



STAFF REPORT

Date: May 19, 2022

To: TRPA Hearings Officer

From: TRPA Staff

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

Proposed Action:

Hearings Officer action on the proposed project and related findings based on this staff summary and the draft permit (Attachment A).

Staff Recommendation:

Staff recommends the Hearings Officer make the required findings and approve the project subject to the special conditions in the draft permit.

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 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 AM and 7:00 PM, with a 30-minute headway. The site at 771 Southwood will be utilized throughout this service season. The 915 Northwood location will be utilized only while school is not in session. The school year for Washoe County schools in Incline Village begins in mid-August. 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 utilize these two sites on a temporary basis. The service has been operating for a number of years on a less-formalized basis. The current proposal is to officially allow the transit service to utilize these two locations as intercept parking and transit stops. As identified in a Special Condition #5 in the attached draft permit, TRPA will require reporting and data gathering at each location (and for the service as a whole), which will be utilized to develop a long-term plan for the East Shore Express and future transit facilities in Incline Village.

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

Site Description:

The two locations addressed with this application are owned by the Washoe County School District (WCSD). 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 of 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.

Although no physical improvements are proposed at either location, all activity will take place in areas verified as Bailey Land Capability Class 6. Both sites have been certified for Best Management Practices (BMPs). (APN 132-201-02: Certificate #14705; November 4, 2011; APN 132-012-05: Certificate #4630; February 23, 2005).

Issues:

The proposed project involves a special use determination and therefore requires Hearing Officer review in accordance with Chapter 2, Subsection 2.2.2.a of the TRPA Code. All other issues are discussed in the staff analysis below.

Staff Analysis:

- A. Environmental Documentation: TRPA staff completed the Initial Environmental Checklist (IEC) and “Project Review Conformance Checklist and Article V(g) Findings” in accordance with Chapter 4, Subsection 4.3 of the TRPA Code of Ordinances. All responses contained on said checklists indicate compliance with the environmental threshold carrying capacities and TRPA staff recommends the Hearings Officer make a Finding of No Significant Effect. A copy of the completed checklists will be made available at the Hearings Officer hearing and at TRPA.
- B. Plan Area: Both proposed project locations are located within Washoe County’s Tahoe Area Plan, in the “Incline Village Commercial Regulatory Zone,” where “Transit Stations and Terminals” are permissible as a special use.
- C. Land Coverage: The project will not result in the creation of additional coverage, nor will it result in the relocation of coverage on either proposed site. Although no changes to coverage are proposed with this project, all proposed activity will take place in areas verified as Bailey Land Capability Class 6.
- D. Height: No physical changes to structures are proposed with this project.
- E. Scenic Quality: Although both locations are visible from Nevada State Route 28 (TRPA Scenic Travel Route Unit 22, Crystal Bay), no physical changes are proposed as a part of this project. Therefore, the project will not affect scenic quality along this travel route.

- F. Traffic: The Tahoe Transportation District (TTD) prepared a Vehicle Miles Travelled (VMT) analysis, as directed by TRPA transportation planning staff. The VMT analysis shows that the proposed project will result in an overall reduction in regional daily VMT of approximately 557 miles. The VMT analysis presumes that approximately 70% of the trips will access the site from along the North Shore, 11% from out the Basin to the North, and 19% coming from the South. The analysis shows that the Southwood location will generate approximately 17 additional vehicle trips during the peak hour. Hourly count data (published by the Nevada Department of Transportation) shows the peak hour traffic volumes on Southwood in the vicinity of the project is 378 vehicles per hour. Peak Hour vehicle trips associated with the proposed project represent approximately 4% of the total roadway volume for this portion of Southwood Boulevard. If the provisions of the Mobility Mitigation Program were applicable, this project would not be subject to any additional mitigation requirements.
- G. Parking: Parking associated with the proposed project will be provided onsite at each location. The area surrounding the site at 771 Southwood Boulevard currently experiences parking issues related to the surrounding land uses. The Permittee will have a parking attendant onsite at this location to assure that parking will occur in designated parking areas only. When the capacity at this site is reached, customers will be directed to the overflow site at 915 Northwood Boulevard.
- H. Required Findings: The following is a list of the required findings as set forth in Chapters 4, 21, 37 and 50 of the TRPA Code of Ordinances. Following each finding, agency staff has summarized the evidence on which the finding can be made.
1. Chapter 4 – Required Findings:
 - (a) 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.

The project is located within Washoe County's Tahoe Area Plan (Incline Village Commercial Regulatory Zone) (formerly Incline Village Commercial Community Plan), where transit stations and terminals are permissible as a special use. The proposed use of these sites as a transit stop/station will assist in implementing the Transportation Policies of the Regional Plan, related to Environment (to protect and enhance the environment, promote energy conservation, and reduce greenhouse gas emissions), and Connectivity (Transit). Facilitating the shuttle service also directly addresses multiple transportation planning goals identified in the Tahoe Regional Planning Compact to "reduce dependency on the automobile by making more effective use of existing transportation modes and of public transit to move people and goods within the Region," and "to reduce to the extent feasible air pollution which is caused by motor vehicles." Reducing the pollution associated with additional vehicle miles being driven on the local roadways will also assist in meeting TRPA Thresholds related to water quality and air quality. There is no evidence showing the proposed project will have an adverse effect on the Land Use, Transportation, Conservation, Recreation, Scenic Quality, Public Service and Facilities, or Implementation sub-elements of the Regional Plan. The project, as conditioned, will not adversely affect the implementation of any applicable elements of the Regional Plan.

- (b) The project will not cause the environmental threshold carrying capacities to be exceeded.

TRPA staff has completed the “Article V(g) Findings” in accordance with Section 4.4.2 of the TRPA Code of Ordinances and incorporates the checklist into this analysis. All responses contained in the project indicate compliance with the environmental threshold carrying capacities. In addition, the applicant has completed an Initial Environmental Checklist (IEC), which is hereby incorporated into this analysis. Staff has concluded that the project will not have a significant effect on the environment. A copy of the completed checklist and IEC will be made available on the TRPA website, and through the Parcel Tracker.

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

The project, as conditioned, will not have an adverse impact on applicable air and water quality standards for the Region. The project is proposed as a Temporary Use and does not include any physical changes to either site. Additional vehicle trips will be generated at each of the project locations. The project will provide an overall net decrease in regional daily Vehicle Miles Travelled (VMT).

2. Chapter 21 – Special Use Findings:

- (a) The project, to which the use pertains, is of such a nature, scale, density, intensity and type to be an appropriate use for the parcel on which, and surrounding area in which, it will be located.

The nature of the proposed project is consistent with the public service uses permissible within the Area Plan. Both locations are within the “Incline Village Commercial” portions of the Tahoe Area Plan and are within the designated town centers. Each location is surrounded by a mix of public service, commercial and residential uses. Facilitating the associated transit service will assist in meeting various transportation policies identified in the Regional Plan, as well as two specific transportation planning goals identified in the Tahoe Regional Planning compact. No physical changes are proposed at either site.

- (b) The project to which the use pertains, will not be injurious or disturbing to the health, safety, enjoyment of property, or general welfare of persons or property in the neighborhood, or general welfare of the region, and the applicant has taken reasonable steps to protect against any such injury and to protect the land, water, and air resources of both the applicant’s property and that of surrounding property owners.

The proposed project does not include any physical changes to either proposed location. The proposed use will generate additional vehicle traffic at each of the proposed locations, but will reduce daily regional Vehicle Miles Travelled (VMT) overall. The VMT/traffic analysis shows that the additional vehicle trips generated by the project at the Southwood location during the peak hour represent approximately 4% of the adjacent street traffic volumes.

Both locations are on streets with a speed limit of 25 miles per hour. Given the project's low contribution of additional adjacent street traffic, it will not be injurious or disturbing to the health, safety, enjoyment of property or general welfare of persons or property in the neighborhood. The applicant will have a monitor on site at the Southwood location to direct customers to the overflow site when the Southwood site fills up.

The use has operated in previous years, most recently in 2019. The current proposal will be utilized as an opportunity to gather information related to transit service and the functioning at both locations. The data gathered will be evaluated to assess the site's long-term plan function.

As stated above, the use of these sites to serve the local transit system will assist in meeting transportation related goals in the Regional Plan and the Tahoe Regional Planning Compact, as well as having positive impact towards meeting several water quality and air quality related thresholds.

- (c) The project, to which the use pertains, will not change the character of the neighborhood or detrimentally affect or alter the purpose of the applicable planning area statement, community plan and specific or master plan, as the case may be.

The use of these sites to serve the local transit system will not change the character of the neighborhood. The project is located within a town center within the "Incline Village Commercial Regulator Zone" with the Washoe County Tahoe Area Plan. "Transit Stations and Terminals" are permissible as a special use. Several policies within the Regional Plan support the implementation of public transit. The proposed use is consistent with the concept plan within the Area Plan, which identifies this parcel as "Public Service."

3. Chapter 50 – Additional Public Service Facility Findings:

- (a) There is a need for the project.

The Tahoe Transportation District (TTD) has been operating the East Shore Express (ESE) for several years. The purpose of the ESE is to bring people to the recreational facilities along Lake Tahoe's East Shore without the added environmental impact associated with increased vehicle use at each of these locations. Approving the temporary use at these sites will allow for the gathering of data during service operations, which will be used to develop long term plans and strategies for transit service serving the East Shore.

- (b) The project with the Goals and Policies, applicable plan area statements, and Code.

See rationale in Chapter 4 findings, above.

- (c) The project is consistent with the TRPA Environmental Improvement Program.

The project will assist in providing transit service between North Shore and East Shore, which is consistent with EIP Project #3.02.03.0004, “East Shore Transit Service Operational Enhancements.” The project will also assist in the longer-term development of EIP Project #03.02.01.0021 (Tahoe Mobility Hub – Washoe County). The information and data gathered during the temporary operations at these locations will be utilized to help develop long-term plans related to the EIP projects mentioned above. The project will have indirect benefits to both Air Quality and Water Quality.

- (d) The project meets the findings adopted pursuant to Article V (g) of the Compact as set forth in Chapter 4: *Required Findings*, as they are applicable to the project’s service capacity.

As stated above, this project will provide an important component of an overall improved transportation system by providing transit access to the recreational opportunities along Lake Tahoe’s East Shore. The project will assist in implementing the transportation goals identified in the Regional Plan, as well as the Environmental Improvement Program (EIP).

- (e) If the proposed project is to be located within the boundaries of a community plan area, then, to the extent possible consistent with the public health and safety, the project is compatible with the applicable community plan.

This project is located with the “Incline Village Commercial Regulatory Zone” of Washoe County’s Tahoe Area Plan. This area is what was formerly the “Incline Village Commercial Community Plan.” “Transit Stations and Terminals” is permissible as a special use. The proposed project is consistent with the local plan.

As discussed above, the project will result in an overall decrease in daily vehicle miles travelled (VMT). The peak hour trips associated with the project will represent approximately 4% of the hourly roadway traffic volumes on the adjacent street. The applicant will have a monitor onsite to advise customers to utilize the overflow site when the primary Southwood site reaches its capacity.

The “Incline Village Commercial Concept Plan” within the Washoe County Tahoe Area Plan identifies this area as “Public Service.” The proposed “Transit Station and Terminals” land use falls within TRPA’s Public Service land uses and is consistent with the Area Plan.

The affected parcels are within areas identified as “Town Centers” within the Incline Village Commercial Regulatory Zone. The Area Plan states that town center strategies rely on “focusing transportation services, transit, and bicycle and pedestrian facilities in centralized areas where a variety of retail, employment, tourism and housing needs can be met.” The proposed transit-related use is consistent with these strategies states in the Washoe County Tahoe Area Plan.

Contact Information:

For questions regarding this project please contact Bridget Cornell, TRPA Current Planning, by telephone at (775) 589-5218 or via email to bcornell@trpa.gov.

Attachments:

- A. Draft Permit
- B. Project Plans

Attachment A

Draft Permit

ATTACHMENT A

Draft Permit

APN 132-201-02 and 132-012-05

FILE NO. ERSP2021-0673

Additional Filing Fee (1): Amount \$ 618.15 Paid _____ Receipt No. _____

Postage for Notice Mailing (2): Amount \$ 44.66 Paid _____ Receipt No. _____

Security Posted (3): Amount \$ 1,000.00 Type: _____ Paid _____ Receipt No. _____

Security Administrative Fee (3): Amount \$ _____ Paid _____ Receipt No. _____

Notes:

- (1) See Special Condition 3.D., below.
- (2) See Special Condition 3.E., below.
- (3) See Special Condition 3.F., 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 the temporary operation of a transit station and terminal at the former Incline Elementary School campus (APN 132-201-02) and the current Incline Elementary School campus (APN 132-012-05). 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 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 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.

Both sites have been certified for Best Management Practices (BMPs). (APN 132-201-02: Certificate #14705; November 4, 2011; APN 132-012-05: Certificate #4630; February 23, 2005).

Other than the temporary placement of benches, trash receptacles, signage, etc., directly related to the proposed transit service, no physical improvements are proposed at either location.

Per Special Condition 5, below, TRPA will require the applicant to prepare a report regarding the usage at each location (and for the service as a whole), which will be utilized to develop a long-term plan for the East Shore Express and future transit facilities in Incline Village.

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

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. Please provide a site plan for each location addressed in this permit that includes:
 - (1) The location and number of parking spaces available at each site.
 - (2) The location of the transit stop, and the route the vehicles will access the stop.
 - (3) The location of any improvements (e.g., benches, trash receptacles, signage, etc.) that will be temporarily placed onsite.
 - B. Please submit a temporary sign plan for review and approval. Temporary Sign Plan shall include all temporary signage to be placed onsite and shall comply with TRPA Code of Ordinances.
 - C. Please provide a written plan to TRPA that addresses how potential complaints will be addressed by the Tahoe Transportation District. See Special Condition #4, below, regarding documentation of and response to complaints.
 - D. Applicant shall pay an additional \$618.15 in application filing fees. The fees paid with application submittal did not take into account the fee multiplier for requiring a public hearing (1.4), or for the affected parcels being within a Special Planning Area (1.25).
 - E. The Permittee shall pay \$44.66 for the postage required to send the notices of public hearing to the affected property owners.
 - F. The security for this proposed project will be \$1,000.00. Security shall be released upon completion of the project, installation of permanent BMPs and satisfaction of all permit conditions. Please see Attachment J, Security Procedures, for appropriate methods of posting the security and the applicable security administration fee (currently \$212).
 - G. The permittee shall submit final plans to TRPA. If submitted electronically, only one set will be required.
4. If any complaints are brought to the attention of the applicant or to TRPA while the service is 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.
6. The permit expiration may be extended by one six-month period pursuant to Section 22.5 of the Code of Ordinances if a request to extend the permit is received in writing prior to the permit expiration date. Because this permit is for a seasonal temporary use, the six-month extension may be applied to the following operating season. 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. The granting of one six-month extension is at the discretion of TRPA and will be evaluated based on the permittee's compliance with permit conditions, adherence to proposed operation plan and compatibility with surrounding land uses.
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,

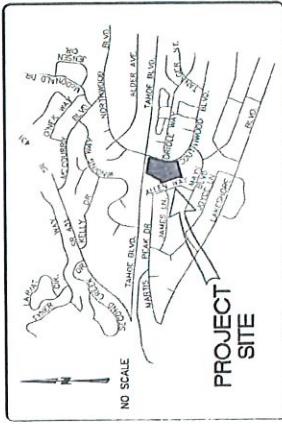
installation, or operation of any improvements, regardless of whether the actions or omissions are alleged to be caused by TRPA or Permittee.

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

Project Plans



VICINITY MAP

LEGEND

SITE DATA	
APN:	132-201-02
ACREAGE:	0.432 ACRES ±
STREET ADDRESS:	771 SOUTHWOOD BLVD. INLINE VILLAGE, NV
TOTAL LOT SIZE:	280 x 177.92 S.F.
LAND CAPABILITY:	1C 1C 1C
	98.03 S.F. 99.590 S.F.
TABLE ptacle, etc.) will be licked up in r amenities	
	Area (S.F.)
Acres	5.445
	9.296
	15.068
	25.857
AC Parking Areas	7.668
AC Driveway	32.960
Buildings	2.682
Curb and Gutter	829
Planters	
Total	99.590

17,794 SF @ 20% = 1,559

AREAS OF IMPERVIOUS COVER

FOUND 5/4" REBAR W/CAP PLS 27TH PER R/S 2771
 FOUND POINT AS NOTED
 CALCULATED POINT, NOTHING FOUND OR SET
 CPA, CONTROL POINT
 RECORD OF SURVEY
 DRAINAGE, EASTWEST
 PUBLIC UTILITY E-SEEDENT
 PELE
 TOCTIC MAP
 CENTERLINE
 SANITARY SEWER MANHOLE
 STORM DRAIN/HOLE
 CATCH BASIN
 DRAIN INLET
 CORRODED METAL PIPE
 POLYTINYL CHLORIDE
 REINFORCED CONCRETE PIPE
 GAS LINE
 WATER METER
 NW
 NY
 OH
 PDR
 PDR
 LIGHT POLE
 CIV. WIRE
 CW
 TMH
 EP
 EDGE OF PAVEMENT
 ASPHALTIC CONCRETE
 AC
 HANDICAP
 H/C
 107 PINE TREE W/DIA/TER TRUNK SIZE
 11FT
 PINE TREE W/DIA/TER TRUNK SIZE
 11FT
 CHAIN LINK FENCE
 CHAIN LINK FENCE
 WOOD FENCE
 INVERT ELEVATION
 IRON PIPE
 LP.

Arrows delineate access path for transit vehicles.

Site visit
Julian Vincent
7-1-10

GRAPHIC SCALE

(IN FEET)

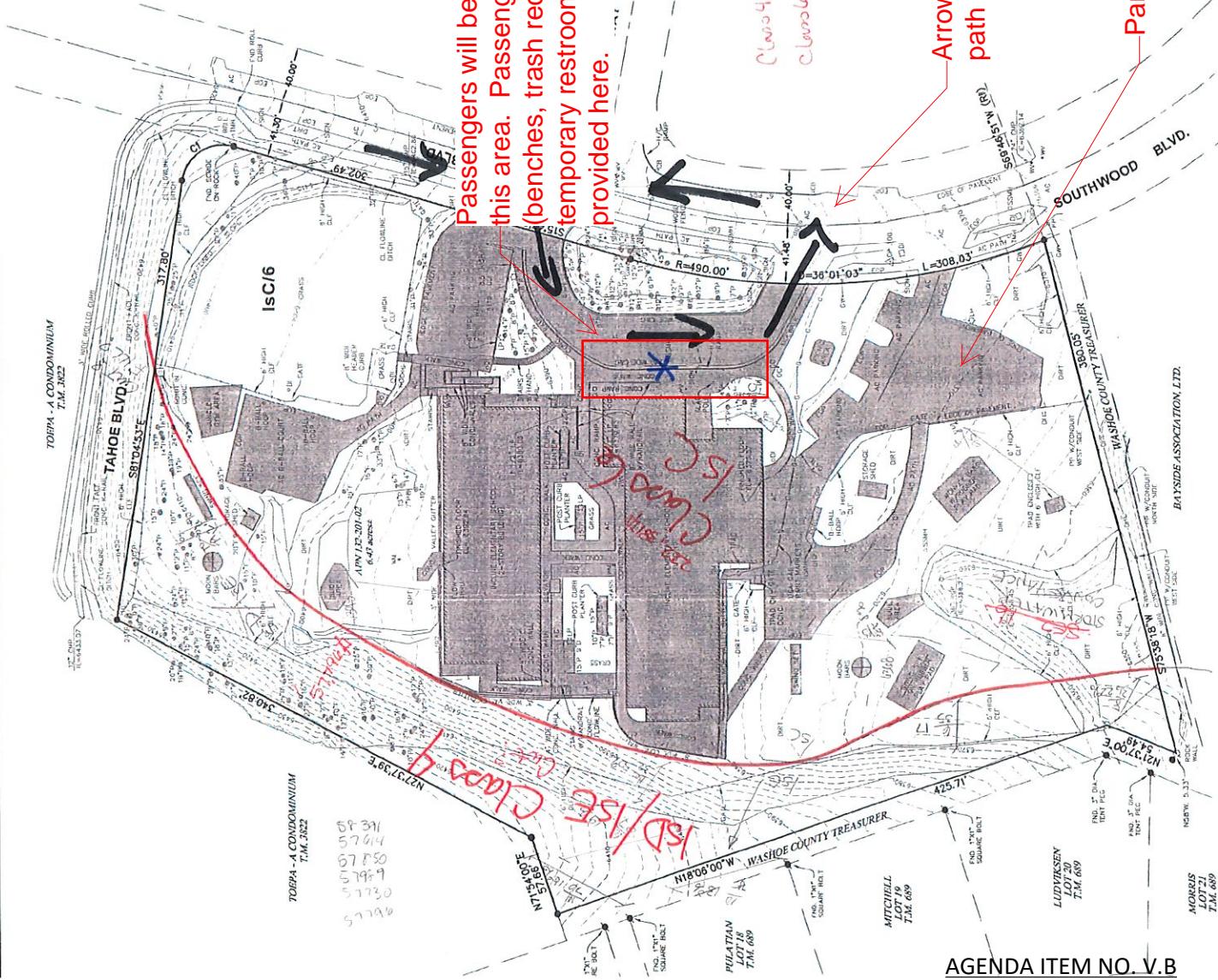
1 inch = 40 ft.

CONTOUR INTERVAL = 2 ft.

Scale markings: 0, 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22, 24, 26, 28, 30, 32, 34, 36, 38, 40.

FILE-COPY
LCA2010-0114
B2-201-02

771 Southwood Boulevard
TRPA File #ERSP2021-0673



AGENDA ITEM NO. V.B



915 Northwood Boulevard
TRPA File #ERSP2021-0673