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STAFF REPORT

Date: June 21, 2023

To: TRPA Governing Board

From: TRPA Staff

Subject: Tahoe Transportation District/Washoe County School District Temporary Use  
771 Southwood Blvd. and 915 Northwood Blvd.; Incline Village, Washoe County, Nevada  
Assessor's Parcel Numbers 132-201-02 and 132-012-05; TRPA File Number ERSP2021-0673  
Approval of Six-Month Extension

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Proposed Action:

Governing Board action on the proposed extension of the previously approved temporary use based on this staff summary and the draft permit (Attachment A).

Staff Recommendation:

Staff recommends the Governing Board approve the extension of the temporary use subject to the special conditions in the draft permit.

Required Motion:

In order to approve the proposed extension of the temporary use, the Board must make the following motion, based on the staff summary and evidence in the record:

- 1) A motion to approve the proposed extension of the Tahoe Transportation District/Washoe County School District Temporary Use, subject to the conditions in the draft permit (see Attachment A).

For the motions to pass, an affirmative vote of at least five members from the State of Nevada and at least nine members of the Board is required.

Project Description:

The Tahoe Transportation District (TTD) operates the East Shore Express (ESE) shuttle service, which provides transit service between Incline Village and the East Shore of Lake Tahoe. The ESE serves seven transit stops along the route between Incline Village and Sand Harbor Nevada State Park. The two locations affected by this permit provide parking for visitors to park and utilize the service. The old Incline Elementary School site (located at 771 Southwood Boulevard) will serve as the primary location for the service. When that parking fills up, the "overflow" will utilize the site of the current Incline Elementary School (915 Northwood Boulevard).

The proposed transit service operates seasonally between mid-June and Labor Day each year. The service operates seven days per week, between 10:00 a.m and 7:00 p.m., with a 30-minute headway. The site at 771 Southwood will be utilized throughout the service season. The 915 Northwood location will be utilized only while school is not in session. The school year begins in mid-August for Incline Village schools. After

the school year has begun, the Northwood location will be used on weekends and holidays only, and will not be utilized while school is in session.

The current proposal is to allow these two locations to be utilized as a “Transit Station and Terminal” as a temporary use. This allows the use of the sites for one season with an option to extend for a second season.

TRPA approved the temporary use for one season on May 26, 2022. The current proposal is to allow for a one-time, six-month extension, which will allow the temporary use to continue through the 2023 summer service season.

#### Site Description:

The primary site for this project is a campus located at 771 Southwood Boulevard, which was previously the location for Incline Elementary School. It has not been used as an official school campus for approximately ten years. This campus is bordered by Nevada State Route 28 (SR 28) on one side, multi-family residential across the street, and commercial uses adjacent to it. The overflow site is the location of the current Incline Elementary School campus (located at 915 Northwood Boulevard), and is surrounded by a variety of public service, commercial, and multi-family residential uses.

Physical improvements are not currently proposed at either location. The proposed project will utilize the existing parking spaces at each site, which will be served by the East Shore Express transit service. Temporary signage will be utilized onsite to denote pick up areas. Benches and trash receptacles will also be placed at each pick up location.

#### Background:

The TRPA Hearings Officer approved the proposed temporary use on May 26, 2022. The approval was appealed to the TRPA Governing Board. The TRPA Governing Board heard the appeal at its October 26, 2022 meeting. After receiving public input and discussing the potential issues identified, the appeal was not granted. The Governing Board, however, requested that some additional conditions be incorporated into the permit and asked that the proposed permit extension be brought back to the Governing Board for approval.

The issues that the Governing Board asked to be addressed before approving the permit extension are summarized below.

1. Signage: Improved signage at the project locations, and consideration of the use of changeable message signage on State Route 28 (SR 28) to notify potential customers that the parking lot at the “Old Incline Elementary School” is full, informing customers to proceed to the overflow parking available at the current Incline Elementary School.

TTD/TRPA response: TTD Staff worked with the Washoe County Sheriff’s Office and the Nevada Department of Transportation (NDOT) to pursue consideration of the placement of changeable message signs to inform customers of the East Shore Express (ESE) when the primary parking lot is full, directing customers to the overflow lot on Northwood Boulevard. NDOT would not support the use of changeable message signs for this purpose, concerned that there would be confusion between TTD signage and possible NDOT signage. NDOT does support the placement of static, temporary signage along SR 28 to accomplish the same purpose. With the support of the Nevada Highway Patrol and the Washoe County Sheriff’s Office, the TTD has applied for an encroachment permit to accommodate the placement of the temporary signage.

2. Training: Training the staff to provide accurate information, and to enforce the requirements of the permit (e.g., no parking off pavement). Additional training for Sand Harbor Nevada State Park staff (see below).

TTD/TRPA Response: The TTD has created a staff training manual that will be provided to TTD staff (drivers, parking attendants, and parking ambassadors) as well as Sand Harbor Nevada State Park staff. The training manual documents procedures for the following:

- Opening the gates to the primary parking lot.
  - Maintaining parking areas throughout the day.
  - Closing the gates at the end of the service day.
  - Redirecting customers to the overflow lot.
  - When and how to place the temporary signs redirecting customers to the overflow lot.
  - Reporting complaints/incidents.
  - Contact information for TTD and Sand Harbor Nevada State Park staff.
3. Gates: Open the gates early enough to allow customers to safely park before the first bus arrives. This will alleviate potential backup on Southwood Boulevard, which can also back up on to Nevada State Route 28.

TTD/TRPA Response: The gates to the primary parking lot on Southwood Boulevard will open at 7:00 AM each service day. A parking attendant will remain onsite once the gates are open. At least one attendant shall remain onsite while the gates are open each service day. The attendant who opens the gate in the morning will maintain the cleanliness of the site. The proposed parking attendants for the Summer 2023 service season will be double the staff used in prior years.

4. Local Law Enforcement: Although it may not be possible for Washoe County Sheriff's Office (WCSO) to ticket all illegally parked vehicles, TTD will coordinate with WCSO to address potentially unsafe parking conditions. Ultimate action will be decided by Washoe County. TTD will coordinate.

TTD/TRPA Response: TTD staff has coordinated with Captain Beard at the Washoe County Sheriff's Office and Allen Woodridge with Nevada Division of State Parks to discuss the East Shore Express 2023 service season. Although the Sheriff's Office has not committed to increased ticketing of inappropriately parked vehicles, the Sheriff's Office has committed to maintaining communication while the service is operating, so that issues can be identified early in the process and addressed appropriately. Increased staffing during the 2023 service season will provide more frequent observation and inspection, allowing for improved and more timely communication of potential issues. The process for communicating potential issues will be outlined in the training manual, a copy of which will remain onsite during service hours.

5. Public Participation: Work with local groups to get feedback on the additional Special Conditions to be incorporated. Several people mentioned the existing "Incline Village Mobility Committee" as a possible local group to present this information.

TTD/TRPA Response: The Incline Village Mobility Committee (IVMC) is comprised of public employees and local citizens, as well as elected officials. The IVMC meets on a regular basis to discuss long-term solutions related to mobility in Incline Village. In addition to the regular committee meetings, two public workshops have been held. At the April 2023 meeting, the committee discussed the proposed extension of the temporary use into the 2023 service season. Most of the feedback was related to potential long-term solutions. A copy of the staff summary is

attached as Attachment B. The IVMC meets again on June 24, 2023. The revised permit for the extension of the temporary use will be presented at that meeting.

6. Sand Harbor Nevada State Park: TTD will collaborate with Nevada Division State Parks to ensure that accurate information is supplied to their staff on a regular and real-time basis. During the 2022 season, it was reported that the Sand Harbor Nevada State Park staff had provided inaccurate information to customers coming to the park when it was already full.

TTD/TRPA Response: TTD staff coordinates with Sand Harbor Nevada State Park staff on a regular basis. This year, staff will be provided with copies of the East Shore Express Training Manual. Phone numbers for the parking attendants, road supervisors, operations supervisor, and managers will be provided to State Parks staff so communication can be maintained throughout the day, allowing for “real-time” adjustments when necessary.

7. Parking: TTD will install parking barriers to prevent vehicles from parking off-pavement onsite.

TTD/TRPA Response: TTD will install fence post stakes along the edge of pavement within the parking area, preventing vehicular parking off pavement. The fence post stakes will be driven into the ground at regular intervals, spaced to prevent off pavement vehicular parking within the gated parking area. Additionally, the parking attendants will direct customers where to park.

Item numbers 1 through 3, and 6 and 7 have been incorporated into the attached draft permit.

The public participation issue in item number 5 above has been addressed by TTD in its regular meetings of the Incline Village Mobility Committee. This item was discussed at the April 24, 2023 meeting. A copy of the committee staff summary is attached, which addresses the items of concern raised at the TRPA Appeal Hearing. This item was addressed as agenda item III.C.

Issues:

Although a one-time extension of a temporary use can usually be granted at staff level, the processing of this proposed extension of the temporary use is in response to a specific request of the TRPA Governing Board resulting from the appeal hearing held on October 26, 2022.

Contact Information:

For questions regarding this project please contact Bridget Cornell, TRPA Permitting & Compliance, by telephone at (775) 589-5218 or via email to [bcornell@trpa.gov](mailto:bcornell@trpa.gov).

Attachments:

- A. Draft Permit
- B. TTD Incline Village Mobility Committee April 2023 Staff Summary: Report on the East Shore Express 2023 Season (including addressing additional Special Conditions)

Attachment A  
Draft Permit

**APN 132-201-02 and 132-012-05  
FILE NO. ERSP2021-0673**

Security Posted (1): Amount \$ 1,000.00 Type: ck Paid 06/23/22 Receipt No. 145600

Security Administrative Fee (1): Amount \$ 223.00 Paid 06/23/22 Receipt No. 145600

**Notes:**

(1) See Special Condition 3.D., below.

Required plans determined to be in conformance with approval: Date: \_\_\_\_\_

TRPA ACKNOWLEDGEMENT: The permittee has complied with all pre-construction conditions of approval as of this date and is eligible for a county building permit:

\_\_\_\_\_  
TRPA Executive Director/Designee

\_\_\_\_\_  
Date

***SPECIAL CONDITIONS***

1. This permit specifically authorizes a one-time, six-month extension of a previously approved temporary use at the former Incline Elementary School campus (APN 132-201-02) and the current Incline Elementary School campus (APN 132-012-05). The previously approved temporary use allows the Tahoe Transportation District (TTD) to utilize the two campuses to provide intercept parking to serve the East Shore Express (ESE) shuttle service, which provides transit service between Incline Village and the east shore of Lake Tahoe. The two locations affected by this permit provide parking for visitors to park and utilize the service. The site located at 771 Southwood Boulevard will serve as the primary location for the service. When that parking lot fills up, the "overflow" will utilize the site at 915 Northwood Boulevard. The proposed transit service operates seasonally between mid-June and Labor Day each year. The service operates seven days per week, between 10:00 AM and 7:00 PM, with a 30-minute headway. The site at 771 Southwood will be utilized throughout the service season. The 915 Northwood location will be utilized only while school is not in session.

TRPA approved the initial temporary use on May 26, 2022. The original permit allowed for the use to operate for a single season, with an option to extend for a second season. This extension would allow for the use to continue for a second season, through the 2023 summer. The current proposal is to allow these two locations to be utilized as a "Transit Station and Terminal" as a temporary use.

During the TRPA Governing Board hearing to discuss the appeal of the temporary use approval, the TRPA Governing Board recommended that a revised permit be issued incorporating several areas of concern that were raised during the appeal process. The extension of the temporary use for the 2023 summer season will include the following additional requirements of the transit service:

- The Tahoe Transportation District (TTD) shall obtain an encroachment permit from the Nevada Department of Transportation (NDOT) for temporary signage to be placed along Nevada State Route 28 to advise potential customers when the primary parking lot is full, redirecting those customers to the use of the overflow lot on Northwood Boulevard. NDOT will not allow the use of changeable message signs for this purpose. Those signs will be placed at the locations described below.
  - The south side of Nevada State Route 28 (SR 28) across from the intersection of Winding Way, to provide enough distance for drivers to redirect their route to the overflow lot before approaching the western intersection of Northwood/Southwood and SR 28.
  - The northeast side of Nevada State Route 28 (SR 28), across from the intersection with Glen Way, to provide enough distance for drivers to be redirected to the overflow lot before approaching the eastern intersection of Northwood/Southwood SR 28 and/or Village Boulevard and SR 28.
- The TTD has created a staff training manual that will be provided to TTD staff (drivers, parking attendants, and parking ambassadors) as well as Nevada Division of State Parks/Sand Harbor staff. The training manual documents procedures for
  - Opening the gates to the primary parking lot.
  - Maintaining parking areas throughout the day.
  - Closing the gates at the end of the service day.
  - Redirecting customers to the overflow lot.
  - When, where and how to place the temporary signs redirecting customers to the overflow lot.
  - Reporting complaints/incidents.
  - Contact information for TTD and Nevada State Parks/Sand Harbor staff.
- The gates to the primary parking lot on Northwood Boulevard will open at 7:00 AM. A parking attendant will remain onsite once the gates are open. At least one attendant shall remain onsite at all times during the service day.
- The TTD shall install parking barriers within the affected parking areas to prevent vehicles from parking off-pavement. Customers utilizing the onsite parking lots shall park on paved areas only.
- The TTD shall maintain ongoing communication with the Washoe County Sheriff's office to coordinate addressing unsafe conditions that may be encountered.

This permit will supplement the original project permit (issued on May 26, 2022), and addresses the concerns raised during the appeal hearing with the TRPA Governing Board on October 26, 2022.

2. The Standard Conditions of Approval listed in Attachment Q shall apply to this permit.
3. Prior to permit acknowledgement, the following conditions of approval must be satisfied.

- A. Per the proposed project description above, the placement of temporary signage will be required along Nevada State Route 28 when the primary parking location has reached its capacity. Please provide a copy of the approved Nevada Department of Transportation (NDOT) encroachment permit, approving the placement of temporary signs along State Route 28, informing potential customers when the primary lot is full.
  - B. Please provide a site plan showing the placement of these parking barriers. The TTD shall enforce parking on paved areas only.
  - C. The TTD paid a security of \$1,000.00 with the original project approval. Security shall be released upon completion of the project, and satisfaction of all permit conditions. Please see Attachment J, Security Procedures.
4. If any complaints are brought to the attention of the applicant or to TRPA while the service is in operation, these complaints shall be documented and submitted in writing to TRPA within seven calendar days of the complaint. Permittee shall explain in writing how these complaints were addressed, and any changes that were made to the project as a result.
  5. The Permittee shall prepare and submit to TRPA a report of transit operations for the service accommodated at each of these locations. This report shall include the number of days the service was in operation, the number of vehicles using each site each service day, the number of total passengers accessing the transit service from these sites each day, any reported complaints, and documentation of how complaints were addressed, consistent with Special Condition #4, above. The report shall be submitted to TRPA no later than 30 days following the last day of service for the 2022 season.
  6. This approval is for one six-month extension of the initial temporary use. No additional extensions to this permit will be granted. This permit does not authorize the permanent use or placement of structures. A separate permit for a permanent use is required if the permittee proposes to continue the use beyond the permit expiration date.
  7. Parking is limited at each location to the paved, marked spaces onsite. Customers can access the transit stop by non-vehicular modes (e.g., other transit modes, walking, biking, etc.). Any customer accessing the site by vehicle shall use the designated parking spaces only. No offsite parking is allowed. The applicant will utilize a parking attendant to ensure parking occurs in designated parking spaces only. When the primary site reaches capacity, customers will be directed to the overflow site.
  8. All temporary structures and materials shall be removed prior to expiration date.
  9. All trash shall be picked up prior to the end of daily operations.
  10. Any change to the temporary use requires approval of a TRPA plan revision permit prior to changes being made to any element of the project.
  11. This approval is based on the Permittee's representation that all plans and information contained in the subject application and associated materials are true and correct. Should any information or representation submitted in connection with the project application be incorrect or untrue, TRPA may rescind this approval, or take other appropriate action.



12. TRPA reserves the right to amend any portion of this permit or construction operation while in progress if it is determined that the project construction is causing significant adverse effects.
13. To the maximum extent allowable by law, the Permittee agrees to indemnify, defend, and hold harmless TRPA, its Governing Board (including individual members), its Planning Commission (including individual members), its agents, and its employees (collectively, TRPA) from and against any and all suits, losses, damages, injuries, liabilities, and claims by any person (a) for any injury (including death) or damage to person or property or (b) to set aside, attack, void, modify, amend, or annul any actions of TRPA. The foregoing indemnity obligation applies, without limitation, to any and all suits, losses, damages, injuries, liabilities, and claims by any person from any cause whatsoever arising out of or in connection with either directly or indirectly, and in whole or in part (1) the processing, conditioning, issuance, administrative appeal, or implementation of this permit; (2) any failure to comply with all applicable laws and regulations; or (3) the design, installation, or operation of any improvements, regardless of whether the actions or omissions are alleged to be caused by TRPA or Permittee.

Included within the Permittee's indemnity obligation set forth herein, the Permittee agrees to pay all fees of TRPA's attorneys and all other costs and expenses of defenses as they are incurred, including reimbursement of TRPA as necessary for any and all costs and/or fees incurred by TRPA for actions arising directly or indirectly from issuance or implementation of this permit. TRPA will have the sole and exclusive control (including the right to be represented by attorneys of TRPA's choosing) over the defense of any claims against TRPA and over their settlement, compromise, or other disposition. Permittee shall also pay all costs, including attorneys' fees, incurred by TRPA to enforce this indemnification agreement. If any judgment is rendered against TRPA in any action subject to this indemnification, the Permittee shall, at its expense, satisfy and discharge the same.

END OF PERMIT

Attachment B

TTD Incline Village Mobility Committee April 2023 Staff Summary: Report on the East Shore  
Express 2023 Season (including addressing additional Special Conditions)

MEMORANDUM

Date: April 19, 2023  
To: Tahoe Transportation District (TTD) Incline Village Mobility Committee  
From: TTD Staff – George Fink, Transit System Program Manager  
Subject: Informational Report on the East Shore Express 2023 Season

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**Action Requested:**

It is requested the Committee receive an informational report on the upcoming East Shore Express (ESE) 2023 season.

**Fiscal Analysis:**

All expenditures associated with this item for the fiscal year are in the approved FY23 budget and proposed FY24 budget. The additional conditions required by the Tahoe Regional Planning Agency's (TRPA) Governing Board for consideration of an extension to the permit have added significant costs to the service.

**Work Program Impact:**

All work associated with this effort is captured under respective elements of the approved FY23 Work Program and will be included in the FY24 work program, with corresponding allotted staff time. This project aligns with Strategic Goal SG-3 Fund and operate regional multi-modal transportation systems.

**Background:**

The ESE is, at its core, a mitigation to the influx of vehicles clogging SR 28 and damaging the environment through uncontrolled roadside parking. Beginning in 2012, TTD partnered with the Nevada Division of State Parks (NDSP) to provide a seasonal shuttle service between Incline Village and Sand Harbor State Park. Since the inception of ESE, ridership has steadily grown. In the last season of operations before the pandemic, ESE carried 36,815 passengers. Service was suspended for two years during the pandemic.

For the ESE to return in 2022, TRPA's Governing Board required a Temporary Use Permit. Staff obtained the required use permit and resumed operations in June of 2022 with a single bus (2019 used three buses). The 2022 season total ridership was 29,161 – 79% of 2019's ridership with only a third of the capacity.

The enduring popularity of the service stressed TTD's limited capacity last season. Some members of the community voiced concern to the TRPA Governing Board that more should be done to avoid impacts to the community. The result was a more extensive and prescriptive list of conditions for future approval of the temporary use permit for the 2023 season.

**Discussion:**

TRPA staff articulated the following conditions that must be addressed before the Governing Board will grant the extension of the temporary use permit. Following each condition is staff's planned approach for meeting each requirement. As the plans and procurements are finalized, staff will provide a written plan of action to the TRPA Governing Board for consideration with the temporary use permit at their May 2023 meeting.

**Condition 1 - Signage:** Improved signage at the project locations, and consideration of the use of changeable message signage on State Route 28 (SR 28) to notify potential customers that the parking lot at the "Old Incline Elementary School" ("OES") is full, informing customers to proceed to the overflow parking available at the current Incline Elementary School (IES).

**Response:** Staff will meet with NDOT and University of Reno, Lake Tahoe to discuss placing changeable message signs (CMS) on their property (SR 431 and the corner of Tahoe Blvd and County Club). Other locations for signage will be on TTD property and coordinated with Washoe County. Staff will first inquire with partners as to whether they have CMS available to borrow. In the event CMS must be rented, staff estimate the cost for the season at \$36,348 (four signs, 13 weeks). Alternatively, CMS could be purchased for \$16,550 each, eliminating the need for future rentals.

**Condition 2 - Training:** Training the staff to provide accurate information, and to enforce the requirements of the permit (e.g., no parking off pavement). Additional training for Nevada State Parks staff, too (see below).

**Response:** Staff will develop a training manual for TTD Parking Attendants, Parking Ambassadors, and State Parks Staff. This training manual will cover the duties of the Parking Attendants, the procedures for opening and closing the facilities, what information to record, when to switch lots, how to operate the CMS signs, and provide contacts if there are questions and much more. These manuals, along with training, will be provided to all TTD parking employees and Road Supervisors.

**Condition 3 – Gates:** Open the gates early enough to allow customers to safely parking before the first bus arrives. This will alleviate potential backup on Southwood Boulevard, which can also back up on to NV SR 28.

**Response:** TTD will hire four Parking Attendants, a doubling of staff from last year, to ensure adequate coverage from 7:00am to 7:00pm (weekdays) or 8:00pm (weekends). This doubling of staff will allow for the gates to open early in the morning and avoid back-ups on Southwood Blvd. Extra staff will also help with improving the general cleanliness of the lot, providing lunch break coverage, and coverage while the CMS messages are rotated throughout the day due to conditions. The doubling of staff will logically double the cost from last year, as well as adding mileage reimbursements for local travel while changing the CMS. Total staffing cost will rise to approximately \$31,200.

**Condition 4 - Local Law Enforcement:** Although it may not be possible for Washoe County Sheriff to ticket any illegally parked vehicles, TTD will coordinate with WCSO to address potentially unsafe parking conditions. Ultimate action will be decided by Washoe County.

**Response:** TTD will coordinate with Washoe County Sheriff prior to the resumption of the ESE to develop a joint plan of action. Staff will participate and fully cooperate with Washoe County Sheriff.

**Condition 5 - Public Participation:** Work with the local groups to get feedback on the additional Special Conditions to be incorporated. Several people mentioned the existing "Incline Village Mobility Committee" as a possible local group to present this information.

**Response:** Staff intends to brief the Incline Village Mobility Committee (IVMC) at their April meeting. Included in the briefing will be the additional conditions, staff response, and an opportunity for the public to comment. All feedback will be evaluated prior to TTD providing a final response to the TRPA Governing Board for consideration.

**Condition 6 - Nevada State Parks:** TTD will work with NV SP to ensure that accurate information is supplied to their staff on a regular and real-time basis. NV SP had apparently been providing inaccurate information to customers coming to the park when it was already full.

**Response:** Nevada State Parks is a critical partner and staff work closely throughout each service day with numerous park personnel. As mentioned above, park personnel will be provided with a training binder and offered the same training Parking Attendants receive prior to the start of the season. Additionally, parks employees will have the phone numbers for all Parking Attendants, Road Supervisors, and the Operations Supervisor and Manger to ensure information flows unimpeded and questions are quickly addressed. Calls and texts will keep everyone connected and in the loop.

**Condition 7 - Parking:** TTD will install parking barriers to prevent vehicles from parking off-pavement onsite.

**Response:** Staff will secure approximately 850 feet of internal borders between paved and unpaved areas to prevent parking on unimproved surfaces. Staff are still evaluating options to efficiently secure the unimproved areas however, initial estimates are the cost will be approximately \$4,500 for some sort of physical barrier.

Additionally, TTD has requested Board approval to lease four low floor buses to address the anticipated demand for shuttle service this season under Consent Item XI.C.

Staff is excited to resume the ESE service this summer and is confident the TRPA Governing Board will accept TTD's responses to the conditions above and approve the temporary use permit for the 2023 operating season.

**Additional Information:**

If you have any questions or comments regarding this item, please contact George Fink at (775) 589-5325 or [gfink@tahoetransportation.org](mailto:gfink@tahoetransportation.org).