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STAFF REPORT

Date: October 18, 2023

To: TRPA Governing Board

From: TRPA Staff

Subject: Permitting Process Improvement Project Amendments to the Fee Schedule.

Summary:

At the September 27, 2023 Governing Board meeting, amendments to the TRPA Code of Ordinances and Rules of Procedure were adopted as part of the Permitting Process Improvement Project. Proposed fee changes were continued for additional discussion.

Currently, TRPA permit application fees do not cover the cost of application reviews. In years 2020-2022, the average annual deficit for permitting operations was \$667,715, representing a 29.7% average funding shortfall. This is a fundamental challenge for the department.

Throughout the Permitting Process Improvement Project, participants have discussed this issue and feasible solutions. The resulting TRPA Permitting Process Improvement [Action Plan](#) and [Implementation Report](#) prioritize cost recovery primarily through more efficient operations. Targeted fee adjustments are recommended only for fee categories that fall well short of typical review costs; and to address certain fee-based incentives and disincentives. Other than an increase based on inflation, an overall flat rate increase is not recommended because the adequacy of existing fees appears to vary significantly and most fees should be sufficient to support application reviews after efficiency improvements are implemented.

A more detailed time and expense monitoring system for the permitting program is being implemented. The data should be useful after about 18 months to inform future fee schedule adjustments and as a measure of application review efficiency following approval of permitting process improvements. Review costs should decrease over time as process improvements are implemented.

This Staff Report describes the rationale for each of the proposed targeted amendments and a possible phasing plan to implement fee changes.

Required Motions:

In order to approve the requested action, the Governing Board must make the following motion, based on this staff summary and provided attachments:

- 1) A motion to adopt Resolution 2023-____ (Attachment A), amending the Fee Schedule.

Affirmative eight votes are required for the motion to pass.

Project Description/Background:

TRPA started a permitting system process improvement project in early 2022 to evaluate and improve TRPA's processes and ordinances. These improvements are paired with significant investments in the Accela permitting software and other technologies to streamline and improve TRPA's application processing, reduce review times, and operate more efficiently and effectively.

TRPA selected Stockham Consulting to assist with this project. Since April 2022, Mr. Stockham has worked collaboratively with staff and stakeholders to assess the TRPA permitting system and recommend improvements.

In August 2022, the TRPA Governing Board reviewed the [TRPA Permitting Improvement Action Plan](#), provided comments, and endorsed the document. The Action Plan identifies process improvements and code amendments to improve TRPA permitting operations. Priority topics include:

- Establish more efficient, consistent, and predictable application review processes.
- Simplify and shorten review processes for minor applications and sequential approvals.
- Update code standards that are difficult to interpret, do not add value, or are unduly cumbersome.
- Prioritize public communication and customer services.
- Expand tools for staff development and training.
- Maintain adequate and dependable funding to support quality application reviews

In March 2023, the TRPA Governing Board endorsed the [Implementation Report for TRPA Permitting Improvements](#). The report expanded upon the Action Plan by detailing the specific recommendations for the initial suite of permitting program improvements.

From April 2023 through September 2023, amendment language for the TRPA Code of Ordinances, Rules of Procedure, Design Review Guidelines, and Fee Schedule was drafted, distributed for stakeholder review, modified, and presented to the Regional Plan Implementation Committee and the Advisory Planning Commission. Both bodies unanimously recommended approval, with some adjustments.

In September 2023, the TRPA Governing Board adopted amendments to the TRPA Code of Ordinances, Rules of Procedure, and Design Guidelines as part of the Permitting Process Improvement Project (see [Governing Board Materials September 27 2023](#)), with some adjustments. Proposed fee changes were continued for additional discussion.

The initial suite of process improvements will be fully implemented on November 27, 2023, including the new expedited review process for Minor and Bundled Applications.

Additional improvements are planned for implementation in March 2024, with a focus on improving TRPA's application review procedures, technology, communications, and timelines.

Application Fee Background:

Currently, TRPA permit application fees do not cover the cost of application reviews. The department operated at a \$667,714 (29.7%) average annual deficit from 2020-2022.

Table 1: Permitting & Compliance Department's Revenue and Expenses, 2020-2022

	2020	2021	2022	Average
Revenue	\$ 1,723,769.16	\$ 2,453,090.18	\$ 2,571,241.86	\$ 2,249,367.07
Expenses	\$ 2,817,142.08	\$ 2,838,968.95	\$ 3,095,134.47	\$ 2,917,081.83
Labor	\$ 1,491,827.08	\$ 1,524,006.03	\$ 1,676,016.30	\$ 1,563,949.80
Operating	\$ 198,828.71	\$ 363,296.55	\$ 451,051.15	\$ 337,725.47
Admin & Overhead	\$ 1,126,486.29	\$ 951,666.37	\$ 968,067.02	\$ 1,015,406.56
(Deficit) / Surplus	\$ (1,093,372.92)	\$ (385,878.77)	\$ (523,892.61)	\$ (667,714.77)

TRPA has not tracked project review costs by application fee category. As a result, it is difficult to quantify the specific fee categories responsible for the budget shortfall. The near term fee adjustments are limited to certain applications which typically require a lot more review time than would be covered by the application fee.

TRPA last conducted a time and expense review for application fees around 2005. Fees were adjusted in 2007 and 2008, but remained unchanged following the great recession. Then a 30% “catch-up” increase was approved for 2019 applications. Annual CPI adjustments have been made since then.

Ordinances, procedures, and typical project designs have changed significantly since 2005. Many of the recommendations address shorezone fees for modified procedures that were first implemented with the 2018 shorezone amendments.

Implementation Project Status:

The implementation measures related to application fees and the current status of each are as follows:

- Cost Recovery Goal for Application Fees: Periodically adjust project application fees to recover project review and inspection costs, and maintain targeted fee subsidies.

Status: Initial changes are ready for Governing Board action. These fee amendments were identified, reviewed, and refined with the Implementation Report for TRPA Permitting Improvements; then again as part of the Permitting Improvement Amendments.

Additional fee adjustments should be considered in two years, with consideration given to the expanded time and expense monitoring reports.

- Expense Monitoring: Track application review times and costs to provide an administrative feedback loop and to inform future fee updates.

Status: Staff time tracking is now mandatory in Accela for permitting operations. Tracking report details are in draft form and will be finalized in November 2023. Performance measures for staff efficiency are being updated concurrently.

By mid-2024, reports should begin to reflect the full review process for new applications. By mid-2025, reports should reflect one complete annual cycle for new applications. Monitoring reports

and possible fee adjustments for permit applications can be considered during the 2026 budget cycle.

- Simplify Fee Documents: TRPA should consolidate fee information in the fee schedule.

Status: Adopted September 27, 2023

- Potential Fee Changes: Increases are proposed for some applications with fees that do not cover review costs. Included are shoreland scenic reviews, buoys and floating platforms, mooring lottery eligibility reviews, pier additions, and enhanced staff-level reviews. Lesser increases are proposed for lodging projects, and for minor submittals that do not have a processing fee. Decreases are recommended for day care facilities, for applications subject to streamlined processes, and within community plan areas.

Status: Proposed changes are individually described below.

Cost Recovery Recommendations:

Targeted cost recovery recommendations are described below:

Shoreland Scenic Reviews

2023 Fee: \$629 added to base application fees for shoreland projects

Proposed Fee: \$1,000 added to application fees for shoreland project review levels 3 & 6
\$2,000 added to application fees for shoreland project review levels 4 & 5

Rationale: Shoreland scenic reviews typically require more work than is covered by the \$629 flat fee – especially the complex applications that maximize development potential on constrained lakefront properties.

Shoreland scenic reviews are required for significant lakefront and shorezone projects including new piers, lakefront buildings, additions, and façade modifications. These projects are subject to typical project review requirements plus a separate scenic analysis addressing visual contrast, vegetative screening, and visible mass. The three basic development limitations for lakefront projects are coverage, height, and total visual mass. Designs and mitigation measures to demonstrate compliance are often complex.

Code Chapter 66 and 80-84 require a 10-step quantitative analysis that applies to improvements that impact the project's appearance. Improvements visible from the Lake are quantified separately for each building material, scores are given based on material colors, glass reflectivity, perimeter screening percentage, surface planes, and surface texture. Various calculations are then made to determine the maximum visual mass for the project. New landscaping can be used for mitigation to effectively reduce visual mass after a 5-year growth period.

This system is intended to provide a balance between prescriptive regulations (i.e., a project must meet a certain score) and flexibility for the project designers. Projects can demonstrate conformance through many design variations and mitigations. This all requires significant review time.

Additionally, the generally applicable scenic standards require that projects not decrease scenic threshold ratings. These findings can be more challenging for lakefront properties and can require additional research into scenic unit and prior scenic evaluations.

The review cost for a full scenic analysis (Levels 4 and 5) is estimated to average \$2,000.

Lesser analysis is required for level 3 and 6 improvements (minor modifications and EIP projects). Review costs are estimated to average \$1,000.

Level 1 and 2 reviews do not require scenic assessments and do not have a supplemental review fee.

Buoys and Floating Platforms

2023 Fee: New: \$787 each for the first 3 buoys; \$393 for each additional buoy.
 Modifications: \$629 each for the first 3 buoys; \$315 for each additional buoy.

Proposed Fee: \$1,500 for each buoy

Rationale: Review of new or relocated buoy applications typically requires more work than is covered by the existing application fees. \$1,500 per buoy is staff's cost recovery estimate based on the following considerations:

- Buoy applications are often not routine. Reviews for conformance with Chapters 80-84 need to verify proper allocations, eligibility, buoy locations and separations.
- Determining conformance with standards can be nuanced. Issues can get complex, including eligibility and allowed locations based on property line projections. Consultation with supervising and/or legal staff is common for buoy applications.
- Properties (one or multiple) that have or are eligible for buoys typically have complicated project areas. Past landward and shorezone permits have to be reviewed to understand any applicable conditions or limitations. Complexity tends to increase for larger buoy fields.
- Coordinated review and consultation is required with California or Nevada State Lands, the US Army Corp of Engineers, and Lahontan Regional Water Quality Control Board. Coordination typically occurs at monthly meetings of the Shoreline Review Committee; however, separate conversations between partners and the reviewing planner are sometimes needed.
- Bouy field modifications attract a lot of public interest. Staff needs to address questions and concerns from interested parties.

Mooring Lottery Eligibility Reviews

2023 Fee: \$71

Proposed Fee: \$350

Rationale: The \$71 application fee does not recover the typical cost of review. \$350 is staff's cost recovery estimate based on the following considerations:

- The \$71 fee was originally the buoy recognition fee (prior to 2018). The fee was applied to mooring lottery eligibility in 2019 without a cost recovery evaluation.
- Staff incurs costs associated with preparing for, conducting, and following through with the mooring lottery; including:
 - Technology to conduct the mooring lottery (through LT Info) adds about \$5,000 to annual operating costs.
 - Outreach conducted by staff to inform people of the upcoming lottery, including updating email notification lists, working with Tahoe Lakefront Owners Association, working with the counties and other staff on property ownership changes, etc.
 - A ramp up in customer service in the month leading up to the mooring lottery. Residents often have questions.
 - Sending out notifications after the lottery has been conducted.
 - Serving as the primary agency responsible for ensuring moorings are permitted and registered.
 - Legal consultation.

Pier Expansions

2023 Fee: \$3,025 (same as pier modification)

Proposed Fee: \$6,050 (same as new pier)

Rationale: The fee for pier expansions and modifications (\$3,025 base fee) typically does not recover review costs for pier reconstructions and expansions. The proposed change would increase the fee for pier expansions to match the fee for new piers. The fee for pier modifications would not change.

Considerations include:

- Pier expansion reviews require most of the same basic review steps as new piers; whereas pier modifications may not increase structure dimensions and are much less complex to review.
- The basic review requirements for piers are listed in Code chapters 80-85. A lot of design details need to be verified. Determining conformance for locations, length, depth, property line projections, scenic mitigation, and other applicable standards requires considerable time.
- Pier projects typically have to address the separate development standards applicable in Lake Tahoe, in the Backshore, and in the Shoreland. This increases complexity and review time.
- Pier expansion reviews also include determinations if existing structures meet the TRPA definition of a legally existing pier; and can involve determinations of closer conformance. These topics can become complex and time consuming.
- Pier expansions and reconstructions attract a lot of public interest. Staff needs to address questions and concerns from interested parties.

25 Percent Fee Multiplier for Projects Requiring Notice

2023 Fee: Projects requiring notice pay the same fee as standard projects. Fee multipliers currently apply to Hearings Office review (40%) and Governing Board review (80%)

Proposed Fee: 25 Percent fee multiplier for projects requiring public notice.

Rationale: Public notice is required for projects that tend to be more complex and/or impactful than standard projects, but less complex/impactful than projects requiring review by the Hearings Officer or Governing Board. Examples include subdivision of existing structures, new or increased density for tourist and commercial uses, major erosion control projects, and some shorezone projects. With the approved code amendments, applications for piers and buoy fields will also use this process.

Noticing increases review times significantly, which is not reflected in the current fee structure.

For projects requiring notice, the applicant will provide stamped addressed envelopes. TRPA staff is responsible for preparing a public notification packet with project information, distributing the public notices, and receiving and responding to public comment. This often involves multiple communications with interested residents to keep them informed when project revisions are submitted or permits are acted upon.

A 25 percent fee multiplier approximates the average processing cost for associated work. This fee is higher than for standard applications, but less than the 40% and 80% multipliers for Hearings Office and Governing Board reviews.

Cumulative Impact of Shorezone Fee Changes

The above-listed fee changes apply to shorezone and shoreland projects. In some cases, fee increases are partly or fully offset by the reduced fee for public noticing instead of hearings officer or governing board review.

The table below shows the estimated net change for typical application fees if all of the recommended fee changes are implemented.

Application Type	Total Fee (Existing)	Total Fee (Proposed)
New Pier – multiple use (High Scenic)	\$12,544	\$10,425 (no GB review)
New Pier – single use (High Scenic)	\$9,756	\$10,425 (no HO review)
Pier Expansion (High Scenic)	\$3,944	\$10,425
Pier Modification (No Scenic)	\$3,944	\$3,994
One New Buoy (No Scenic)	\$787	\$1,500
Relocate 5 buoys (No Scenic)	\$2,807	\$7,790

Hotels, Motels and Timeshares

Existing and Proposed Fee: Application fees for lodging and multi-family are each structured with a base fee and a per unit fee. Certain lodging fees are proposed to be increased to match the comparable fee for multi-family units, as shown below:

Use type	Base Fee (flat)	Base fee (per Unit)
Multi-Family New	\$3,195	\$59
Multi-Family Addition	\$1,743	\$59
Lodging New	\$2,441 <u>\$3,195</u>	\$43 <u>\$59</u>

Lodging Addition	\$2,441	\$43 <u>\$59</u>
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Rationale: Fees for new hotels, motels, and residential timeshares are lower than for new multi-family housing. This does not reflect the complexity of reviews, which is generally similar but somewhat greater for lodging projects.

Qualified Exempt Declaration

2023 Fee: \$197 for structural modifications, \$335 in the shorezone, and none for others

Proposed Fee: \$197 outside the shorezone, \$335 in the shorezone (plus 2024 CPI adjustment)

Rationale: Qualified Exempt (QE) procedures were streamlined, but declarations still require processing time for acceptance, stamping, and filing. Currently, there is no fee for many QE declarations. The existing \$197 fee that applies to some QE declarations should be sufficient and is recommended to apply for all types. The higher fee for shorezone declarations will fund a continued screening process so staff is aware of work occurring in sensitive shorezone areas.

Repeat Permit Acknowledgement (final approval)

2023 Fee: None

Proposed Fee: \$200

Rationale: On occasion, applicants need to modify final TRPA plans to address local government permit requirements. These are typically minor adjustments required by local agency building codes. When this occurs, the updated plans need to be reviewed again by TRPA and stamped again if the changes are acceptable. Currently, there is no fee for this. \$200 is a cost recovery estimate for this process, which typically takes 1-3 hours depending on the complexity of changes.

Parcel Consolidation Deed Restrictions.

2023 Fee: None

Proposed Fee: \$200

Rationale: Parcel consolidations are exempt from TRPA review if appropriate deed restrictions are recorded. TRPA needs to prepare the deed restrictions, but there is currently no fee. \$200 is a cost recovery estimate for this process, which typically takes about 2 hours.

Fee Incentive Recommendations: Certain fees that have been in place for decades were identified as a disincentive for projects that TRPA now encourages at a policy level. Recommended changes include:

25 Percent Fee Multiplier for Projects in Special Plan Areas

2023 Fee: Projects located within a special plan area currently pay a 25 percent fee multiplier.

Proposed Fee: Eliminate the fee multiplier special plan areas. Application fees would be based on project type and scale, not location.

Rationale: The fee schedule applies a 125% fee multiplier to Projects in community plan areas, and in redevelopment, specific and master plan areas. This fee structure was originally intended to reflect the complexity of these pre-2012 regulatory documents.

The few remaining community plans are important areas for environmental redevelopment. The added fee may be working against this goal. There has also been confusion if the fee applies in Area Plans.

The newer area plans are not as complex as the old planning documents and should not increase typical review times.

Day Care Facilities and Preschools

2023 Fee: \$3,025 new / \$2,782 additions

Proposed Fee: \$800

Rationale: There is a shortage of day care and preschool facilities in the region.

The current TRPA application fee is \$3,025 for new facilities and \$2,782 for additions. This may be an impediment for new or expanded providers, especially smaller facilities. An \$800 application fee would establish a fee subsidy without completely waiving application fees.

Potential Phasing Plan: If approved without phasing, the recommended fee changes will go into effect on January 22, 2024 together with the annual inflation adjustments.

An alternative is to approve phased implementation of targeted fee changes. This approach is not unusual, especially for larger fee increases, but it would reduce incremental progress toward cost recovery in the near term.

For example, fee changes could be implemented in three annual phases of 1/3 each. If this option is selected, the time and expense monitoring data could be reviewed together with the third phase of the increase and refined fee amounts could be considered.

If phased implementation is preferred, staff recommends that phasing focus on the larger increases to avoid undue complexity over minor fee changes. The fee multiplier for public noticing should also be implemented immediately given the increased use of this process for piers and buoy fields. The list below is a suggested grouping of fee changes if phased implementation is preferred by the Governing Board.

Implement Changes in 3 Annual Phases:

- Shoreland Scenic Reviews
- Buoys and Floating Platforms
- Mooring Lottery Eligibility Reviews
- Pier Expansions
- Hotel, Motels and Timeshares

Implement Immediately:

- 25 Percent Fee Multiplier for Projects Requiring Notice
- Qualified Exempt Declaration

- Repeat Permit Acknowledgement (final approval)
- Parcel Consolidation Deed Restrictions
- 25 Percent Fee Multiplier for Projects in Special Plan Areas
- Day Care Facilities and Preschools

Estimated Fiscal Impact:

The fee schedule changes are estimated to increase department revenue by \$170,000-\$220,000 annually, or about 8-10 percent of total department revenue.

TRPA has not tracked project review costs by application fee category. As a result, it is difficult to quantify the specific fiscal impact of each change. However, staff researched applications submitted in 2020-2022 and estimated the number of submittals for application information that was not available in the tracking system. These estimates are used as the basis for the fiscal impact estimate table, which should be viewed as approximate. Changes to the shoreland scenic review fees account for about half of the revenue increase. Other major contributors include buoys, pier expansions, and the existing “no-fee” applications.

Fiscal Impact Estimates for Application Fee Changes						
Fee Topic	Average Annual Applications 2020-22	2023 Application Fee	Estimated 2023 Total Fee Collections	Proposed Fee	Estimated 2023 Total with Changes	Annual Fiscal Impact
Shoreland Scenic Reviews	86	\$629	\$54,094	\$1,000 or \$2,000	\$150,000	\$95,906
<i>Level 3 or 6 (approx. 25% of applications)</i>	22			<i>\$1,000</i>	<i>\$22,000</i>	
<i>Level 4-1, 4-2, 5-1, 5-2 (approx. 75% of applications)</i>	64			<i>\$2,000</i>	<i>\$128,000</i>	
Buoys and Floating Platforms (new)	36	\$787 each for the first 3; \$393 per additional	\$28,332	\$1,500 each	\$54,000	\$25,665
Buoys and Floating Platforms (additions)	4	\$629 each for first 3; \$315 per additional	\$2,202	\$1500 each	\$6,000	\$3,798
Mooring Lottery Eligibility Reviews	40	\$71	\$2,840	\$350	\$14,000	\$11,160
Pier Expansions	11	\$3,025	\$33,275	\$6,050	\$66,550	\$33,275
Day Care / Preschool (new)	1	\$3,025	\$3,025	\$800	\$800	\$(2,225)

Day Care / Preschool (additions)	1	\$2,782	\$3,782	\$800	\$800	\$(1,982)
Hotel, Motel, & Timeshares (additions)	3	\$2644 plus per unit \$47	\$8,637	\$2644 plus per unit \$59	\$8,817	\$180
Qualified Exempt (no-fee items)	120	none	\$0	\$197	\$23,640	\$23,640
Repeat Permit Acknowledgement	20	none	\$0	\$200	\$4,000	\$4,000
Parcel Consolidation	20	none	\$0	\$200	\$4,000	\$4,000
Reviews with public notice		none	\$0	1.25 multiplier	\$20,000	\$20,000
Special Planning Areas		1.25 multiplier	\$20,000	None	\$0	\$(20,000)
Total Estimated Annual Fiscal Impact (approx.)						\$197,420
Annual Fiscal Impact Range						\$170,000- \$220,000
Note: All Information is approximate based on best available information. Fees are calculated only for the proposed fee revisions and may not reflect the total combined fee for each project. Please note that additional projects requiring noticing in the future are not included since those fee reductions should be proportional to reduced review times for staff.						

If implemented in three annual phases, the cumulative revenue increase would be reduced by \$170,000-\$220,000, as shown below in the table below.

	Estimated Annual Revenue Increase		
	Immediate Implementation	3-Year Phased Implementation	Difference
2024	\$170,000 - \$220,000	\$56,667 - \$73,333	\$(113,333) - \$(146,667)
2025	\$170,000 - \$220,000	\$113,333 - \$146,667	\$(56,667) - \$(73,333)
2026	\$170,000 - \$220,000	\$170,000 - \$220,000	\$0
3-Year Total	\$510,000 - \$660,000	\$340,000 - \$440,000	\$(170,000) - \$(220,000)

Approval Process:

Staff requests that the Governing Board discuss and adopt the proposed amendments. If approved, fee amendments will go into effect on January 22, 2024 together with the annual inflation adjustments.

The proposed amendments were presented and discussed with the Regional Plan Implementation Committee (RPIC) at their August 23, 2023 meeting; and to the Advisory Planning Commission at their September 13, 2023 meeting. RPIC and APC unanimously passed the motion presented within this packet to recommend approval of the amendments to the TRPA Governing Board.

Contact Information:

For questions regarding this agenda item, please contact John Hester, Chief Operating Officer and Deputy Executive Director, at 775-589-5219 or jhester@trpa.gov. To submit a written public comment, email publicComment@trpa.gov with the appropriate agenda item in the subject line. Written comments received by 4 p.m. the day before a scheduled public meeting will be distributed and posted to the TRPA website before the meeting begins. TRPA does not guarantee written comments received after 4 p.m. the day before a meeting will be distributed and posted in time for the meeting.

Attachment:

- A. Adopting Resolution

Attachment A
Adopting Resolution

TAHOE REGIONAL PLANNING AGENCY
TRPA RESOLUTION NO. 2023 –

RESOLUTION OF THE TAHOE REGIONAL PLANNING AGENCY
TO AMEND THE TRPA FEE SCHEDULE

WHEREAS, the Tahoe Regional Planning Agency (TRPA) is required under the TRPA Compact and the Regional Plan and Code of Ordinances to review projects, and reasonable fees must be charged to reimburse the Agency for such review costs; and

WHEREAS, the filing fees adjusted or created pursuant to this resolution are compensatory, cover the actual cost of providing services in reviewing and processing project applications, bear a direct relationship to the cost of administering the Agency's ordinances, and do not raise revenue in excess of the cost of such services.

NOW, THEREFORE, BE IT RESOLVED that the Governing Board of the Tahoe Regional Planning Agency, pursuant to the authority contained in Article VII(e) of the Tahoe Regional Planning Compact and Section 10.7 of the Rules of Procedure of said Agency, that the fees to be charged and collected for the filing of applications for all projects, activities and environmental documents to be reviewed or approved, or both, by the Agency shall be in accordance with the schedule thereof set forth in the staff report as provided and incorporated herein by this reference and shall become effective _____, 2024.

PASSED and ADOPTED by the Governing Board of the Tahoe Regional Planning Agency this _____ day of _____, 2023, by the following vote:

Ayes:
Nays:
Absent:

Cindy Gustafson, Chair
Tahoe Regional Planning Agency
Governing Board