

**TRPA
GOVERNING BOARD
PACKETS**

**DECEMBER
1979**

TAHOE REGIONAL PLANNING AGENCY

Dec. 1979
MEMORANDUM

DATE: December 10, 1979

TO: The TRPA Governing Board

FROM: The Staff

SUBJECT: Review of Incline Village Middle School and
Incline Village Park Athletic Field Projects

During the review of the two above-referenced projects, it was found that the proposed Middle School did not conform to the land coverage requirements of the Agency's Land Use Ordinance without the inclusion of land area from the athletic fields proposed by IVGID. The projects will therefore be reviewed as a single project by the Agency.

WALTER ENGINEERING REPORT ON H₂O

CHUCK WHITE REPORT

TAHOE REGIONAL PLANNING AGENCY
STAFF SUMMARY AND RECOMMENDATION

Public Works

Incline Village General Improvement District
Incline Village Park Athletic Fields
Variance to Grade Within a Stream Environment Zone
Washoe County

Summary

The Incline Village General Improvement District (IVGID) proposes to construct three athletic fields near the intersection of Tahoe Boulevard and Southwood Drive in Incline Village. The proposal is part of the master plan for parks and recreation facilities in the Incline Village area. The proposed facility would be partially shared with the Incline Village Middle School which would be located on a site adjacent to the athletic fields. The Washoe County School District and IVGID would enter into a joint use agreement for the use of the athletic fields and parking facilities. The majority of the parking facilities for the athletic fields would be located on the proposed Incline Village Intermediate School site and would serve the school uses and the athletic fields.

A portion of the project site lies within the stream environment zone (SEZ) and 100 year flood plain of Third Creek. The TRPA Grading Ordinance prohibits grading within an SEZ except in connection with a single family residence, utilities, drainage structures or roadways. A variance to grade within an SEZ is therefore required under the provisions of the TRPA Grading Ordinance.

Land Use

The athletic field site is presently classified Tourist Commercial by the Agency and would accommodate much more intensive uses than those proposed. However, day use areas, such as parks, playgrounds and athletic fields are a specifically allowed use in the Tourist Commercial District. The area adjacent to and to the east of the site is classified recreation and is presently utilized for tennis courts as part of Incline Village Park. Upon completion of the park facilities, according to IVGID's master plan, the athletic fields would form a portion of the park facilities which would stretch in a corridor from Lake Tahoe to Tahoe Boulevard, a distance of approximately 3/4 of a mile.

The IVGID park master plan indicates that certain areas should be reclassified to reflect the proposed recreational use of the property. Agency staff has discussed this matter with the applicant and has recommended that a General Plan amendment be initiated.

Existing Site Conditions

The site of the proposed athletic fields has been partially disturbed as a result of past construction activities in three separate phases (Figure 1). The majority of the site was apparently logged approximately 20 years ago. A substantial portion of the site, consisting of all that area except for a strip approximately 200 feet wide on either side of Third Creek, has been stripped of topsoil for use in construction of the Incline Village golf courses approximately 10 years ago. The central portion of the site has been used intermittently as a site for stockpiling spoil material.

Although seriously disturbed, portions of the site have been substantially restored as a result of natural growth and the stabilization of the West Fork of Third Creek. That portion of the site delineated as Area I on Figure 1 is currently utilized for a construction staging area and for stockpiling fill material. This area remains substantially disturbed.

The timing of disturbance activities in this area is difficult to establish because of the continuous use as a stockpile area. As recently as August, 1979, Agency staff requested that IVGID confine its activities to existing disturbed areas, since it was found that filling of the SEZ was taking place. Restoration of Area I is therefore highly desirable.

The area delineated as Area II on Figure 1 has been affected by the removal of topsoil. This area is rapidly recovering from previous disturbance activities. Aerial photographs indicate substantial vegetation regrowth has taken place in the last 10 years. A substantial number of seedling lodgepole pines have been established in this area. The shallow root structure of dead trees in this area along with the presence of lodgepole pine seedlings and willows indicates that this area has been subject to a seasonably high groundwater table in the past. A field inspection conducted by the applicant on November 30, 1979 revealed that the groundwater table was at a depth in excess of 10 feet at that time.

Area III on Figure 1 was the least modified by past activities and hence would require the least amount of site restoration. The area is characterized by riparian vegetation such as willows, alders, grasses and lodgepole pines. The topsoil is approximately 2 feet deep and hence the establishment of new vegetation since the area was logged has taken place rapidly.

Stream Environment Zone Delineation

The applicant has identified the distribution of riparian vegetation on the site as well as the delineation of the 100 year flood plain. The 100 year flood plain varies in width from approximately 100 feet to 325 feet and generally includes the areas characterized by riparian vegetation (Figure 2). The Flood Drainage Study prepared by the applicant indicates that the stream flow splits into two channels during flood events. The secondary channel, which accommodates flows which occur from overtopping of the main channel, would be eliminated as a result of the proposed project.

Land Capability and Allowed Coverage

The site is classified as Inville Stoney Coarse Sandy Loam, 2 to 9% slopes, Land Capability Level 6. The site would be allowed up to 30% impervious surface coverage under the recommendations of the land capability system. However, since the site is classified Tourist Commercial, up to 50% impervious surface coverage would be permitted under the provisions of the Land Use Ordinance.

Project Description

The proposed project is the second phase of implementation of a master plan for parks and involves the construction of athletic fields adjacent to the proposed Incline Village Middle School. This phase consists of construction of a baseball field, a softball field, and a field suitable for either soccer or baseball along with related parking facilities for 21 cars and walkways. The facility is adjacent to the proposed Incline Village Middle School which consists of the school building, athletic courts and parking for 100 cars. The athletic fields will be operated under a joint use agreement between the school district and IVGID.

Baseball Field - The proposed baseball field located at the southerly end of the site will be completely within an area currently used for stockpiling excavated material (Area I). Construction will involve removal of the 17 remaining trees, regrading of the site to create the nearly level playing surface, and installation of a turf area, drainage facilities, and slope stabilization of cut and fill slopes. No modification of the flood plain will occur as a result of construction of this area.

Along with the proposed construction of the baseball field, a substantial portion of the existing stockpiled material would be moved to one of the other playing fields and the area would be stabilized through revegetation. The grading plan indicates the maximum fill slopes for the baseball field to be approximately 8 feet which approximates the current situation in the area. The slope stabilization plan indicates areas to be riprapped and reseeded. All drainage from the playing surface would be collected and infiltrated on site. Overflow drainage would be directed to the adjacent stream zone. The overall condition of this area will be substantially improved as a result of construction.

Baseball and Soccer Field - The proposed combined baseball and soccer field, located in the northwestern portion of the site will be partially within the currently disturbed area, Area I, and partially within Areas II and III. The baseball and soccer field will encroach into the stream environment zone a distance of approximately 150 feet. The closest disturbed area to the main channel of the West For, of Third Creek is 75 feet.

Construction of the baseball and soccer field will require cut and fill slopes of approximately 10 feet at the maximum. The grading and slope stabilization plans indicate those areas to be riprapped and revegetated.

The primary concern with construction in this area is encroachment within the 100-year flood plain and elimination of the existing secondary stream channel. The flood plain analysis prepared by the applicant indicates, however, that the secondary channel in this area is primarily backwater. Filling of this area would therefore not result in increased velocities of stormwater which could cause resource damage on adjacent lands.

A second concern with construction of this area is the depth to groundwater in relationship to the proposed cut slope. The subsurface excavation and report prepared by the applicant's soils engineer indicates that no substantial groundwater flows would be intercepted as a result of the cut slope. However, in the event that minor seepage of groundwater would be incurred, Agency staff recommends that infiltration trenches be installed to percolate any water which is intercepted on the site.

Softball Field - The third primary feature of the proposed project is the construction of a softball field between the adjacent fields previously described. The softball field is located almost entirely within the area characterized by riparian vegetation and approximately two-thirds of the field is within the 100 year flood plain.

The grading plan indicates that the elevation of the softball field would be below that of the main stream channel in the vicinity of the field. Flood volumes which exceed the capacity of the main channel may therefore result in stream channel cutting in this area since the existing secondary channel would be eliminated. The applicant proposes to mitigate this problem by raising the elevation of the field and by constructing a berm or channel to divert flood flows away from the softball field and by rock riprap on all cut slopes. This mitigation would result in impeding the passage of approximately 1/3 of the volume of the 100 year flood and may be subject to failure.

Traffic and Air Quality

The traffic and air quality analysis were performed in conjunction with the Middle School proposal. Please refer to that staff summary for information relative to both sites.

Public Services

The applicant has submitted letters from Sierra Pacific Power Company and IVGID indicating their ability to provide electrical, water and sewer service to the project. Sierra Pacific Power indicates that its transmission lines do not meet acceptable industry standards and that service to the project and other customers may be subject to interruption of service. IVGID indicates its ability to provide water and sewer service "is contingent upon availability of existing and future sewage capacity and water rights and any action brought against the District contesting such rights." Conversations with IVGID indicate that the per unit water consumption data submitted to TRPA provided for the expansion of its park facilities, including the irrigation of the proposed athletic fields. The proposed would therefore not adversely affect the ability of IVGID to provide water service consistent with the report presented by Agency staff at the November, 1979 Governing Board meeting.

Land Coverage

The project involves a parking facility for 21 cars and walkways which provide access to the athletic fields. The impervious surface coverage which would result from construction of all facilities including the school grounds would be 12.6%. Although the athletic fields themselves would not be considered as impervious surface, the routine use of these facilities would reduce the permeability of the soils and thereby reduce on-site infiltration and increase runoff. In order to compensate for the loss of infiltration occurring on site, staff has recommended that infiltration trenches be constructed in order to detain all runoff from the athletic fields on site.

Local Agency Action

The project has been approved by the Washoe County Commissioners.

Analysis

Agency staff concurs with the applicant that it is appropriate to site the athletic fields immediately adjacent to the proposed Middle School. This siting makes the maximum use of facilities as well as minimizes the duplication of related facilities such as parking lots. Agency staff also concurs that portions of the proposed project will result in substantial improvements to existing site conditions. In particular, the proposed baseball field will result in restoration of a substantially modified area while actually reducing encroachment into the SEZ.

Construction of the combined baseball and soccer field results in only minimal encroachment into the 100 year flood plain in an area which is primarily characterized by backwater. No substantial adverse impacts are expected to result from construction in this area. The required findings to allow a variance to grade within the 100 year flood plain could therefore be made with regard to this area.

The remaining area, consisting of the proposed softball field, is the primary area of staff concern. Grading and filling in this area may result in substantial modifications to the flood plain and adversely affect the ability to pass a 100 year flood without resource damage on adjacent lands. The applicant has evaluated staff's recommendation to delete this area from the project but has rejected this request based on an analysis prepared by IVGID which indicates the public's need for the facility, as well as a consideration for optimizing the balance of cut and fill occurring on the project site.

Required Variance Findings

Section 7.80 of the Grading Ordinance prohibits clearing of vegetation, grading or filling within an SEZ except that drainage facilities, roads and utilities may be constructed where it is found that:

- "a) there will be no substantial alteration of natural flows of water or other detrimental effect on water quality; and
- b) the proposed work will not be detrimental to the environment within or adjacent to the stream environment zone."

Staff Recommendation

Agency staff recommends approval of a variance to grade within an SEZ for the proposed baseball field and baseball and soccer field. Agency staff recommends denial of a variance to construct the proposed softball field. Agency staff also requests that it be directed to initiate an amendment to the General Plan to reflect the proposed recreational uses of the property.

That portion of the proposed plans recommended for approval would be subject to the following conditions:

1. Each of the following conditions shall be completely satisfied prior to the issuance of any grading or building permits:
 - a. The final construction drawings for all site improvements shall be submitted to and approved by Agency staff. The final construction drawings shall clearly depict: 1) slope stabilization methods to be performed to stabilize all existing and proposed cut and fill slopes and areas denuded of vegetation; 2) areas to be revegetated, including complete specifications for such revegetation; 3) fencing for vegetation protection; 4) temporary and permanent erosion control devices; 5) measures to be taken for dust control; and 6) all drainage facilities.
 - b. The contract bidding documents for all proposed site improvements shall be subject to Agency staff review and approval and shall include all measures included as mitigation measures in the applicant's information report as well as assure the proper installation of slope stabilization, drainage, landscaping and vegetation measures.
 - c. Calculations and other necessary analyses demonstrating that the design of the surface water runoff control system will meet the requirements for surface and/or subsurface discharge as established in the Handbook of Best Management Practices. Such calculations and analyses shall be prepared by a qualified civil engineer and submitted to the Agency for staff review and approval.
2. Upon the issuance of building and grading permits, construction shall proceed in the following sequence:
 - a. Such trees as TRPA has authorized shall be removed and the initial phase of the vegetation preservation and protection plan shall be completed.
 - b. Installation of fencing for vegetation protection.
 - c. Installation of temporary erosion protection devices.
 - d. Prior to the removal of spoil materials from the construction site, a separate grading permit shall be obtained from the permit-issuing authority for offsite disposal of spoil materials.
 - e. All topsoil within areas to be graded shall be removed and stockpiled for use in revegetation of the site.
 - f. Installation of utilities including water mains and fire hydrants required by the fire department.
 - g. Completion of rough grading including installation of mechanical stabilization devices.

- h. Final grading and installation of base for paved areas.
 - i. Paving.
 - j. Landscaping and revegetation.
3. Compliance with all requirements and conditions of the permit-issuing authority.
4. There shall be no grading or land disturbance performed with respect to the project during periods of inclement weather, or when there is snow on the site or the area to be graded exhibits a seasonably high groundwater condition.
5. Replanting of all exposed surfaces, as per the revegetation and slope stabilization plan, shall be accomplished within the first growing season following disturbance. Planting shall be accomplished prior to October 15.
6. Trees and natural vegetation to remain on the site shall be fenced for protection. Scarring of trees shall be avoided and, if scarred, damaged areas shall be repaired with tree seal.
7. Areas to be paved shall be paved prior to October 15.
8. Mud shall not be tracked off the construction site. Grading operations shall cease in the event that a danger of tracking mud offsite exists. The site shall be cleaned up and road right-of-way swept clean when necessary.
9. During construction, environmental protection devices such as adequate erosion control devices, dust control and vegetation protection barriers shall be maintained.
10. Rehabilitation and cleanup of the site following construction must include removal of all construction waste and debris.
11. Physical barriers shall be provided to confine all vehicles to designated parking and driveway areas.
12. Agency staff shall be notified at least 48 hours prior to the commencement of construction. This notification shall include: a) who will be doing the work; b) when the work will commence; and c) when the completion of work is expected.
13. Removal of vegetation, compaction of soil, and grading shall be minimized. No earth movement, stockpiling of spoil materials, traffic, or clearing is allowed outside the construction site boundary.
14. Educational signs designed to inform the public of the need to protect the fragile environment of the stream zone shall be erected and maintained at the boundary of the stream zone.

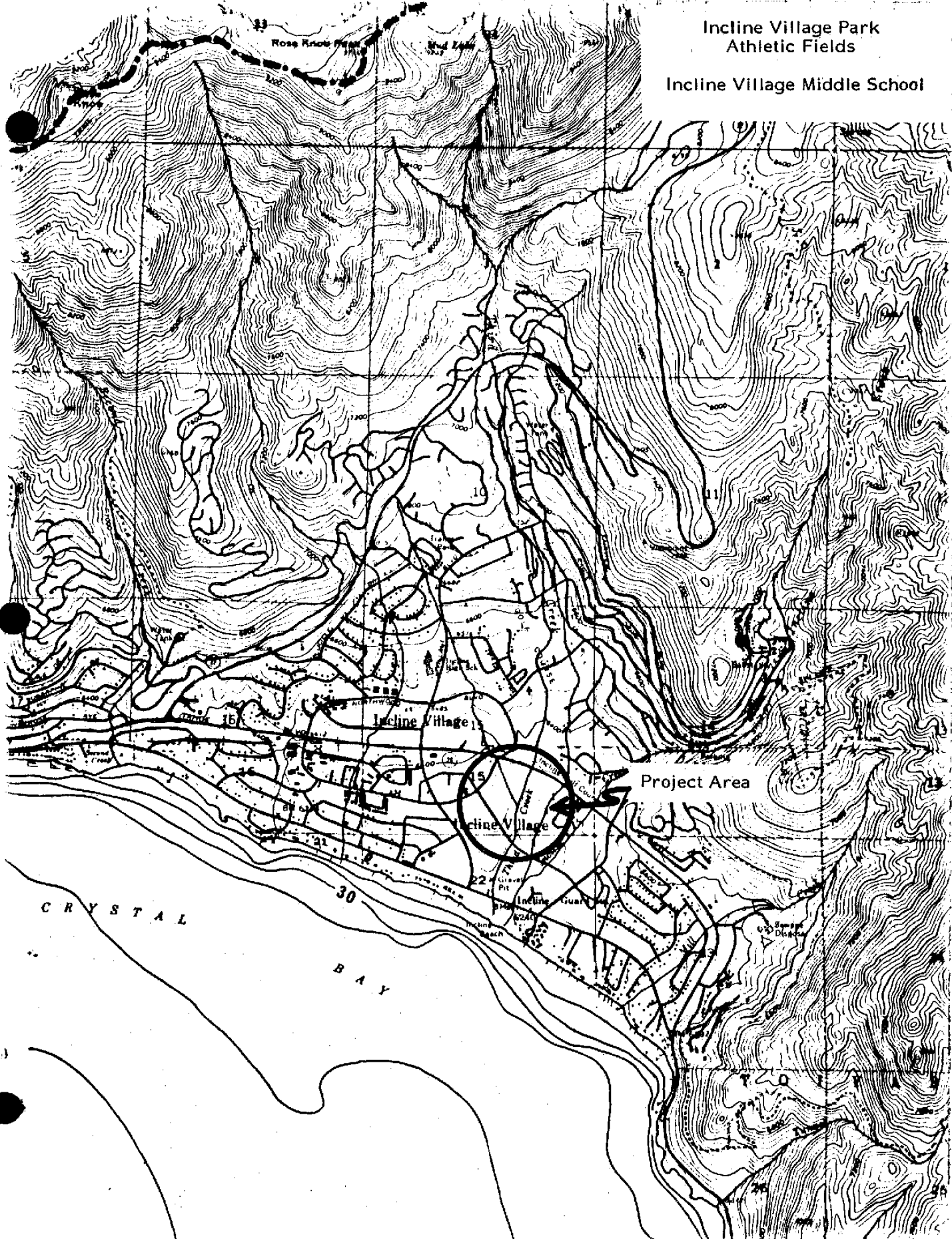
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Incline Village Park
Athletic Fields

Incline Village Middle School



Rose Knot

Mud Lake

Incline Village

Incline Village

Project Area

CRYSTAL

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BAY

Incline Beach

Incline Guard

Sammy Dick