreation Signage Guidelines and Amendment of Chapter 26, Signs  Pg. 23
VI. PLANNING MATTERS

A. Presentation on Tahoe Yellow Cress (TYC) Conservation Study
   Pg. 63

B. Discussion of Transit Oriented Development Findings and Two-Step Subdivision Standards as They Pertain to Transit Oriented Development
   Pg. 65

VII. REPORTS

A. Executive Director
   
   1. Report on Governing Board Actions Relative to APC Recommendations

B. Legal Counsel

C. APC Members

VIII. ADJOURNMENT
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Discussion of Incline Village General Improvement District, Incline Park Draft Environmental Impact Study.

Proposed Action: There is no action requested on this item at this time. Agency staff is requesting that the Advisory Planning Commission offer comments and solicit public comments on the Incline Park DEIS.

Background: The 60-day comment period for this document is November 15, 2000 through January 15, 2001.

The DEIS examines the environmental impacts of the construction of four separate uses within one project area in Incline Village. These uses include a public service office building, an indoor ice rink, an expansion to the existing recreation center including meeting rooms and offices, and the expansion of existing tennis courts. Each of the uses identified a preferred alternative and a reduced alternative, along with a no project alternative. An Executive Summary of the proposals and potential impacts is located at the beginning of the DEIS document.

Representatives from the Incline Village General Improvement District (IVGID), the Parasol Foundation and Resources Concepts, Inc. are expected to be present at the Advisory Planning Commission meeting to answer any questions.

If you should have any questions concerning this item, please contact Kathy Canfield at (775) 588-4547.
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Public Hearing and Workshop on Environmental Improvement Program (EIP) Documents

A presentation and information workshop in regard to Volumes I-III of the EIP update will be held at the APC meeting on January 10, 2001. Staff will be seeking input from the APC as part of the public review of the documents. Staff will present an overview and answer any questions the APC may have. Revisions to the documents are likely once the review period is over at the end of January, and prior to staff moving the documents forward to the Governing Board for adoption. Staff will request a formal recommendation at the February APC Meeting. The three Volumes were mailed to the APC prior to this mailing.
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Amendment to Chapter 20.5 Regarding Excess Coverage Mitigation Fees

Proposed Action: To modify the Mitigation Fee and Coverage Reduction formulas. To adjust the Square Foot Coverage Fees for specific Hydrologic Zones in California and Nevada so that they reflect current market values.

Staff Recommendation: Staff requests that the Advisory Planning Commission review and recommend approval for this code amendment as described in Attachment A to the Governing Board.

Background: The Excess Land Coverage Mitigation Program is described in Section 20.5 of the TRPA Code of Ordinances (see Attachment A). This program applies to projects where the amount of land coverage for the project area exceeds the base land coverage for that area. Land coverage in excess of the base land coverage must be mitigated by the transfer of land coverage or through the Excess Coverage Mitigation Program. See Attachment B for calculations and a graphical example.

Excess land coverage is defined as existing coverage beyond the total of the maximum allowable base coverage, the transferred coverage, and the coverage previously mitigated under this program. In the event that the land coverage reduction is required for approval of a project, there are a number of options or combination of options that an applicant may use to comply with the land coverage requirements. These options include: 1) reduction of coverage onsite; 2) reduction of coverage offsite in the hydrologic area; 3) payment of a land coverage mitigation fee to be forwarded to a land bank to retire land coverage in the hydrologic area; or 4) consolidation of parcels or adjustment of parcel boundary lines. There are a number of exemptions from the Land Coverage Mitigation Program listed in subsection 20.5.B of the Code.

Discussion: The focus of this discussion is the Excess Coverage Mitigation Fee, which is covered in TRPA Code subparagraph 20.5 A (3). The Excess Coverage Fee is calculated by determining the amount of excess coverage in square feet and using this coverage amount to determine the appropriate fee percentage from Table A, located in Chapter 20 of the TRPA Code. The fee percentage is then multiplied by the estimated construction cost of the project. The coverage reduction credit given to the parcel is calculated by dividing the mitigation fee by the standard TRPA coverage cost of $5.00 per square foot. Monies generated from this fee are in a land bank to be used for land coverage reduction within Hydrologic Transfer Areas where the projects are located.
Memorandum to Advisory Planning Commission
Discussion Regarding Excess Coverage Mitigation Fees
Page 2

Due to the complicated nature of this issue an effort was made to include all the affected parties to discuss the direction of the excess coverage mitigation fee program in Nevada and Basin-wide. This process has included discussions with the California Tahoe Conservancy (CTC) and Nevada State Lands. These meetings resulted in recommendations that require they be brought forward to the APC and GB.

Current Program Status: From the beginning of this program there has been a single fee that has been in place basin wide. In the State of California, the California Tahoe Conservancy (CTC) established a land bank, which has been in place since 1990, and has been conducting a land coverage reduction program utilizing the excess coverage mitigation fees. Based on their experience over this time, the CTC has indicated that the per square foot cost for hard coverage has increased to $6.50.

In the State of Nevada, a Memorandum of Understanding has been in place between TRPA and Nevada Division of State Lands to serve this activity since 1986. A new Memorandum of Understanding was negotiated and approved by TRPA and Nevada Division of State Lands, effective July 10, 2000, that formally recognizes and approves the Nevada Land Bank to receive the mitigation fees and conduct a program of coverage reduction. A large balance of excess coverage mitigation fees have accumulated from projects approved since the adoption of the 1987 Regional Plan, yet it should be noted that Nevada State Lands has permanently retired 500 parcels using 1986 Bond Act funds. However, at this time a large area of coverage retirement obligation has accumulated in Nevada (up to 450,000 square feet.) The amount of funds in the excess coverage mitigation account for Nevada is approximately $2.5 million. This amount of coverage could be retired with the available funds, if the acquisition cost was equal to $5.00 per square foot and coverage was available for retirement. However, since the program was initiated, the cost of coverage in Nevada has escalated substantially to the $17 to $23 per square foot range. Assuming the coverage is available, at this price it would require $6.5 to $9 million to retire this coverage obligation, $4.3 to $7 million more than is currently available in the fund.

Options: Several possible options and combinations of options that could address the land retirement obligation on the Nevada side of the Basin were discussed at the June 2000 APC meeting. The simplest measure being recommended here is to raise the excess coverage mitigation fee (by hydrologic zone) to the range of current market costs.

Currently, the excess coverage mitigation fund using the $5 per square foot fee generates $300,000 to $400,000 per year in Nevada. At this rate, it would take more than 10 years to generate the funding to retire the required coverage. If the fee were increased by three or four times to current market rates, $1.2 million to $1.6 million could be raised per year, and a sufficient fund could be generated to cover the cost of the needed land coverage retirement. The problem then becomes finding this coverage on the open market from private property owners. At this point in time, there is a very limited amount of land coverage of any type available on the Nevada side of the Basin, particularly in the Incline Village and Cave Rock Hydrologic Transfer Areas, which makes the use of this option problematic.

Unless this option proves to be viable, the excess coverage mitigation program may no longer be able to function as intended on the Nevada side of the Basin, which is to mitigate for land coverage in excess of the base allowable coverage, and contribute toward meeting the land coverage threshold goals basin-wide.
Required Findings: The following findings must be made prior to adopting the proposed amendments:

A. Chapter 6 Findings:

1. **Finding:** 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:** Adoption of this new language and guidance will assist TRPA in implementing the Regional Plan, inclusive of all elements, specifically elements relating to meeting threshold objectives regarding the reduction of impervious coverage. The Code amendment will ensure the use of these amended Guidelines, which are consistent with this program's specific goals under the Regional Plan.

2. **Finding:** That the project will not cause the environmental thresholds to be exceeded.

   **Rationale:** All participants that engage in this program under these adopted Guidelines must make the finding that no threshold will be exceeded and meet all the requirements listed within the Code of Ordinances.

3. **Finding:** 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:** See Findings 1 and 2 above.

4. **Finding:** 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:** See Findings 1 and 2 above.

Environmental Documentation: Based on the above analysis and completion of an IEC, no significant environmental impacts were identified that cannot be mitigated to a less than significant level.

If you have any questions on this agenda item, please contact Tim Hagan, at (775) 588-4547, ext. 275.

Attachments: A. TRPA Code of Ordinances Chapter 20, Section 20.5, Excess Land Coverage Mitigation Program
   B. Excess Land Coverage Calculations and Graphical Example
Chapter 20
LAND COVERAGE STANDARDS

20.5 Excess Land Coverage Mitigation Program: This Section applies to projects where the amount of land coverage existing prior to the project in the project area exceeds the base land coverage for the project area prescribed by Subsection 20.3.A. Land coverage in excess of the base land coverage shall be mitigated by the transfer of land coverage pursuant to Subsection 20.3.C or the land coverage mitigation program set forth in this Section.

20.5.A Implementation Of Program: Except as otherwise provided by Subsection 20.5.B, all projects on parcels, or other applicable project areas, with unmitigated excess land coverage, shall be subject to the land coverage mitigation program set forth in this section. Projects subject to the program shall reduce land coverage by the amounts specified in Subparagraph 20.5.A(1) and (2).

(1) Excess Coverage Calculation: Excess land coverage equals the existing amount of land coverage, less the total of the following: the maximum allowable amount of base coverage; the amount of coverage approved by transfer; and the amount of coverage previously mitigated under this Section.

Excess Coverage (% sq. ft.) = Existing Coverage (% sq. ft.) - (Maximum coverage (% sq. ft.) + Transferred Coverage (% sq. ft.) + Previously Mitigated Coverage (% sq. ft.))

(2) Excess Land Coverage Mitigation Program Options: In the event land coverage reduction is required, the applicant may chose any of the following options, or combinations thereof, to comply with the requirements of this Section:

(a) Reduce Coverage Onsite: Coverage may be reduced onsite as part of the project approval. Land subject to reductions shall be restored pursuant to Subsection 20.4.C.

(b) Reduce Coverage Offsite: Coverage may be reduced offsite as part of the project approval. The land upon which the coverage is reduced shall be in the same hydrologically related area as the project. Land subject to reductions shall be restored pursuant to Subsection 20.4.C.

(c) Coverage Mitigation Fee: A land coverage mitigation fee may be paid to TRPA in lieu of reduction of land coverage pursuant to Subparagraphs 20.5.A(2)(a) or (b). The fee shall be forwarded by TRPA to a land bank to provide land coverage reduction. The fee shall be calculated pursuant to Subparagraph 20.5.A(3) and shall be non-refundable once paid.
(d) Parcel Consolidation Or Parcel Line Adjustment: The percentage of excess coverage may be reduced by parcel consolidation or parcel line adjustment with a contiguous parcel as part of the project approval.

(e) Projects Within Community Plans: Projects which are located within an adopted community plan may rely on the community plan to mitigate excess land coverage provided TRPA makes findings (i) and (ii), below. In lieu of findings (i) and (ii) being made, the TRPA may determine that a project complies with the requirements of this subparagraph by making finding (iii), below:

(i) The project is located within an area for which a community plan, as originally adopted or subsequently amended, includes a program to mitigate the excess land coverage within the area. Such a program shall ensure that coverage mitigation, when measured for individual parcels affected by the program, meets the standards set forth in Section 20.5 (A) (1), (2), and (3). The options available for mitigating excess land coverage under any such program shall be any combination of those options set forth in subparagraphs (a), (b), (c) and (d) of this subsection.

(ii) There is an irrevocable commitment for the funding necessary to implement the program for mitigating excess land coverage. For purposes of this subparagraph, irrevocable commitment shall mean the following:

(A) The public entity funding the measure or, when necessary, the electorate has made all discretionary decisions required for the issuance of the bonded indebtedness under applicable state law and that only ministerial acts necessary to the issuance of any such bonded indebtedness and the receipt of funds there from remain to be completed. Any such funds shall be finally committed to, and available for, expenditure;

(B) The application for state and federal grant monies has received approval, and such grant monies are included in a duly enacted state budget or a legislative appropriation or federal authorization and appropriation. Any such funds shall be finally committed to, and available for, expenditure for the excess land coverage mitigation program in accordance with the approved community plan;

(C) Where the funding of the program is the responsibility of a person or persons, TRPA shall ensure that the public entity has received sufficient funds or an acceptable security to fully fund the program;
(D) The public entity funding the program has received a funded commitment from another public entity as described in (i) or (iii) above; or

(E) Any combination of (i) through (iv) above.

(iii) As a condition of approval, the permittee for the project shall post a security with TRPA, in accordance with Section 8.8, in an amount equal to the excess coverage mitigation fee otherwise required under Section 20.5. If a program to mitigate excess land coverage within the community plan has not been adopted by TRPA and an irrevocable commitment made by the time of final inspection of the project by TRPA, or 3 years after commencement of construction, whichever is sooner, the security shall be forfeited to TRPA. Securities forfeited to TRPA under this subparagraph shall be forwarded to a land bank to provide land coverage reduction.

(3) Determination Of Excess Coverage Mitigation Fee: The required excess land coverage reduction mitigation fee shall be calculated as follows:

(a) Coverage Mitigation Fee: The excess coverage mitigation fee shall be calculated by determining the amount of excess coverage (sq. ft.), in accordance with subparagraph (1), above. The appropriate fee percentage is then determined from Table A, below, based on the amount of excess land coverage. The fee percentage is then multiplied by the estimated construction cost of the project and then divided by the Mitigation Factor of five (5). The mitigation subtotal is then multiplied by the appropriate Table B Mitigation Fee Coverage Cost Factor to determine the Coverage Mitigation Fee. In calculating the estimated construction cost of the project, the cost of improvements that would otherwise be exempt from TRPA review and approval if proposed separately shall be subtracted from the estimated construction cost of the project. TRPA shall use the Marshall Swift Construction Cost Guide or its equivalent to determine the estimated construction cost. In no case shall the fee be less than $100.

Mitigation Fee ($) = Fee Percentage (%) x Estimated Construction Cost of Project ($) / Mitigation Factor (5) x Table B Mitigation Fee Sq. Ft. Coverage Cost Factor.
### TABLE A
EXCESS COVERAGE MITIGATION FEE PER SQ. FT. FACTOR

<table>
<thead>
<tr>
<th>Square Feet of Excess Coverage</th>
<th>Percent Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>&gt;400 or less</td>
<td>.0006</td>
</tr>
<tr>
<td>&gt;400 - 600</td>
<td>.0012</td>
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<tr>
<td>&gt;600 - 1,000</td>
<td>.0025</td>
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<tr>
<td>&gt;1,000 - 1,500</td>
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<tr>
<td>&gt;174,240</td>
<td>5.0000</td>
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### TABLE B
MITIGATION FEE COVERAGE COST PER SQ. FT. FACTOR

<table>
<thead>
<tr>
<th>Hydrologic Zone ($)</th>
<th>Excess Mitigation Fee ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incline</td>
<td>21.00</td>
</tr>
<tr>
<td>Marlette</td>
<td>6.50</td>
</tr>
<tr>
<td>Cave Rock</td>
<td>20.00</td>
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<tr>
<td>South Stateline:</td>
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<tr>
<td>California</td>
<td>6.50</td>
</tr>
<tr>
<td>Nevada</td>
<td>18.00</td>
</tr>
<tr>
<td>Upper Truckee</td>
<td>6.50</td>
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<tr>
<td>Emerald Bay</td>
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<td>McKinney Bay</td>
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<tr>
<td>Tahoe City</td>
<td>6.50</td>
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<tr>
<td>Agate Bay:</td>
<td></td>
</tr>
<tr>
<td>California</td>
<td>6.50</td>
</tr>
<tr>
<td>Nevada</td>
<td>21.00</td>
</tr>
</tbody>
</table>

TRPA Code of Ordinances
CHAPTER 20 - LAND COVERAGE STANDARDS 11
(b) **Coverage Reduction:** For purposes of calculating the square footage reduction of excess coverage to be credited the parcel pursuant to Chapter 38, the land coverage reduction is calculated by dividing the mitigation by the standard TRPA coverage cost. The standard cost shall be based on actual land bank coverage cost, to be determined by TRPA in consultation with the land banks and updated annually. Until a permanent program is adopted, the standard cost shall be $5.00 per square foot determining the appropriate fee percentage from Table A above based on the amount of excess land coverage. The fee percentage is then multiplied by the estimated construction cost of the project and then divided by the mitigation factor of five (5).

Coverage Reduction (Sq. Ft.) = Mitigation Fee Percentage \( \times \) Construction Cost ($)/TRPA Coverage Cost ($/sq. ft.) Mitigation Factor of 5.

(c) **Fee Reductions During First Three Years of Program:** For a period of one year from the effective date of this amendment, until January 1, 1990, the project cost, as calculated in accordance with subparagraph (a) above, shall be reduced by 30 percent prior to calculating the excess coverage mitigation fee. From January 1, 1990 to January 1, 1991, project cost shall be reduced by 20 percent and from January 1, 1991 to January 1, 1992, project cost shall be reduced by ten percent. Project cost shall not be reduced after January 1, 1992.
Mitigation of Excess Land Coverage
Pursuant to Existing and Proposed Chapter 20 Ordinance Language:
A Calculation Example

<table>
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<tbody>
<tr>
<td>Parcel A Size</td>
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</tr>
<tr>
<td>Permissible Coverage</td>
<td>30,000 Sq Ft</td>
</tr>
<tr>
<td>Existing Coverage</td>
<td>50,000 Sq Ft</td>
</tr>
<tr>
<td>Excess Coverage</td>
<td>20,000 Sq Ft</td>
</tr>
<tr>
<td>Project Construction Cost</td>
<td>$500,000</td>
</tr>
<tr>
<td>Incline Hydrologic Zone Cost Factor</td>
<td>$21.00/Sq Ft*</td>
</tr>
</tbody>
</table>

*From Table B, Proposed Ordinance Amendment. See Attachment A.

Determination of Percent Fee:
Since Excess Coverage in the above example is greater than 18,000 and less than 21,780, Table A (See Attachment A, Page 20-4) indicates that the Percent Fee is 3.00.

Excess Coverage Mitigation Options
Existing Ordinance

Option 1: The Excess Coverage Mitigation Fee is 3.00 percent of $500,000 = $15,000. Pay this fee to TRPA. Fees to be deposited in the Nevada Land Bank to retire 3,000 Sq Ft of Land Coverage**.

Option 2: Reduce 3000 Sq Ft land coverage onsite.

Option 3: Reduce 3000 Sq Ft land coverage offsite in Incline Hydrologic Zone.

**At market value of $21/Sq Ft, actual coverage retired = 714 Sq Ft, 2,286 short of 3000.

Excess Coverage Mitigation Options: Proposed Ordinance

Option 1: The Excess Coverage Mitigation Fee is 3000 Sq Ft X $21.00 = $63,000. Pay this fee to TRPA. Fees to be deposited in the Nevada Land Bank to retire 3,000 Sq Ft of Land Coverage.

Option 2: Reduce 3000 Sq Ft land coverage onsite

Option 3: Reduce 3000 Sq Ft land coverage offsite in Incline Hydrologic Zone.
Mitigation of Excess Land Coverage
Pursuant to Existing and Proposed Chapter 20 Ordinance Language:
A Graphic Example of Land Bank Use Problem

Assumptions Given: See Table Above

Excess Coverage Mitigation Options
Existing Ordinance

Option 1: The Excess Coverage Mitigation Fee is 3.00 percent of $500,000 = $15,000. Pay this fee to TRPA. Fees to be deposited in the Nevada Land Bank to retire 3,000 Sq Ft of Land Coverage**.

**At market value of $21/Sq Ft, actual coverage retired = 714 Sq Ft., 2,286 short of 3000.

Excess Coverage Mitigation Options
Proposed Ordinance

Option 1: The Excess Coverage Mitigation Fee is 3000 Sq Ft X $21.00 = $63,000. Pay this fee to TRPA. Fees to be deposited in the Nevada Land Bank to retire 3,000 Sq Ft of Land Coverage.
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Amend Chapter 14, Community Plans, to Add a Finding Allowing for the
Amendment of a Community Plan Boundary When it Is to Facilitate
Affordable Housing Only

Proposed Action: TRPA staff requests the APC consider an amendment to the TRPA
Code of Ordinances, Chapter 14, Community Plans, Subsection 14.3, "Eligible Areas" to
add a finding that would provide the opportunity to amend a community plan boundary
for deed restricted affordable housing development projects. The purpose of this
amendment is to allow affordable housing project areas to be added to community plans
and use the 50% land coverage provisions that are applicable within community plans.
The Code language would require an applicant to provide evidence that the community
plan boundary amendment met the existing findings 14.3.A thru 14.3.D; that the area
within the boundaries is an area where commercial, tourist and related uses are
concentrated or where commercial, tourist and affordable residential uses should be
concentrated. In areas where existing and proposed development patterns would only
support affordable housing, the CP shall limit the applicable CP incentives to uses
classified as deed restricted affordable housing. See Attachment A for proposed
amended 14.3.A language.

Staff Recommendation: Staff recommends the Advisory Planning Commission hold a
public hearing on this item and recommend to the TRPA Governing Board adoption of
the proposed amendment to Code Subsection 14.3.A.

Background: This staff-initiated Code amendment is to provide flexibility in the TRPA
Code of Ordinances to create an opportunity for affordable housing development in the
Region. The proposed amendment would provide a land coverage incentive to build
affordable housing on a parcel currently adjacent, but outside a community plan, if the
Chapter 14 findings, as revised, could be made to incorporate the parcel(s) within the
community plan boundary. The Code today provides for the amendment of community
plan area boundaries for commercial uses only.

Within community plan boundaries, tourist accommodation facilities, multi-residential
facilities (five or more units), public service, and recreation facilities are allowed a
maximum land coverage of 50% (base coverage plus transferred coverage). (See
Attachment B for Code subsection 20.3.B(3)). The provision that allows up to 50%
coverage for multi-residential projects is only applicable within community plan
boundaries. To allow the same provision outside of CPs for affordable housing would
require a 208 Plan amendment.
Goal #1 of the Housing sub-element in the Goals and Policies states, "To the extent possible, affordable housing will be provided in suitable locations for the residents of the Region." Policy #4, under this housing goal, specifically identifies the locations where affordable housing should be located, i.e., they should be located in close proximity to employment centers, government services, and transit facilities.

The proposed amendment is only applicable to the 23 Community Plan Areas in the Region (see Attachment C for map of community plan areas). Community Plan Areas have been established because they currently concentrate commercial land uses and are appropriate areas to concentrate future commercial land uses. As the commercial core areas for the Region, they are served by transit, there is adequate highway access, and they have housing in the vicinity available for employees in the area. All of these elements mentioned contribute to Transit-Oriented Development that is a planning goal in the Region.

Required Findings: The following findings must be made prior to adopting the proposed amendments:

A. Chapter 6 Findings:

1. Finding: 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 Code amendment is limited to community plan areas and facilitates the types of projects recommended by community plan teams. All applications must be reviewed for compliance with other Code provisions. All projects approved under this new language must meet all Regional Plan standards.

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

Rationale: All projects that are approved under this new Code language must make the finding that no threshold will be exceeded. In addition, this amendment provides the 50% land coverage incentive to allow transfers to high capability lands in a community plan where development can be supported by transit and other amenities found in a commercial core.

3. Finding: 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: See Findings 1 and 2 above.
Memorandum to Advisory Planning Commission
Amendment of Code Chapter 14, Community Plans
Page 3

4. **Finding:** 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:** See Findings 1 and 2 above.

B. Ordinance 87-8 Findings: Section 2.40 of Ordinance 87-8 requires the following findings prior to Code amendments. The proposed amendment provides for an equal or better means of attainment or maintenance of the thresholds. The required findings and their rationales are:

1. **The amendments are consistent with the Compact and with attainment or maintenance of the thresholds.**

   **Rationale:** This amendment has limited application and where it can be applied, these projects must meet all environmental standards which includes mitigating any potential impacts to a less than significant level.

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

   **Rationale:** The amendment provides the ability for multi-residential projects to transfer up to 50% land coverage to a community plan parcel that did not exist on the effective date of the Regional Plan. This will provide an incentive for affordable housing that are appropriately located within community plans.

3. **One of the following findings:**

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

   b. 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; or

   c. Legal constraints, such as court orders, decisions or Compact amendments, require amendment of the Goals and Policies or Code; or

   d. Technical or scientific information demonstrates the need for modification of a provision of the Goals and Policies or Code; or

   e. 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; or
f. 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.

Staff proposes to make Finding b.

**Rationale:** The currently community plan boundaries can only be amended for additional commercial uses. However, there are other land uses identified in the regional plan that should be appropriately located within community plans. Policy #4 of Goal #1 of the Housing Sub-element in the TRPA Goals and Policies, specifically states that affordable housing should be located in close proximity to employment centers, government services and transit facilities. This amendment facilitates the development of affordable housing by allowing community plan boundaries to be amended for deed restricted affordable housing projects. This provides the coverage incentive to affordable housing projects that would not be eligible for such incentives outside of a community plan.

**Environmental Documentation:** Based on the above analysis and completion of an IEC, no significant environmental impacts were identified that cannot be mitigated to a less than significant level.

If there are any questions regarding this agenda item, please contact Coleen Shade at (775) 588-4547 ext. 228, or coleen@trpa.org.

**Attachments:**

A. Proposed Language Changes to Chapter 14, Subsection 14.3

B. Chapter 20, Community Plan Land Coverage Rules

C. Map of Community Plan Areas
Chapter 14
COMMUNITY PLANS

14.3  Eligible Areas: Areas eligible for community plans are designated on the map referred to in the Goals and Policies, Land Use Subelement, Land Use Element Goal #2, Policy 6.1. Preliminary boundaries for those areas are shown on plan area maps. The preliminary boundaries may be adjusted as part of the community plan process. A community plan area may consist of more than one part, provided each part, distinctly enclosed within its own boundary, complies with the requirements of this section. Any adjustment of boundaries, including the establishment of parts, shall be subject to TRPA making the following findings at the time of community plan adoption:

14.3.A  Commercial-Use Considerations: The area within the boundaries is an area where commercial, tourist, and related uses are concentrated or where commercial, tourist, and affordable residential uses should be concentrated; is served or easily served by transit systems; which has adequate highway access; which has or can have housing in the vicinity available for employees working in the area; and which otherwise qualifies as an area suitable for continued or increased levels of commercial activity. Some areas, because of their existing and proposed development patterns, may incorporate more than commercial use classifications. In areas where existing and proposed development patterns would only support affordable housing, the community plan shall limit the applicable community plan incentives to uses classified as deed restricted affordable housing.

14.3.B  Traffic Considerations: The nature and intensity of uses proposed for the area within the boundaries is demonstrably consistent with the achievement of VMT reduction policies and level of service goals for street and highway traffic established for the plan area.

14.3.C  Concentration: The area within the boundaries will encourage concentration of commercial development, discourage the maintenance or exacerbation of strip commercial development and shall not allow isolated areas of commercial or tourist accommodations unrelated to the central commercial area.

14.3.D  Size: The area within the boundaries is a size consistent with the needs for additional commercial development established by the needs assessment which evaluated the entire area of the community plan, taking into account the needs and opportunities of the Region taken altogether.
Chapter 20
LAND COVERAGE STANDARDS

(2) Commercial Facilities Within Community Plans: The maximum land coverage (base coverage plus transferred coverage) allowed on a parcel for commercial facilities located within community plans approved pursuant to Chapter 14 is as follows:

(a) For parcels upon which there is no development legally existing as of the effective date of the Regional Plan, maximum land coverage is 70 percent of the project area, which area is located within land capability districts 4 through 7, inclusive; and

(b) For parcels upon which there legally exists development as of the effective date of the Regional Plan, maximum land coverage is 50 percent of the project area, which area is located within land capability districts 4 through 7, inclusive.

(3) Tourist Accommodation Facilities Multi-Residential Facilities (Five Or More Units), Public Service Facilities, and Recreation Facilities Within Community Plans: The maximum land coverage (base coverage plus transferred coverage) allowed on a parcel for tourist accommodation facilities, multi-residential facilities of five units or more, public service facilities and recreation facilities is limited to 50 percent of the project area, provided the parcel is located within a community plan approved pursuant to Chapter 14. Such land coverage may be used only on the project area located within land capability districts 4 through 7, inclusive, referred to in Subsection 20.3.A. Subdivisions into parcels of 4 or less residential units shall not be eligible for the maximum permitted under this subparagraph.
Community Plan Areas

- Preliminary Community Plans
- Approved Community Plans
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Adoption of the Lake Tahoe Recreation Signage Guidelines and Amendment of Chapter 26, Signs, TRPA Code of Ordinances, and the Design Review Guidelines

Proposed Action: Staff requests the Advisory Planning Commission conduct a public hearing and recommend adoption of the Lake Tahoe Recreation Signage Guidelines (see Attachment A) and amendment of Chapter 26, Signs, of the Code of Ordinances (see Attachment C), to the Governing Board.


Background: These guidelines are the product of a coordinated effort by the Tahoe Coalition of Recreation Providers (TCORP), responding to the deficiencies in existing recreational signage throughout the Tahoe Region. TCORP members include the majority of the recreation providers (public and private), in addition to private consulting firms, and the TRPA. Two separate documents were originally produced by this effort, the Guidelines and the Technical Appendix. In the beginning, TCORP did not expect to have the Guidelines adopted by TRPA, so they were not produced in a format that would be functional for TRPA or any other regulatory entity. Therefore, TRPA staff has attempted to merge the two documents into a proper format, with only the most relevant information. Attachments A and B are the products of that effort.

The goals of these guidelines are to promote recognizable uniformity among all Tahoe public recreation signs, which reflect a sense of place in Tahoe, convey a message that reinforces the public nature of recreational opportunities, and promote well-designed and appropriate signage.

Discussion: Recreationists (visitors and locals) are frequently confused by the inconsistency in recreational signs and the scope of public ownership. Moreover, Tahoe is a recreation site regardless of jurisdiction or ownership. Inconsistent signage is particularly troublesome to visitors with a limited command of the English language who cannot read the sign text and must rely on sign shape, color or symbols to understand a message. Currently, there are no uniform sign styles or icons that convey the message, “This is a public recreational facility in Tahoe”. In large part, recreationists are not concerned with whether or not they are on USFS or TCPUD property; they are concerned with accessing and enjoying recreation activities and facilities.
Memorandum to TRPA Advisory Planning Commission
Recreation Signage Guidelines
Page 2

Public agencies that manage recreation sites and facilities have national or state standards, to which their signage must conform, such as the standard brown and white USFS signs. The intent of these proposed guidelines is not to supplant the existing standards but, rather, to include a set of uniform elements common to all recreation facilities and access points. Further, these guidelines provide direction for material selection, planning, sighting, and implementation.

The guidelines (as developed by TCORP members) incorporate three requisites intended to unify recreation signage at Tahoe; they are as follows:

1. Standard color utilization, particularly the federal brown background and white trim and lettering. These colors provide a level of standardization in the Region, which is also consistent with similar signs throughout the nation.

2. The ‘Tahoe Logo’ is comprised of the Blue Band Graphic coupled with the Lake Shape Graphic and Tahoe Font logotype. At a minimum, the Blue Band is required in conjunction with one of the other two elements; however, if possible, all three elements of the logo should be integral parts of all recreation signs at Tahoe (see Attachment B, the Technical Appendix to the Guidelines.)

3. The Federal Recreation Symbol set is the pictogram set used by the USFS, whom control the majority of recreation lands in the Region. In addition to the Federal Recreation Symbol set, is the Lake Access pictogram (see Attachment B.)

The Lake Access pictogram was developed concurrently with these guidelines, through the membership of TCORP and a survey conducted by the Community Design & Planning Services; Landscape Architecture Program of the University of California at Davis. The goal of the survey was to examine public recognition relating to graphic images. The results of the survey guided the selection of the Tahoe Logo and the Lake Access pictogram.

Implementation: Adoption of these guidelines by TRPA is anticipated to foster greater utilization of the guidelines by recreation providers, because they would be directed to incorporate the guideline requirements and considerations when installing new signs and/or performing maintenance activities on existing signage. Furthermore, adoption of these guidelines will ensure that they are not another document that sits on a shelf, and that they are used when developing or rehabilitating signage at public recreation sites.

Implementation of these guidelines involves the physical process of incorporating the design elements on existing and new signs, and ‘teaching’ sign readers the meaning of the design elements and symbols on the signs. To suggest replacement of all recreational signage to meet the new design elements in these guidelines would not be realistic and very costly. Therefore, incorporating the elements of the new design guidelines will be better accomplished through the modification of existing signs, rather than wholesale replacement. Further, initial efforts should be directed toward Facility ID/Welcome signs due to their prominence and direct association with public recreation facilities.

Examples of the implementation of these guidelines can be seen on the milepost markers along State Route 89 in Placer County, soon to encircle Lake Tahoe.
Recreation Threshold Attainment: Implementation of these guidelines can aid in attainment of the recreation and other thresholds. Consistently designed and located signage provides the public with opportunities to access recreation facilities, and scenic vistas. With the use of the Lake Access pictogram, the public may learn of areas previously unknown, which provide access to the shorezone for dispersed recreation and sightseeing opportunities. This is especially true in promoting the use of underutilized recreation areas through improved public awareness of recreational opportunities.

Other thresholds, such as water quality and soils conservation, can realize benefits from the installation and consistent use of public access signage. Recreationists are able to access lands suitable for dispersed recreation activities, via approved and potentially improved access points, thereby reducing the proliferation of "way-trails", and their associated erosional impacts.

Code Amendment: Codification of the Guidelines is necessary to ensure their use. Chapter 26 of the Code of Ordinances will be amended to make reference to the guidelines. The amendment consists of a reference as to the existence and applicability of the Guidelines (see Attachment C for proposed language). All other aspects of Chapter 26, as well as other Code sections, must still be complied with, and it is not necessarily required that the Guidelines are used. While this may seem to create another level of review, the Guidelines do not require anything more or less than the current Code requirements, other than a well thought out and designed signage program for the recreation site.

Design Review Guidelines: The Design Review Guidelines manual contains a collection of design and site planning methods which may be used during project development to meet the design standards. Property owners and project applicants should be aware that both the standards and guidelines will be considered by TRPA's Project Review Division during project review. In order to maintain consistency in review procedures, Staff proposed to amend the guidelines by including the Lake Tahoe Recreation Signage Guidelines as Appendix F, as well as including a reference to the Sign Guidelines in the Sign chapter of the Design Review Guidelines. Refer to Attachment D for the proposed amendments.

Required Findings: The following findings must be made prior to adopting the proposed amendments:

A. Chapter 6 Findings:

1. Finding: 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: Adoption of the Guidelines will assist TRPA in implementing the Regional Plan, inclusive of all elements, specifically elements relating to the Recreation Thresholds. The Code amendment will ensure the use of the Guidelines, which are consistent with all of the Regional Plan elements.
2. Finding: That the project will not cause the environmental thresholds to be exceeded.

Rationale: All projects that are approved under these Guidelines must make the finding that no threshold will be exceeded and meet all the requirements listed within the Code of Ordinances.

3. Finding: 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: See Findings 1 and 2 above.

4. Finding: 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: See Findings 1 and 2 above.

Environmental Documentation: Based on the above analysis and completion of an IEC, no significant environmental impacts were identified.

Staff will begin this item with a brief presentation. Please contact Peter Eichar at (775) 588-4547 or, recreation@trpa.org if you have any questions regarding this agenda item.

Attachments: A. Recreation Signage Guidelines
B. Technical Appendix to Guidelines
C. Amended Chapter 26, Subsection 26.1.E
D. Design Review Guidelines
INTRODUCTION

These guidelines are the product of a coordinated effort by the Tahoe Coalition of Recreation Providers (TCORP) to respond to recognized deficiencies in existing recreational signs in the Tahoe Basin. TCORP is an informal professional association dedicated to coordinating public and private recreation providers management activities, and to enhance, unify and promote positive recreation experiences within the Lake Tahoe area.

The guidelines were created through a consensus building process to clarify and unify existing recreational signs and, ultimately, to better serve visitors seeking recreation opportunities. Implementing these guidelines will result in improved recreational signs that benefit both recreationists and recreation providers.

PURPOSE AND NEED

The Lake Tahoe Basin offers a wide range of public recreation opportunities at sites or facilities operated by an equally wide range of local, state, federal agencies, and private concessions. The signs associated with these opportunities tend to emphasize the individual operator and site, and lack elements which connect the site to other facilities in the Basin.

Visitors to the Lake Tahoe Basin, however, typically perceive all of the cities, communities, public utility districts and state parks as one area, Tahoe. To the majority of tourists and recreationists who frequent this area, Tahoe is not divided by jurisdictions, county or state lines, federal or state properties, or city limits.

Visitors and locals both are frequently confused by the inconsistency in recreational signs and the extent and limits of public ownership. This is particularly troublesome to visitors with a limited command of the English language who cannot read the sign text and must rely on sign shape, color or symbols to understand a message. Each recreation provider has developed its own signs with little or no regard to established sign programs utilized by other agencies in the Basin; there is no uniform sign style or icon which conveys the message, "This is a public recreational facility in Tahoe".

Through public workshops and interviews with agency personnel, it became widely apparent that a visitor-friendly uniform sign style was much needed and conspicuously absent from the Tahoe experience.

These guidelines have been prepared to respond to this recognized need and assist public recreation providers in providing better information to their "customers."

PROCESS AND GOALS

In 1992, the formation of TCORP provided a forum for interested members to advocate and stimulate action toward "user friendly", uniform recreational signs in the Tahoe area. The challenge was considerable.

The task of integrating existing sign policies and finding common ground for uniformity was daunting, because of the diverse management and ownership of recreational facilities, which include one city, several public utility districts, five counties, two state
park systems, federal lands, state highway agencies and, of course, privately-owned public facilities. The enthusiasm and support for this project on the part of participating TICORP members overcame these obstacles and helped make these guidelines possible.

TICORP in coordination with its members, and with funding from the California Tahoe Conservancy, developed these uniform recreational sign guidelines for public and private recreational providers throughout the basin and surrounding communities.

The development process for these guidelines began by identifying primary signage issues. The issues were identified through a survey of existing signs in Tahoe and interviews with major recreation providers to learn what worked, what did not, and what the limitations are to providing good signs. Based on this input, two "goals" were established for these guidelines.

- Promote recognizable uniformity among all Tahoe public recreation signs that reflect a sense of place in Tahoe and convey a message that reinforces the public nature of recreational opportunities.
- Promote well-designed and appropriate signage (legible, properly placed, etc.)

The intent of these guidelines is to provide a simple and usable tool for combining graphic elements, color, shape, and materials into common images and consistent messages. They should be used by all Tahoe Basin recreation providers (public agency and private concession) in the planning and design of their signage programs.

**PLANNING CONSIDERATIONS & FACILITY SIGN PLANS**

The decision to design and place a sign should be a deliberative process. Numerous unnecessary signs are unattractive, expensive to maintain and detract from a visitor's experience of Lake Tahoe. Once it is clear that a sign is needed, a process should be followed to design and place the sign to assure that it fits its purpose, the site, and the visitor's expectations.

**Planning Considerations**

In determining the need for any sign or marker, the following questions should be answered:

- What does the visitor need to know?
- Is guidance (direction) or a message needed?
- If a message, where is the message needed?
- What message is needed?
- How should the message be presented (sign, symbol, exhibit, audio, or other means)?
- Is the sign for drivers of vehicles, pedestrians, or both?
- At what speed is the sign reader traveling?

Before proceeding with a sign, the answers to the above questions should be tested on several people not immediately concerned with the particular sign under consideration.
Once it is determined that a sign is required, the basic design of the sign can be considered. To be effective the sign must:

- Fulfill a need (determined above).
- Command the attention and respect of the user.
- Convey a clear, simple message.
- Give adequate time for proper response.

To fulfill these requirements, five fundamental considerations should be evaluated:

1. Uniformity

Similar situations should be treated in the same way. Uniformity of signing simplifies the visitor's task of recognizing, understanding, and reacting. It helps recreation providers through economy in sign manufacturing, maintenance, and administration. It also supports users' recognition that they are in the Lake Tahoe Basin. Simply using uniform signs does not, in itself, constitute uniformity. A standard, uniform device used where it is not appropriate is as objectionable as a nonstandard device. In fact, it may be worse because of the confusion it can create. If a well-recognized, uniform sign can serve the purpose, it should be used.

2. Design

The sign design should combine features such as size, contrast, color, shape, composition, and lighting or reflection to draw attention; use shape, size, color, and simplicity of message to produce a clear meaning; and consider legibility, size and placement to permit adequate time for reader response. Every aspect of sign design should be used to motivate visitor action. Recreation signs should be in harmony with the environment in which they are placed and must be "human" in their messages.

3. Placement

This assures that the sign is within sight of the user so that it will be seen and, if directed to a driver, is located where a driver traveling at normal speed has enough time to safely make the proper response.

4. Operation

The right sign must be installed to meet the operational requirements at a given location and not conflict with other intended or implied messages. It should be placed in a uniform and consistent manner so visitors will properly respond, based on their previous exposure to similar situations.

5. Maintenance

Signs must be maintained to a high standard to assure that legibility is retained, that the sign is visible, and that it is removed or seasonally covered when not applicable. Clean, legible, properly mounted signs command the respect of visitors. In addition to physical maintenance, functional maintenance is required to adjust to current conditions. The fact that a sign is in good physical condition should not be a basis for deferring needed
replacement or change due to functional requirements. Furthermore, careless maintenance can reduce the value of a group of signs by destroying the balance or cohesion of the group. For example, replacement of a sign with one that is disproportionately sized or out of character will be a detriment to those around it as well as itself.

FACILITY SIGN PLANS

Every recreational facility which requires more than one sign type to inform and direct visitors should have a current sign plan and inventory. A comprehensive sign plan provides the framework for managing an effective sign program. It is the database for decisions involving new installations, replacements, removals, maintenance, and budget preparation. The plan should include all on-site signs and any signs on peripheral roadways and the surrounding area that pertain to access or activities.

The Sign Plan establishes the role of all signs in carrying out the facility's objectives. Signing should relate to all transportation modes, providing information, direction and traffic control for the benefit of the visitor's safety. Plans should contain inventories, historical records, an action plan, accomplishment documentation, inspection and maintenance records, and relevant physical technical and management information needed to effectively administer the sign program.

The Facility Sign Plan should address five major planning concerns:

1. Purpose/Descriptive Narrative

This section should be brief, delineating the purpose of the plan as it relates to the objectives of the facility, its resources, and the presentation of these objectives and resources to the visitor.

2. Sign Inventory

The inventory should include a description of each existing and planned sign or other traffic control devices: their supports, locations, conditions and any relevant vandalism history. The description should contain sufficient detail to be able to re-order each sign if it is damaged or missing. Inspections should be made both in daylight and at night, if the facility operates at night.

Bulletin board assemblies, groups of delineators, boundary line markings, and other similar groupings can be inventoried as a unit. A Sign Plan map or similar drawing should also be prepared to map the location of the signs in the inventory. The following specific information should be included in the inventory:

a. ID Number:

Each sign should be assigned a unique identification number for use in developing the plan, recording maintenance, and for future reference.

b. Audience/Purpose:

Describe the purpose/need for the sign and the audience to which it is directed.
c. Sign Text:

Describe the sign type, catalog (manufacturer or source number if any) and the message exactly as it appears on the sign.

d. Panel Size:

Document overall size of the sign panel and the type of material.

e. Letter Size:

Document letter heights of primary and secondary text(s).

SITING CONSIDERATIONS

Intended Audience Visibility

For any graphic display to communicate a message, it must first be seen by the audience for which it is intended. To communicate, signing for recreational facilities must register from a distance, outdoors, and generally, when the reader is in motion. Failure to recognize the effect of the reader's motion in the design of a sign can result in ineffective communication. The modes of travel and speeds of recreationists fall within a wide range, however, for the purposes of sign design two basic categories can be considered:

- Pedestrian Mode (includes bicycles, skaters, etc.) and
- Vehicular Mode

The distance at which a sign must be read is in part determined by the rate and type of motion because of the recognition and reaction time necessary to use the information provided by the sign.

Pedestrian movement is characterized by a wide range of variable sensory stimuli. These involve frequent focal points with many highly differentiated spaces and objects. Because of the slow speed of pedestrian movement, there is plenty of time to read and react to signs, or one can stop to read a sign. Vehicular movement involves generally larger scale sensory stimuli consisting of free-flowing forms, widely spaced. Objects and spaces are more difficult to comprehend from a vehicle than when one is a pedestrian. There is a definite difference between the perceptual processes of the driver and the pedestrian. Basically, it is one of involvement. A pedestrian can be very involved with many elements of the environment while a driver cannot. Tests have conclusively demonstrated that there is little correlation between what one perceives as a driver and what one perceives as a pedestrian along the same path.

There are five accepted limitations that increasing speed imposes on a sign reader:

1. Concentration increases

While stationary or walking, one's attention may be widely dispersed, but when moving in an automobile, one concentrates on those factors that are relevant to the driving experience.
2. Point of concentration recedes

As speed or motion increases, one's concentration is directed at a focal point increasingly further away. At 45 mph the natural eye focus is 1,200 feet ahead of the car, at 25 mph it is 600 feet ahead, and at 15 mph it is 250 feet.

3. Peripheral vision diminishes

As the eye concentrates on detail at a point of focus a great distance ahead, the angular field of vision shrinks. This shrinking process is a function of focusing distance, angle of vision, and distance of foreground detail. At 25 mph the field of vision is approximately 90 degrees, while at 45 mph it is reduced to 65 degrees, and at 60 mph it is reduced to 40 degrees.

4. Foreground detail fades increasingly

While concentrating on more significant distant objects, one perceives foreground objects to be moving and increasingly blurred. At 40 mph, the closest point of clear vision is 80 feet ahead of the car. At 60 mph, clear vision extends from 110 feet to 1,400 ahead. At that speed, the distance from 110 to 1,400 feet is traveled in less than 15 seconds. This is why elaborate detail on highway signs is meaningless.

5. Space perception becomes impaired

With decreasing amounts of time to perceive objects changing, specific details are less noticeable, making spatial perception more difficult.

Given these human attributes, it is clear that design criteria for pedestrian oriented and motorist-oriented signing should differ. Furthermore, given the different "perspectives" of the pedestrian and motorist, it is clear that signs designed and placed for one audience will have limited value, if any, in communicating with the other. The planning of signs should carefully consider the information needs of both audiences, if both are using the facility.

Signage Elements Sizing Matrix

Given the above discussion, Table 1.1 has been developed to guide sign designers and manufacturers in constructing signs which meet the needs of the intended audience.
Sizing Matrix for Signage Elements
Table 1.1

<table>
<thead>
<tr>
<th>Sign Type</th>
<th>Criteria</th>
<th>Letter Height</th>
<th>Pictogram Size</th>
<th>Lake Shape Height</th>
<th>Tahoe Text Height</th>
<th>Blue Band Height</th>
</tr>
</thead>
<tbody>
<tr>
<td>Roads</td>
<td>20 mph &amp; less</td>
<td>3&quot;</td>
<td>8-9&quot;</td>
<td>3&quot;</td>
<td>1 ½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td></td>
<td>20 to 35 mph</td>
<td>4&quot;</td>
<td>12&quot;</td>
<td>4&quot;</td>
<td>2&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td></td>
<td>35 to 50 mph</td>
<td>5&quot;</td>
<td>14-15&quot;</td>
<td>5&quot;</td>
<td>2 ½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td></td>
<td>More than 50 mph</td>
<td>6&quot;</td>
<td>18&quot;</td>
<td>6&quot;</td>
<td>3&quot;</td>
<td>1&quot;</td>
</tr>
<tr>
<td>Motorized Trails</td>
<td>25 mph &amp; less</td>
<td>2&quot;</td>
<td>8-9&quot;</td>
<td>2&quot;</td>
<td>1&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>(e.g. OHV trail)</td>
<td>More than 25 mph</td>
<td>3&quot;</td>
<td>12&quot;</td>
<td>3&quot;</td>
<td>1 ½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>Non-motorized Trails</td>
<td>Viewed from 0'-20'</td>
<td>1&quot;</td>
<td>3-4&quot;</td>
<td>1&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>(e.g. bike trail)</td>
<td>21' to 75'</td>
<td>2&quot;</td>
<td>6&quot;</td>
<td>2&quot;</td>
<td>1&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td></td>
<td>Over 75'</td>
<td>3&quot;</td>
<td>8-9&quot;</td>
<td>3&quot;</td>
<td>1 ½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>Interpretive-Informational</td>
<td>Viewed from 4' or less</td>
<td>¾&quot;</td>
<td>2&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>(e.g. hiking trail)</td>
<td>5' to 7'</td>
<td>¾&quot;</td>
<td>2&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
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<tr>
<td></td>
<td>8' to 12'</td>
<td>1&quot;</td>
<td>3&quot;</td>
<td>1&quot;</td>
<td>½&quot;</td>
<td>½&quot;</td>
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<td></td>
<td>13' to 20'</td>
<td>2&quot;</td>
<td>6&quot;</td>
<td>2&quot;</td>
<td>1&quot;</td>
<td>½&quot;</td>
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<tr>
<td></td>
<td>Over 20'</td>
<td>3&quot;</td>
<td>8-9&quot;</td>
<td>3&quot;</td>
<td>1 ½&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td>Waterways</td>
<td>Viewed from 0' to 150'</td>
<td>4&quot;</td>
<td>12&quot;</td>
<td>4&quot;</td>
<td>2&quot;</td>
<td>½&quot;</td>
</tr>
<tr>
<td></td>
<td>Over 150'</td>
<td>6&quot;</td>
<td>18&quot;</td>
<td>6&quot;</td>
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<td>1&quot;</td>
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</tbody>
</table>

Note: Total sign area, as well as all other signage components, must comply with all provisions of Chapter 26, TRPA Code of Ordinances, some specific heights may not be achievable given the total sign area limitations.
Uniformity of Placement and Installation

As with design, uniformity of placement and installation assists users in observing the sign, understanding the message, and in determining where the directed action is to take place. Locations should be selected which maximize the opportunity for the sign to convey the intended message.

Along roads and trails, the general rule is to place signs on the right-hand side of the travelway as close to the standard location as possible. The standard location for roadside traffic signs, that meet required Department of Transportation safety requirements, is six feet from the edge of the shoulder, 12 feet from the travelway (if no shoulder) or two feet behind a curb. The minimum standard height for such a sign is five feet to the bottom of the sign (seven feet where parking or other obstructions exist). The standard location for signs along a bike trail is a minimum of three feet off the trail and a minimum of four feet to the bottom of the sign.

In addition to the basic placement standards above, the following guidelines should be considered when selecting sign installation locations:

Sign Placement

Place signs where they provide adequate time for viewer response, considering such things as approach speed, road conditions, etc.

Location Selection

Select locations that minimize viewing obstructions. Some common placement locations to be avoided, if possible, include:

- Dips in the roadway or trail.
- Just beyond the crest of a hill.
- Where the sign may interfere with the normal operation of the facility.
- Too close to other foliage that could cover the sign face
- Snow Removal Areas
- Place motorist-oriented signs within the cone of vision of the viewer, previously described.

GENERAL GUIDELINES

These guidelines incorporate two basic components. First, they identify the essential "Tahoe character" elements that can be incorporated in a recreation sign and outline a program to combine them in a consistent way. Second, these guidelines incorporate other standardized sign components and design elements which are well recognized nationally and internationally.

Together, these two basic components can be creatively applied to individual signs or facility sign plans by recreation providers in their own facility signs and in TCORP prescribed regional signs, identified in these Guidelines. Consistent use of these elements will establish the desired level of uniformity among recreation signs in the Basin.
The following discussion provides an overview of the various elements that contribute to sign design. Their role in establishing consistency and uniformity is identified along with general guidance for appropriate design.

Materials

Materials used for notable recreation signs at Tahoe should be consistent with and complementary to the natural alpine setting. Materials should be rustic (stone, wood or "wood-like"), yet durable to minimize costly replacement. Wood can be used for both the sign face and supporting structure while stone is typically used as a base for a sign structure. If natural wood is the selected material, wood species, such as cedar or pine, should be used and the changes in color which occur with aging should be anticipated in the sign design.

Similarly, native rock such as granite should be used for stone work. New technology, recycled plastic or composite plastic/wood lumber, is a viable option pending field testing for durability and careful color selection. All materials should have a rustic character consistent with the natural alpine setting.

Although wood is strongly associated with the Tahoe character, it is not necessarily the preferred material for all signs. Fabrication and maintenance costs require that standard metal signs be utilized in many locations. Although these do not convey the Tahoe character message as well as a wooden sign, they are perfectly acceptable as long as they incorporate the other elements of these guidelines. Bare metal components should be minimized and mounting posts and sign backs should be painted a dark brown or black color to blend with the environment.

Color

Color is also an important standardization for traffic control signs. For example, brown is the standard background color for guide and information signs related to points of recreation or cultural interest. This is a national standard established by the Federal Highway Administration. This standard is consistently used for signs along state and federal highways, as well as by state and federal recreation providers.

These guidelines recommend using the Federal Standard brown as the background color. This builds upon established standards for recreational signs, increases consistency with existing signs, and a brown metal sign face echoes a wooden sign face, which is the preferred sign face material. For these reasons, metal recreation signs should use a brown background color whenever possible.

Conversely, blue is a color associated with Tahoe and the distinct color of the lake. However, blue is also used as the standard background color for information signs related to motorist services, according to the Federal Highway Administration. It is also recognized as the color used to designate handicapped services. In this case, although blue can be closely associated with Tahoe, other established uses limit its applicability to the Tahoe recreational sign program.
Because blue is so strongly associated with Tahoe, it will be used in a unique way which is distinctly different from the established standard uses. A specific blue color has been identified as an element for uniformity.

Shapes

Some agencies, the United States Forest Service in particular, use distinct sign shapes which have become familiar to the public. Because sign shape can be a very strong way to create a unique identity, either for a specific site or recreation agency, no standardized shape is suggested in these guidelines. This allows individual agencies to continue to use established shapes while incorporating elements of these guidelines.

Unusual shapes, however, should be carefully evaluated for their fit in the natural Tahoe setting (e.g., non-traditional forms probably do not fit) and shapes that mimic natural forms such as a tree or animal are difficult to execute well. In general, a simple rectangular form can be well-executed in almost any situation and is usually the best solution.

Lettering, Symbols and Visibility

Legibility is critical to any well-planned sign program. The most attractive sign has no value if the potential reader can’t see or understand the message. Lettering should be easily seen in varying daytime weather conditions, yet not overpower the graphic symbols or the sign shape. The size of lettering should be determined by considering legibility factors such as distance, mode of transportation, and speed at which the intended audience is traveling (see Table 1.1).

In order to blend with the natural environment and be consistent with the brown/white federal recreation sign standard, lettering and symbols should be white or light colored against a dark background.

Lighting of recreational signs is recommended only if the facility is normally open after daytime hours. Illuminated signs should be carefully lit from remote mounted fixtures well integrated into the sign structure or not visible to sign viewers. Back-lit or internally illuminated signs are discouraged. The use of reflective lettering is advisable only on directional signage that may be required by visitors leaving a facility after dusk and signs marking closed gates that could be approached after dark.

Maintenance

A key component of good signage is minimizing maintenance demands. This can be accomplished by using appropriate materials and installation techniques. The sign designs outlined in these guidelines are intended to be cost effective for recreational providers. The use of evolving, cutting-edge technologies that emphasize the use of recycled plastic and wood products will not only provide extremely durable signage, but will emphasize the environmental ethics shared by residents and visitors of the Lake Tahoe Basin.

Durability and maintenance must be considered at the outset, since a damaged or poorly maintained sign may be worse than no sign at all.
ELEMENTS OF UNIFORMITY

The primary goal of these guidelines is to establish a level of uniformity among all public recreation signs in Tahoe. Although uniformity often means rigid standardization, in exploring this concept during the guideline preparation, several considerations became apparent. There was a competing need to allow signs to vary so they could complement the site or character of the facility, or conform to existing agency standards. This meant that uniformity had to be a component that could be used on a variety of sign styles.

It was also recognized that uniformity would need to be achieved with a wide range of sign types and sizes. Ideally, the uniformity should also be capable of being added to existing signs to begin to establish a uniform pattern without needing to completely replace signs.

These conclusions further reinforced the determination that uniformity would need to be achieved through sign design elements which were flexible as opposed to a single fixed sign standard.

It is also important for the elements of uniformity to convey or support the message to the user that the recreational facility is publicly accessible.

Many common graphic elements were considered. The elements that received the most support from TCORP members and met the technical requirements are the following:

- Tahoe Logo - the use of a unique symbol or set of graphic elements that embodies the Tahoe image. See Figure 1.1 of the Technical Appendix.

- Standard Recreational Signage Colors (brown background with white letters) - this is widely used for existing signs, particularly highway ROW signs (and wood signs).

- Recreation Symbols - the use of "international" symbols (pictograms) to depict facilities, services or recreation opportunities at a site. See Figures 1.2 and 1.3 of the Technical Appendix.

Tahoe Logo

A graphic image for Lake Tahoe has been supported by TCORP for many years because it has the greatest potential to both convey the "public recreation at Tahoe" message and contribute to uniformity among recreational signs. The most obvious logo image is the unique Tahoe lake shape, however it was found to be not readily recognized by the visiting public. Another logo concept is the use of a unique typeface in initials or to spell a few significant words to create a logo. Research determined that use of the word "TAHOE" added considerable recognition to the lake symbol. Combining graphic images was found to have the greatest ability to confirm the "Tahoe" message and provided flexibility for many sign design situations.

The selected logo is comprised of three elements, the lake shape graphic, the text "TAHOE" in logotype, and a blue stripe. The blue stripe is the required element of the logo and may be combined with the lake shape graphic and/or the text "TAHOE" where appropriate. The blue stripe is the required minimum logo element because of its
adaptability with most signage graphics. The specified color is Pantone Process Blue 2X CVC.

A standard lake shape is also provided in the Appendix for use in sign design. The font selected for the text "TAHOE" is a unique "logotype" font. This logotype is also specified in the Appendix which should be referenced for reprographic use.

**Standard Recreational Signage Colors**

To a certain extent, standardization should also be used as an element of uniformity. However, standardization by its very nature limits flexibility and thus can usually be achieved only to a limited extent within the range of signs addressed in these guidelines. Given these constraints, standardization is limited to the basic use of color.

Use of the federal brown/white color scheme provides a level of standardization in the Basin that is also consistent with similar signs throughout the nation. Although this color scheme is not unique to Tahoe, when combined with the logo elements, it clearly contributes to the "public recreation at Tahoe" message.

**Recreation Symbols**

The use of symbols or pictograms instead of words to convey messages on signs has been growing, particularly in areas of international tourism. It is now common to use pictograms to convey the majority of the message for informational, emergency, and safety signs which must be equally understood by visitors and residents. Consistent use of pictograms in Tahoe recreational signage will improve communication with non-English speaking visitors as well as promote uniformity.

The Federal Recreation Symbol set (Figure 1.2 of the Technical Appendix) should be used for recreational signs in the Tahoe Basin. The U.S. Forest Service, which controls the majority of recreation facilities in the Basin, uses this pictogram set.

In addition to the Federal Recreation Symbols, a Tahoe Lake Access pictogram was developed in conjunction with these guidelines (Figure 1.3 of the Technical Appendix). This symbol is intended to identify sites where lake access is provided, but not in the form of typical shoreline facilities (e.g., boat ramp, swimming, etc.) This pictogram may be used in the same manner as the other recreation symbols, to identify a site which meets the lake access criteria.

Implementing these three elements of uniformity (standard colors, Tahoe logo, and recreation symbols), either singly or in combination, will greatly improve the consistency in appearance of the public recreation signs in the Basin.

**SIGN TYPES**

The following six sign types are illustrated within the following sections because of their common existing and proposed use throughout the Tahoe Basin. These are not the only sign types used to denote recreational uses around the Lake that can or will incorporate the above mentioned uniform elements. As additional sign types are designed or additional uses of the uniform elements are discovered, they should be incorporated into these guidelines. These signs were selected for detailed discussion because they are
the key links between the potential recreationists and the sites or routes which he or she seeks. The Advance Notice and Facility ID/Welcome signs are existing sign types currently provided by the state departments of transportation and individual facility operators. The Lake Access, Bike Route Marker, and Road Marker are new sign types defined in these guidelines.

Advance Notice

This is typically a sign placed off-site from the actual recreation facility and normally installed and maintained by the California Department of Transportation (Caltrans) or The Nevada Department of Transportation (NDOT). The intent of this sign type is to notify the user that they are approaching the entrance to a public recreation facility. The message typically includes the name of the facility, the distance to the facility and the recreational opportunities the facility provides.

The sign size will vary depending upon the speed of the traveler nearing this sign. It is critical that the text of the Approach/Advance Notice sign guide the visitor through a positive and inviting message. This sign varies from the standard Caltrans or NDOT sign in its use of the Tahoe logo elements and the incorporation of the international pictograms as a part of the sign plate. The sign plate supports will be the standard used by Caltrans or NDOT for the appropriate sign size. The lettering should use the Helvetica Medium font in white against a medium brown background. Elements of the Tahoe recreation logo should be placed a minimum of 1" from the bottom and side edges. Refer to Table 1.1 for the design and size recommendations of the logo elements. Figure 1.4 in the Technical Appendix illustrates a typical advance notice sign.

Facility ID/Welcome

Many agencies have established font types and sign design criteria. The elements of this sign type are not intended to replace these standards but merely to include an element of uniformity. If the agency installing the sign does not have established signage standards, these elements should match those of the Approach/Advance Notice sign. If, however, the facility owner chooses to use their standard signage fonts and graphics, a minimum of the blue stripe and either the “TAHOE” text or the lake shape graphic should be incorporated into the overall sign graphics as per Table 1.1. The support material should reflect the framing with wood timber and/or the natural stone of the Tahoe area. This flexibility in design elements and graphics allows facilities to maintain uniqueness while incorporating unifying elements. The sign face should be a natural material (i.e. wood or stone) with contrasting text colors. Figure 1.5 illustrates a sample facility ID/welcome sign in the Technical Appendix.

Lake Access

The Lake Access Marker (Figure 1.3 of the Technical appendix) should combine the use of an international pictogram for access to water with an arrow, if necessary. The sign plate should be a 6"x6" lake access pictogram, Federal Standard 595 white 27857 in color on a Pantone Process Blue 2X CVC background. The word “TAHOE” in all capital letters and at 1¼ inches high should be routed or laser cut into the bollard one inch above the sign plate using the modified font in Figure 1.1. The bollard should be 8"x 8" in rough dimensioned cedar or wood substitute, chamfered around the entire top and, if cedar is used, it should be allowed to weather gray (see Figure 1.6 of the Technical
Appendix) The height of the bollard should be 42" above finish grade or finish pavement, whichever is higher (see Figures 1.7 & 1.8 of the Technical Appendix).

Design Alternative

The only suggested alternative to the above will be of size. The 8"x 8" bollard with a 6"x6" pictogram plate should be used in highly developed urban areas where visual confusion makes it difficult to see a smaller sign plate. In situations where there is little urban visual competition, the bollard should be 6"x6" with a 4"x4" pictogram plate.

Bike Route Marker

The Bike Route Marker’s general graphic appearance should match that of the Lake Access Marker. The sign plate should be a 6"x6" Federal Standard Bike Route pictogram, Federal Standard 595 white 27857 in color on a Federal Standard 595 brown 20059 background. The word “TAHOE” in 1¼ inch high capital letters should be routed or laser cut into the bollard above the sign plate (using the font specified in Figure 1.1). The bollard should be 8"x 8" in rough dimensioned cedar or wood substitute, chamfered around the entire top and, if cedar, allowed to weather gray (see Figure 1.7). The height of the bollard should be 42" above finish grade or finish pavement, whichever is higher (see Figures 2.1 & 2.2 in the Technical Appendix).

Design Alternative

The only suggested alternatives to the above will be those of size. The 8"x8" bollard with a 6"x6" pictogram plate should be used on developed bikeways within urban areas. In situations where the bike route is on a dirt road or wide dirt trail, the bollard should be 6"x6" with a 4"x4" pictogram.

Trail Markers

These small bollard markers should convey a sense-of-place to visitors or residents. In unique situations, multiple signage plaques may be combined on one bollard to minimize visual clutter while informing the user of access options. The Trail Marker general graphic appearance should match that of the Lake Access and Bike Route Marker. The word “TAHOE” in one-inch capital letters should be routed or laser cut into the bollard above the sign plate using the “Tahoe” font (see Figure 1.1). The sign plate should be a 4"x4" Federal Standard Trail pictogram, Federal Standard 595 white 27857 in color on a Federal Standard 595 brown 20059 background. The bollard should be 6"x 6" in rough dimensioned cedar or wood substitute, chamfered around the entire top and, if cedar, is allowed to weather gray (see Figure 1.8). The height of the bollard should be 42" above finish grade or finish pavement, whichever is higher (see Figures 2.1 & 2.2 in the Technical Appendix).

Design Alternative

The above 6"x6" bollard with a 4"x4" pictogram plate should be the only size used for this signage type. This type of marker should typically not be located in areas where visual confusion exists.
Road Markers

The Road Marker general graphic appearance should be similar to, yet unique from, that of the other above mentioned markers. The sign plate should be 18" tall x 10" wide, depicting the number of the marker and a graphic outline of Lake Tahoe with a white dot orienting the visitor to their approximate location on the lake shore. The color of the number, and border should be Federal Standard 595 white 27857 in color on a Federal Standard 595 Brown 20059 background. The lake shape graphic shall be Pantone Process Blue 2XCVC. The word "TAHOE" in 2 ¼ inch capital letters should be routed or laser cut into the bollard above the sign plate (using the font identified in Figure 1.1.) The bollard should be 12"x 12" in rough dimensioned cedar, chamfered around the entire top and allowed to weather gray (see Figure 1.9). The height of the bollard should be 48" above finish grade or finish pavement, which ever is higher, (see Figures 2.3 & 2.4 of the Technical Appendix).

Implementation

Implementation of these guidelines involves two processes. The first is the physical process of incorporating the design concepts to existing and new signs in the Basin. The second is an educational process, teaching sign readers the meaning of the special design elements and symbols on the signs. Both processes are critical to the long-term success of the program and should receive equal attention.

New Signs

The installation of all new recreational signage within the Tahoe area should conform with these guidelines in order to maintain consistency and uniformity. Ideally, these guidelines could form the basis for a streamlined permitting process which could allow installation of recreational signage that conforms to these guidelines in a timely fashion.

Existing Signs

There is a vast quantity of existing recreational signage within the Tahoe area. Clearly, replacement of all recreational signs Basin-wide for design considerations would not be realistic and would be very costly. Meeting the needs of any new uniform design will be better accomplished through the modification of existing signs, adding the unifying elements needed (i.e., logo elements, international symbols, etc.)

Initial efforts should be directed toward Facility ID/Welcome signs because of their prominence and direct association with public recreation facilities. The meaning of the logo elements will become apparent to the public as they are repeated on these signs throughout the Basin.

Information Kiosks and Collateral Materials

In addition to learning by example, the public can be educated to recognize and read new recreation signs. The first opportunity to communicate with visitors is typically at a visitor center or information kiosk. The elements of these guidelines (logo, pictograms, road markers, etc.) can be introduced easily through handout or explanatory message boards.
Recommendations for Assessment and Refinement

The key to long-term success of any project of this scale is assessment and refinement. Signage needs and message perceptions tend to change over time and if the sign design elements do not respond, the sign program will become inadequate. Visitor surveys to gather opinions regarding usefulness, feeling of uniformity, and clarity of information are critical to future signage projects within the Tahoe area. Refinement of graphics and text as time progresses is an integral part of any successful sign program and should be a part of the long-term implementation program for these guidelines.

Initial Application

Since there is such a range of recreational opportunities at Tahoe, a manageable focus had to be defined for the initial set of these guidelines. The greatest need seemed to be directing the public from the major roads that circle the Lake (US 50, State Route 89, and State Route 28) to lake access sites. This was perceived as the area where the greatest number of first-time or non-English speaking visitors might be able to see the Lake but would be unable to find their way to public access facilities, except those which are very obvious from the road. This included a reasonably wide range of sign types (e.g., advance notice, facility identification, etc.) and two major audiences, those in vehicles and bicyclists/pedestrians. However, this should be acknowledged as only a starting point. Eventually these guidelines should be expanded to include other locations and facilities away from the Lake in order to provide uniform signs for all public recreational facilities at Tahoe. This may involve development of additional sign types specific to the needs of the facility and/or audience for which the sign is designed. When new sign designs are established, they should be added to these Guidelines.
RECREATION SIGN GUIDELINES

TECHNICAL APPENDIX

DRAFT November, 2000
Uniform Graphic Elements

Figure 1.1

Lake Shape Graphic

TAHOE

Blue Band Graphic

Technical Appendix 46
USFS Recreation Symbol Set
Figure 1-2

TECHNICAL APPENDIX
Lake Access

Figure 1.3

Note: Figure shall be walking toward lake when possible (i.e., pictograms on same post shall be mirrored image.)
Advance Notice

Figure 1.4
Facility ID / Welcome Sign

Figure 1.5

COLD CREEK Campground

LAKE TAHOE BASIN
**Lake Access Marker**

**Figure 1.6**

- "TAHOE" Font Routed or laser cut into Post
- 6" x 6" Pictogram Plate (Centered & Routed Flush on Post)
- 4" x 6" Arrow Plate (Centered & Routed Flush on Post, colors to match Pictogram)
- 8" x 8" Rough Sawn Cedar Post

Router Space for Symbol Plate to assure Plate is Flush w/ Face of Ballard & Attach w/ Water-proof Epoxy.

Plate Frame Federal Standard 595 White 278-75

Federal Standard 595 Brown 200-59

Federal Standard 595 (White 278-75)

Note: Figure shall be walking toward lake when possible (i.e. pictograms on same post shall be mirrored image.)

Technical Appendix
Bike Route Marker

Figure 1.7

8"x8" Rough Sawn Cedar Post

"TAHOE" Font Routered or laser cut into Post

6" x 6" Pictogram Plate (Centered & Routered Flush on Post)

4" x 6" Arrow Plate (Centered & Routered Flush on Post, colors to match Pictogram)

Router space for symbol plate to assure plate is flushed w/ face of bollard & attach w/ water-proof epoxy.

Plate Frame Federal Standard 595 White 278-75

Federal Standard 595 Brown 20059

Federal Standard 595 (White 278 75)

Note: Bike shall be facing access direction when possible (i.e. pictograms on same post shall be mirrored image.)
Trail Marker

Figure 1.8

6" x 6" Rough Sawn Cedar Post

Router space for symbol plate to assure plate is flushed w/ face of bollard & attach w/ water-proof epoxy.

4" x 4" Pictogram Plate (Centered & Routed Flush on Post)

2" x 4" Arrow Plate (Centered & Routed Flush on Post, colors to match Pictogram)

"TAHOE" Font Routed or laser cut into Post

Plate Frame
Federal Standard 595 White 278-75

Federal Standard 595 Brown 20059

Federal Standard 595 (White 278 75)

Note: Figure shall be walking toward access when possible (i.e. pictograms on same post shall be mirrored image.)
Road Marker

Figure 1.9

"TAHOE" Font
Routed or laser cut into Post.

10" x 18" Sign Plate
(Centered and Routed Flush on Post)

12" x 12" Rough Saw Cedar Post

Technical Appendix
Trail, Lake Access & Bike Marker Bollard Detail

Level Condition

Figure 2.1

Rough Sawn Cedar Post

Sign Plate

Arrow Plate, if necessary

Finished Grade

Pavement Surface

Compacted Granular Fill or Concrete, if necessary.

Technical Appendix
Trail, Lake Access & Bike Marker Bollard Detail - Slope Condition

Figure 2.2

- Rough Saw Cedar Post
- Sign Plate
- Arrow Plate, if necessary
- H x .65
- 6"
- 6" 6"
- 20°
- Finished Grade
- Compacted Granular Fill or Concrete, if necessary.
- Pavement Surface

Technical Appendix 56
See Marker Plate Detail

12" x 12" Rough Saw Cedar Post

5"

18"

48"

30"

6"

6" 6"

24"

Pavement Surface

Finished Grade

Compacted Granular Fill or Concrete, if necessary

Note: Road Marker Plate to be posted on opposite sides of marker post, facing oncoming traffic. (Only one Plate/Post where Markers are placed on both sides of Hwy.)
Road Marker Bollard Detail - Slope Condition

12" x 12" Rough Saw Cedar Post

See Marker Plate Detail

Finished Grade

Pavement Surface

Note: Road Marker Plate to be posted on opposite sides of Marker Post, facing oncoming traffic. (Only one Plate/Post where Markers are placed on both sides of Hwy.)

Compacted Granular Fill or Concrete, if necessary

Technical Appendix
Chapter 26
SIGNS

26.1 **Applicability:** All signs shall comply with the applicable standards set forth in this Chapter, except as noted below. Except as exempted in Section 26.3, installation, modification or replacement of signs requires review and approval as a project in accordance with this Chapter and other applicable provisions of the Code. In addition, sign projects also may have imposed, as conditions of approval, appropriate provisions of the Design Review Guidelines and the Scenic Quality Improvement Program. Signs within the Meyers Community Plan shall comply with the applicable standards set forth in this Chapter except where the standards have been replaced by substitute community plan standards, in which case the substitute standards shall apply.

26.1.A **Douglas County Substitutions:** The Douglas County Community Plans, Design Standards and Guidelines, August 1993, shall apply within the Round Hill, Kingsbury, and Stateline Community Plans.

26.1.B **Placer County Substitutions:** The Placer County Standards and Guidelines for Signage, Parking, and Design (November 1997) shall apply to the Tahoe City, Carnelian Bay, Tahoe Vista, Kings Beach Commercial, and Kings Beach Industrial Community Plans. The Placer County Standards and Guidelines for Signage, Parking and Design (November 1997) shall apply to the entire portion of Placer County within the Tahoe Region.  

26.1.C **City of South Lake Tahoe Substitutions:** The City of South Lake Tahoe Standards and Guidelines for Design, Signage, Parking, Driveway, and Loading Spaces, June 1994, shall apply to the Stateline/Ski Run Community Plan and the entire City of South Lake Tahoe.

26.1.D **Washoe County Substitutions:** The Signage, Parking, and Design Standards and Guidelines for the Community Plans of Washoe County (November 1996), shall apply to the North Stateline, Incline Village Commercial, Incline Village Tourist, and Ponderosa Ranch Community Plans.

26.1.E **Recreation Signage Guidelines:** The Lake Tahoe Recreation Signage Guidelines shall apply to the entire Tahoe Region.

26.2 **Sign Package Review:** As an integral part of TRPA's review of a proposed new facility or development, or expansion of an existing use, or change in use not exempted under Chapter 4, or any sign project application, all locations and areas currently occupied, or intended to be occupied, by permanent signage on the project area shall be indicated on the submitted plans or drawings, together with the dimensions of each sign. Sign package review requirements shall not apply to sign project applications for a face change only, in existing sign structures approved by TRPA pursuant to this chapter. See also Subparagraph 26.3, below.

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Amended 11/19/07, Subsection 26.1.B.

TRPA Code of Ordinances
CHAPTER 26 - SIGNS

59
New language is underlined in blue

TABLE OF CONTENTS

Appendices
A. Regional Plan Goals and Policies Affecting Design Review Guidelines
B. Uniform Building Code Chapter 70, Grading Setbacks
A. Excerpts from Chapter 37, SEZ Setbacks
B. Rural Visual Magnitude/Color Contrast Rating System
C. Acceptable Pantone Colors for Internally Illuminated Signs
D. Lake Tahoe Recreation Signage Guidelines
SIGNs

The primary purpose of signs should be to identify, and not to advertise. It is recognized, however, that as a tourist destination resort, competing objectives exist between preserving visual quality along the main travel routes and providing visitors with adequate information. The design of a sign should be simple and easy to read, and should contribute to, rather than detract from, the visual quality of the community.

Standards:

Specific sign standards are listed in the Code of Ordinances, Chapter 26, Signs.

Guidelines:

(1) Sign Design. Sign design should conform to the architectural character of the building in terms of historic time period, style, location, size, configuration, materials and color. Signage attached to a building should be designed to be integral with the building and not obscure or conceal architectural elements. Standardized or corporate signing which does not relate to the building architecture is discouraged.

(2) Sign Area. To reduce the visual competition between signs, sign area should be limited to the minimum amount necessary to identify the use. Total sign area permitted for each building can be divided for use in more than one sign. The use of a number of smaller signs rather than one larger sign is encouraged when it would not contribute to visual clutter and would more clearly identify the business.

(3) Internally Illuminated Signs. Internally illuminated signs are discouraged, as is the use of plastic as the principal sign materials. Internally illuminated signs should only be used when just the individual letters and/or symbols are illuminated (i.e., the background is of a dark color, not translucent or illuminated) and illumination is of low intensity. However, the use of this type of signage is not encouraged for the Lake Tahoe Basin. Can type or cabinet signs with translucent backlit panels will be approved only if the panel is a dark color. Acceptable dark colors are listed in Appendix E of this manual, and generally include dark shades of red, green, blue, brown, gray, orange, violet, and black.

(4) Freestanding Signs. Where permitted, freestanding signs should be low-profile monument signs. (The optimum sign height for viewing by motorists is approximately four (4) feet. Signage should be integrated with the landscaping and architecturally related to and compatible with the main structure. Additional sign height may be approved pursuant to Chapter 26 when a freestanding sign is incorporated into a landscape planter, pedestal or monument design. Examples of each type of design which would be approved for additional height are shown below. When additional land coverage associated with a freestanding sign base becomes a problem, the use of a freestanding sign pedestal shown below is recommended.)
(5) **Color.** Bright colors are generally discouraged on signs except when used as accent colors. Sign colors on permit applications should be specified using the Pantone Matching System (PMS) standard color charts.

(6) **Sign Location.** Architectural details of a building often suggest a location, size, or shape for a sign. Signage should complement the architectural features of a building.

(7) **Develop a Coordinated Sign Plan for Multiple-Tenant Complexes.** Multiple-tenant buildings and complexes should develop a sign program that minimizes the potential visual conflicts and competition among tenant signs, yet insures adequate identification for each tenant.

Freestanding signs used to identify such complexes should include the name and address of the complex and not include the name of every tenant. Tenant identification should be provided by wall or projecting signs within the complex.

(8) **Sign Lighting.** It is preferable the signs be externally illuminated. Both direct and indirect lighting methods are acceptable provided that the illumination is not harsh or unnecessarily bright. The light source for externally illuminated signs should be positioned so that light does not shine directly on adjoining properties, cause glare, or shine in the eyes of motorists or pedestrians.

(9) **Projecting Signs.** Projecting signs other than pedestrian-oriented signs are not generally encouraged for the Tahoe Basin except in urban areas where the community plan calls for a smaller scale, pedestrian-oriented community character or within a multiple tenant complex. It is intended that projecting signs be small in size and preferably use a graphic depiction (rather than verbal) of the business or service offered. See Chapter 26 for specific regulations addressing pedestrian-oriented signs.

(10) **Signs in Rural Transition and Rural Scenic Highway Corridors.** The back of any one-sided regulatory, directional, or informational sign located in a Rural Transition or Rural Scenic Highway Corridor should be painted or otherwise colored to closely match the color of the adjacent natural landscape.

(11) **Maximum Area of Sign in Copy.** Signs should have no more than 60% of the sign area in copy. Sign copy includes all letters, numbers, characters, symbols and other graphics which are part of the sign. This guideline does not apply to signs which consist of individual letters, characters, or other symbols and which have no perimeter or border.

(12) **Signs at Public Recreation Areas.** Signs which are located within or associated with a recreation site that affords public recreation opportunities should conform to Appendix F, Lake Tahoe Recreation Signage Guidelines, of this document.
January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Presentation on Tahoe Yellow Cress (TYC) Conservation Study

Proposed Action: This item is presented for informational purposes and does not require APC action. The TRPA staff will give a presentation to provide information on the ecology, listing status, and current efforts to draft conservation strategy. Staff will be prepared to answer questions.

Background: Tahoe Yellow Cress (Rorippa Subumbellata) is a critically endangered plant found at Lake Tahoe. In the last decade surveyed populations have ranged from a high of 36 locations to a low of 9 locations. TRPA has listed the species as a threshold species with a numerical standard of 25 locations. California and Nevada have listed the species in their most threatened categories. California has listed the species as endangered and Nevada has listed the species as critically threatened. The U.S. Fish and Wildlife Service is considering listing the TYC as an "Endangered Species."

The species occurs in a dynamic environment controlled by both natural processes and human activities. Habitat availability is influenced by processes such as changes in lake surface elevations and beach erosion. Habitat quality is controlled by human activity such as trampling and beach raking.

Discussion: Although the species is legally protected, it is declining. High water surface elevations and human disturbance are believed to be the primary cause of decline. Because of these declines, USFWS is considering listing the species as "Endangered."

It is recognized that a coordinated effort is required to protect and restore the species. Many of the conservation issues cross agency jurisdiction. A conservation strategy focused on adaptive management is being developed with the goal that all stakeholders involved will coordinate their efforts. The development of this strategy is being overseen by the executives of the major stakeholders that include TRPA, USFS, CTC, CDFG, NDF, and others. A technical advisory group is crafting the strategy, and is being assisted by Dr. Dennis Murphy (UNR) and Dr. Bruce Pavlik (Mills College). A public involvement program is being developed to provide information and solicit input.

If you have questions regarding this agenda item, please contact Gerald Dion at (775) 588-4547 or, vegetation@trpa.org.
MEMORANDUM

January 2, 2001

To: TRPA Advisory Planning Commission

From: TRPA Staff

Subject: Discussion of Transit Oriented Design Standards and Two-Step Subdivision Standards as They Pertain to Transit Oriented Design

Proposed Action: Staff requests that the APC review and discuss the potential amendment of Transit-Oriented Development (TOD) findings in the TRPA Code of Ordinances (see Attachment B).

Staff Recommendation: Staff recommends the draft amendment be scheduled for a public hearing in January or February 2001.

November APC Discussion: When this item was discussed at the November 2000 meeting, APC members requested stronger language to ensure that the factors used to determine TOD suitability are, in fact, required to make the findings, and not simply "considered" as the previous Code amendment proposal had read. After public testimony, the APC directed staff to bring back this issue with refined Code amendment language, and a relational discussion of the Two-step Subdivision process and affordable housing development. Also suggested at APC were differing levels of findings for rural vs. urban environments and requested staff provide examples of neighborhood services.

Background: In October 1999, the TRPA Governing Board directed staff to establish a group of stakeholders to look at the transit-oriented development criteria, two-step subdivision criteria and urban boundary amendment criteria, and bring back recommendations whether to leave the Code as it is currently written or suggest amendments to the existing Code language.

The stakeholders formed the Design Development Working Group with whom TRPA staff held many meetings. These meeting were open to the public and had varying degrees of participation. With the assistance of this group, staff has crafted the proposed Code amendments to strengthen the TOD criteria (Attachment B.) For comparative purposes, the existing Code subsection 13.7.D is included in this summary as Attachment A.

Discussion: Under the current TRPA Code of Ordinances (subsection 13.7.D (3)), transit-oriented development findings must be made when a Plan Area Statement (PAS) is being amended to allow multi-family dwellings (MFD) as a permissible use. Only when a PAS is being amended, are TOD findings required.
Chapter 13
PLAN AREA STATEMENTS AND PLAN AREA MAPS

13.7 Plan Area Statement And Plan Area Map Amendment: The amendment of a plan area statement or plan area map shall be in accordance with the following procedures:


13.7.B Amendment By Ordinance: Modification of Permissible Uses, Maximum Densities, and assigned Maximum Community Noise Equivalent Levels shall be by ordinance.

13.7.C Amendment By Resolution: Modification of Description, Planning Considerations, and Improvement Programs shall be by resolution.

13.7.D Findings For Plan Area Amendments: Prior to adopting any plan area amendment, TRPA must find:

1. The amendment is substantially consistent with the plan area designation criteria in Subsections 13.5.B and 13.5.C; and

2. If the amendment is to expand an existing urban plan area boundary or to add residential, tourist accommodation, commercial, or public service as permissible uses to a non-urban plan area, it must be found that the amendment will make the plan area statement consistent with an adopted policy or standard of the Regional Plan, and that the amendment will satisfy one or more of the following criteria:

   a. The amendment is to correct an error which occurred at the time of adoption, including but not limited to a mapping error, an editing error, or an error based on erroneous information; or
   
   b. The amendment is to enable TRPA to make progress toward one or more environmental thresholds without degradation to other thresholds as measured by the Chapter 32 indicators; or
   
   c. The amendment is needed to protect public health and safety and there is no reasonable alternative.
(3) If the amendment is to add multiple-family as a permissible use to a plan area or for one or more parcels, the plan area or affected parcel must be found suitable for transit-oriented development (TOD). Factors in determining suitability for TOD may include but are not limited to areas that have transit and neighborhood services within 10 minute walks, good pedestrian and bike connections, opportunities for residential infill (at densities greater than 8 units per acre) or infill with mixed uses; and adequate public facilities.
Chapter 13
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(b) The amendment is to enable TRPA to make progress toward one or more environmental thresholds without degradation to other thresholds as measured by the Chapter 32 indicators; or

(c) The amendment is needed to protect public health and safety and there is no reasonable alternative.
(3) If the amendment is to add multiple-family as a permissible use to a plan area or for one or more parcels, the plan area or affected parcel must be found suitable for transit-oriented development (TOD). Factors in determining suitability for TOD may include but are not limited to: TRPA shall find that the following factors, or a functional equivalent, are satisfied when determining TOD suitability:

(a) The areas that must have access to operational transit; and

(b) Neighborhood services within a 10 minute walks, including but not limited to:

(i) grocery/drug stores;
(ii) medical services;
(iii) retail stores;
(iv) dry-cleaners; and

(c) Good pedestrian and bike connections; and

(d) Opportunities for residential infill (at densities greater than 8 units per acre) or infill with mixed uses; and

(e) Adequate public facilities, including but not limited to:

(i) public schools;
(ii) urban or developed recreation sites;
(iii) government services;
(iv) post offices.

(4) In order for TRPA to find a proposal is the functional equivalent of one of the factors listed in 13.7.D (3), the proposal must be found to facilitate TOD in a manner that is equal or superior to that feature.