

**TRPA  
APC  
PACKETS**

**MAY  
1982**

Phil

NOTICE OF MEETING OF THE  
ADVISORY PLANNING COMMISSION OF THE  
TAHOE REGIONAL PLANNING AGENCY

NOTICE IS HEREBY GIVEN that on May 12, 1982 at  
10:00 a.m. at the hearing room of the Tahoe  
Regional Planning Agency, located at 2155 South Avenue, South  
Lake Tahoe, California, the Advisory Planning Commission of  
said agency will conduct its regular meeting. The agenda for  
said meeting is attached to and made a part of this notice.

Dated: May 3, 1982

By: Philip A. Overeynder  
Philip A. Overeynder  
Executive Director  
Tahoe Regional Planning Agency

WEEK - 21ST  
19th - 10:00 A.M. - SUB COMMITTEE

TAHOE REGIONAL PLANNING AGENCY  
ADVISORY PLANNING COMMISSION

TRPA Office, 2155 South Avenue  
South Lake Tahoe, California

May 12, 1982  
10:00 a.m.

PRELIMINARY AGENDA

- I CALL TO ORDER AND DETERMINATION OF QUORUM
- II APPROVAL OF AGENDA
- III DISPOSITION OF MINUTES
- IV ADMINISTRATIVE MATTER

Selection of APC Chairman and Vice Chairman

V PUBLIC HEARINGS

- A. 1982 Air Quality Plan for the Lake Tahoe Basin and Environmental Impact Statement
- B. Environmental Impact Statement for Environmental Threshold Carrying Capacities

VI PLANNING MATTERS

- A. Consideration of Certification of the EIS for Fallen Leaf Lake Lodge Redevelopment, El Dorado County
- B. 208 Status Report
  - 1. Remedial Erosion and Runoff Control Ordinance → G.S.
  - 2. Designated Management Agency Letters of Commitment → D.Z.

VII REPORTS

- A. Public Interest Comments
- B. APC Members

VIII RESOLUTIONS

IX CORRESPONDENCE

X PENDING MATTERS

XI ADJOURNMENT

Aut. - DELEGATE PROJECT REVIEW RESPONS. TO APC

PAO/D.N. ] 10:00 A.M.

GWB

TAHOE REGIONAL PLANNING AGENCY  
ADVISORY PLANNING COMMISSION

TRPA Office, 2155 South Avenue  
South Lake Tahoe, California

April 14, 1982  
10:00 a.m.

REGULAR MEETING MINUTES

I CALL TO ORDER AND DETERMINATION OF QUORUM

Vice Chairman Stan Randolph called the meeting of the Advisory Planning Commission to order at 10:05 a.m. and asked the staff to place on the May APC agenda the decision on a chairman and vice chairman for the APC. John Meder has been appointed to serve on the Governing Body and will no longer be chairing the APC meetings. Lew Dodgion advised that Roland Westergard would be designating someone to represent him at the APC meetings.

APC Members Present: Mr. Hallam, Mr. Renz, Mr. Combs, Mr. Tredinnick  
(present at 10:40 a.m.), Ms. Bogush, Mr. Hoefler, Ms. Smith,  
Mr. Dodgion, Mr. Schlumpf (present at 10:35 a.m.), Ms.  
McMorris (present at 10:25 a.m.), Mr. Hansen, Mr. Bidart,  
Ms. Shellhammer, Mr. Pyle, Mr. Randolph

APC Members Absent: Mr. Hoole, Nevada Department of Conservation (position  
vacant)

II APPROVAL OF AGENDA

Executive Director Phil Overeynder advised that there were no changes or modifications to the agenda.

MOTION by Mr. Hallam with a second by Mr. Hansen to approve the agenda as presented. The motion carried unanimously.

III DISPOSITION OF MINUTES

MOTION by Ms. Smith to approve the March 10, 1982 APC minutes as presented.  
Second by Ms. Bogush. The motion carried unanimously.

IV PUBLIC HEARING

1982 Air Quality Plan for the Lake Tahoe Basin  
and Environmental Impact Statement

Senior Planner Dale Neiman explained that copies of the EIS were available at the front desk for the public. A public hearing has also been scheduled before the Governing Body at its meeting on April 29. Presentations will be made towards to end of April to the El Dorado and Placer County Boards of Supervisors and to the South Lake Tahoe Planning Commission and City Council. The 60 day review and comment period on the EIS ends on May 24 with Governing Body adoption scheduled for the May meeting. All comments should be submitted as soon as possible.

APC REGULAR MEETING MINUTES APRIL 14, 1982

Mr. Neiman then presented a history of the air quality planning process in the Basin dating back to 1977 with the Clean Air Act Amendments, which established a new planning process for air quality and designated nonattainment areas where particular air quality standards were not being achieved or maintained. The Tahoe Basin was designated as a nonattainment area for both ozone and carbon monoxide (CO), but a change in the ozone standard eliminated the nonattainment designation for that element in the Basin. The Basin is attaining the federal particulate matter standard. An air quality plan was submitted to EPA in July, 1979, with a subsequent update to be completed in May of 1982. Pursuant to the adoption of the amended bistate Compact, TRPA was designated as the lead planning agency for air quality in May, 1981, and has since been working with the cooperation of many other agencies towards submittal of this updated Air Quality Plan.

The air modeling has been completed on time; the plan itself deals with CO and the federal standard of 9 ppm averaged over 8 hours, which is exceeded at the Y in South Lake Tahoe and at Stateline. Ninety-five percent of the emissions are generated from automobiles. CO generations follow traffic patterns closely, and where there is congestion there are higher levels of CO. The problem occurs in the winter primarily because colder temperatures cause more emissions, and weather inversion layers trap CO pollution close to the ground. The plan outlines potential solutions to the problem, and staff is recommending that the Board adopt those measures which have been previously reviewed. Also in the plan is a schedule to assess these potential solutions in a two-step process: 1) program development through feasibility studies; and 2) implementation. The plan has proposed an implementation schedule for the measures outlined and will be undertaken in accordance with the Agency and other implementing agency requirements. The Regional Plan update will adhere to attaining state and federal standards; for carbon monoxide that standard in both California and Nevada is 6 ppm.

Ms. Shellhammer voiced concern that, while this Air Quality Plan was addressing the federal standard, the threshold work and Regional Plan update are mandated to achieving a more strict standard. Mr. Overeynder explained that the thresholds would take into account CO, particulate matter, visual resources and other criteria to come up with an environmental standard. The Regional Plan itself will address all these together; this Air Quality Plan is solely to meet the federal standards where attainment is not now being achieved. Additionally, without this Air Quality Plan the South Tahoe Public Utility District (STPUD) grant program for plant improvements cannot proceed because there must be certification from both States and EPA of such a plan. Staff previously asked EPA for comment on the relationship between the development of the 1982 Nonattainment Air Quality Plan, the requirements for establishing thresholds (also a statutory requirement), and the Regional Plan update. It was decided early on, with concurrence from the California Air Resources Board, the Nevada Division of Environmental Protection and TRPA, that it made sense to go forward with this initial program to meet federal requirements. Additionally, it did not appear likely that a request for an extension to complete this Air Quality Plan would be looked on favorably. The entities generally concurred that an emissions control program, transportation reductions, and land use decisions could be addressed now; and there was no reason to defer the definition of the problems and identification of solutions another year. Mr. Randy Sheffield, the project leader for the threshold study, explained that the Board will be looking at both the 6 ppm (state standard) and the 9 ppm (federal standard) for CO in establishing a threshold standard.

Mr. Hansen questioned the feasibility and legality of implementing an inspection and maintenance (I & M) program for all vehicles in the Basin. Mr. Neiman advised that the Agency's legal counsel has suggested TRPA can adopt such a program without state legislation, although the program would be more effective if done on a statewide basis because of the high percentage of vehicles coming from outside the Basin. Mr. Randolph asked that the staff research the ability of the Agency to implement an I & M program. Mr. Tredinnick, Air Quality Coordinator for Washoe County, agreed that such a program was the single-most effective measure to reduce CO levels. The gas savings to individual motorists may more than offset the cost for vehicle inspection. It is hoped that the public can be encouraged to recognize not only this cost-saving factor but also the benefit to the community regarding air quality. Mr. Randolph asked that staff address attaining the CO standard if the I & M program cannot be implemented.

Mr. Combs suggested that, before an APC recommendation is given to the Governing Board, there should be some indication from implementing agencies that they would be willing to commit themselves to carrying out the identified solutions. Mr. Hansen asked that staff prepare an economic analysis on the ability of local governments and others to carry out the program. Mr. Randolph suggested that, in the past, EPA has not approved a plan without such implementation commitments. The STPUD is waiting for a significant federal grant, and the mitigation task force has been very effective in identifying measures that can be implemented. A plan should not be adopted by TRPA without assurances that those commitments can be obtained; this will take considerable effort to achieve.

Ms. Lorrene Kashuba, on behalf of STPUD, indicated the mitigation task force has been working to meet EPA's standards. El Dorado County and South Lake Tahoe have budgeted funds for implementation. Mr. Dennis Goodenow, representing the California Air Resources Board, complimented TRPA for its work but expressed concern with certifying a plan on to EPA which does not identify costs necessary to reach attainment along with commitments from responsible entities. More detail on the costs for each measure is needed along with milestones for implementation. Also, the Plan does not show attainment by no later than 1987. While it is recognized that the Plan should not adopt measures which may be in conflict with the upcoming thresholds and Regional Plan update, certain measures should be identified more specifically, with cost estimates.

Mr. Randolph urged that any comments on the Plan be submitted to staff before the end of the month.

V CLEARINGHOUSE

Incline Village General Improvement District/Environmental  
Protection Agency, Wetlands Enhancement Project

Senior Planner Dave Ziegler presented a summary of the request from EPA and the Incline Village General Improvement District (IVGID) for TRPA's comments on the Finding of No Significant Impact (FNSI) for the evaluation, selection, and construction of a treatment and disposal alternative to allow IVGID to meet discharge permit requirements. The project involves a construction grant for wastewater disposal facilities at the Dangberg wetlands in the Carson Valley

portion of Douglas County and involves no increase in treatment capacity. According to EPA, the primary and secondary effects of the project are insignificant. Agency legal counsel has advised that the Agency is currently considering a clearinghouse matter and not a "project" under the terms of the Compact.

Mr. Ziegler presented a brief summary of the background of the proposal, the existing IVGID treatment system, the alternative to the proposed project, the wetlands site, wastewater flows, and environmental impacts. The IVGID requested a capacity of 3 mgd, but EPA rejected the request pending the outcome of the environmental threshold study and the revised Regional Plan. The current flow is 2.14 mgd. There has been a concern on the fairness here between what is being asked of IVGID and the South Tahoe PUD (STPUD), the latter having to prepare a full EIS in order to undertake plant improvements; neither project involves an increase in capacity. EPA, Region 9 and the California Water Resources Agency have indicated that the EIS for the STPUD is actually including an increase in capacity from 7.5 mgd to 8.5 mgd, even though the project now in the design stages does not include that expansion. Since IVGID is not expanding in any way, staff feels it was appropriate to concur in the FNSI; however, TRPA may want to suggest a condition on the approval of the FNSI that if in the future Incline Village comes in for an expansion an EIS would be called for at that time under NEPA. There is some question whether TRPA could require an EIS under the Compact; EPA, however, could easily require an EIS. Also, this proposal is consistent with the 208 Plan; in fact, the State's 1979 and 1980 Plan assume this project will be built. Staff recommends concurrence in the FNSI.

Mr. Dodgion suggested an EIS would not be required even if the project were proposed at 3 mgd to match the plant's capacity. Realistically, the 2.14 mgd, rather than being at the level that growth might reach in the next two years, is the growth allowed under the Compact until the General Plan is completed. The 2.14 mgd level will probably not be reached in the next three to four years. Even if the flow goes above 2.14 mgd, an EIS will not be required. The assessment of the disposal alternatives in the Carson Valley was done for 3 mgd. Ms. Smith commented she had trouble concurring with the FNSI in view of the more stringent requirements being placed on the STPUD and the possibility for increased growth in the Basin as a result of the IVGID proposal without a full EIS. Mr. Hansen objected to the request for TRPA comment in view of the fact that the project is really outside the Tahoe Basin. Mr. Overeynder suggested that TRPA is only being asked to comment to EPA on whether the FNSI should be finalized and what conditions, if any, would be suggested.

No one in the audience wished to comment on the matter.

MOTION by Ms. Shellhammer to approve the staff recommendation to concur in the FNSI and to find that the wetlands enhancement project was consistent with applicable regional plans. A condition is placed on this recommendation such that should the IVGID expand the wetlands project beyond the 2.14 mgd an EIS will be required by EPA.

Mr. Dodgion suggested that the impacts related solely to the Carson Valley, not the Tahoe Basin. The IVGID capacity now is 3.0 mgd; growth will be controlled by the Regional Plan. While this proposal is also consistent with the TRPA 208 Plan, it is also consistent with the State of Nevada/Carson River Basin 208 Plan.

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Mr. Overeynder concurred that a question of expansion should be addressed if the plant were to go over 3 mgd. The 2.14 mgd figure is somewhat arbitrary and ties only to what is allowed under the Regional Plan. There would not be an impact unless the plant were to expand beyond 3 mgd.

Ms. Shellhammer agreed to modify the recommended condition that an EIS should be required by EPA should the IVGID propose to expand the wetland cells above 3 mgd.

Mr. Dodgion advised the Board that the wetland cells may be expanded to meet the requirements of other areas in the Carson Valley.

Ms. Shellhammer asked that the motion approve the staff recommendation with a condition that an EIS be required by EPA should the IVGID expand its capacity beyond 3 mgd. Second by Mr. Dodgion.

Ms. Smith suggested that anything beyond 2.14 is increasing capacity for disposal of sewage and is growth-inducing in that it allows more building and higher sewage use. While the Regional Plan constraints are recognized, an EIS should be required for treatment beyond 2.14 mgd.

The motion carried on the following vote:

Ayes: Mr. Hallam, Mr. Renz, Mr. Combs, Mr. Hoefler, Mr. Dodgion,  
Mr. Schlumpf, Ms. McMorris, Mr. Hansen, Mr. Bidart, Mr. Pyle,  
Mr. Randolph  
Nays: Ms. Bogush, Ms. Smith, Ms. Shellhammer  
Abstain: Mr. Tredinnick  
Absent: Mr. Hoole

VI PLANNING MATTERS

- A. Environmental Impact Statement, Fallen Leaf Lake  
Lodge Redevelopment, El Dorado County

Copies of the EIS were passed out to the APC members. Technical comments will be discussed at the May meeting; written comments may be submitted prior to that.

- B. 208 Status Report

Senior Planner Gary Shellhorn advised the APC that commitments have been received from all major entities in the Basin to do some form of remedial erosion control program this year. The packet material includes minutes from a February 25, 1982 areawide utility district managers' meeting. The districts have responded quite well in dealing with sewage spill problems and in preparing contingency plans.

Mr. Overeynder advised that the staff had written the Department of Agriculture for an opinion on whether the \$6.7 million from the Burton-Santini bill included any funds under the provisions for 15% funds to local governments and 5% funds to the Forest Service for remedial erosion control programs. It appears that, based on their forester's opinion, there are no funds available out of the \$6.7 million for such programs. TRPA, however, is continuing its efforts to get money in this coming year's federal budget for the Burton Santini program as well as erosion control programs associated with it.



C. Environmental Threshold Carrying Capacities

Mr. Sheffield advised that the Governing Board in March had a brief presentation on each of the threshold components and was advised of timing problems in getting all components and resultant thresholds together to be in the EIS, originally anticipated to be available in mid-April. Timing problems have arisen because the development of the data base, particularly for the water quality threshold, is taking more time than planned; and there is not adequate time for technical review by federal, state and local representatives to produce a "100% product". The result of this discussion with the Board has been to slip by one month the adoption of the thresholds, recognizing that TRPA is moving with deliberate speed to meet Compact mandates. The General Plan update is still scheduled for June of 1983. A working copy of the EIS will be mailed to the Governing Board and Technical Resource Committee (which includes the APC) on April 21. The Board will review this working copy on the 29th; the Technical Resource Committee will meet May 3 or 4 for review. The EIS will be finalized for distribution in mid-May, commencing the 60 day public review period. Hearings have been scheduled before the APC and Board in June and July, with certification and adoption scheduled for July, 1982. Unfortunately, only one copy of the preliminary EIS can be made available to each entity.

VII REPORTS

A. Mitigation Program Priority List for Commercial Projects

Senior Transportation Planner Keith Maki presented a brief summary on the alternatives for the traffic/air quality mitigation program which would enable the Board to make findings necessary to permit commercial projects to proceed to construction. The CTRPA Indirect Source Review Ordinance requires any project which exceeds 100 vehicle trips per day or exceeds 1% of remaining road capacity in the vicinity of the project to either contribute to a mitigation fund or to complete an air quality mitigation project. The TRPA Board in the past has been unable to see the correlation between contribution to a fund and an air quality offset and has asked the staff to identify a specific list of projects which can be tied to a specific project to offset any air quality impacts which would be generated. The first alternative, not now acceptable to the Board, is being employed by CTRPA and requires applicants to either contribute to the general mitigation fund or to complete a project, on-site or adjacent to the subject property. The second alternative is to modify this program by identifying a specific mitigation project for each applicant or combination of applicants prior to review of the project by the Board. The applicant would retain the option of submitting an on-site or adjacent mitigation project. This alternative would require the establishment of a mitigation project priority list. The third alternative is to complete a preliminary evaluation for all commercial projects to be submitted in any given year. This evaluation would include combined assessment of air quality and traffic impacts, an attempt to quantify the benefits in reduced CO emissions and traffic from a mitigation project and matching of the benefit to the impacts of pending commercial projects. The fourth alternative would initiate the mitigation program by use of the priority list. Staff favors alternative two at this time.

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Mr. Gregg Lien, on behalf of an applicant being held up in the process, spoke in favor of permitting these projects to proceed and in the establishment of a mitigation project list. Mr. John Glabb, a civil traffic engineer, asked that the CTRPA program be continued since it gives flexibility in the use of the mitigation funds. Architect Bob Mason spoke in favor of alternatives one or two as being workable.

MOTION by Mr. Dodgion with a second by Mr. Hansen to approve alternative two in preparation of a traffic-air quality mitigation program. The staff is to look at pursuing alternatives three and four upon completion of the thresholds and General Plan. The motion carried unanimously.

B. Public Interest Comments - none

C. APC Members

Steve Hallam advised that next week El Dorado County will be distributing a draft amendment to its Housing Element with an adoption date set for July.

Dick Pyle advised that 1982 has been the third wettest year on record, going back to the 1930's. There are over 40" of water yet to come off the Tahoe drainage. The Basin average is 27.3". This year is 141% of normal. There are still major problems to be faced in the upcoming months.

VIII RESOLUTIONS

Mr. Hallam asked that staff prepare a resolution commending John Meder for his service to the APC.

IX CORRESPONDENCE

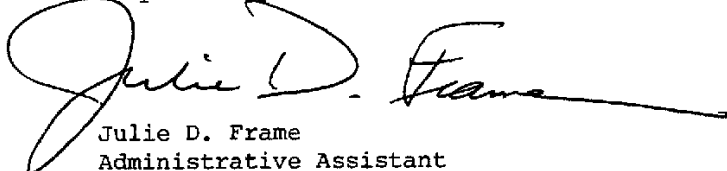
Mr. Randolph advised that an April 13, 1982 letter from Robert Young is on file designating Dell Tredinnick to serve as Washoe County's representative at this meeting of the APC.

X PENDING MATTERS - none

XI ADJOURNMENT - The meeting adjourned at 12:40 p.m.

This meeting was taped in its entirety. Anyone wishing to listen to the tapes may call for an appointment at (916) 541-0246.

Respectfully submitted,

  
Julie D. Frame  
Administrative Assistant

TAHOE REGIONAL PLANNING AGENCY  
STAFF SUMMARY

Fallen Leaf Lake Development Plan  
Adequacy of Environmental Impact Statement  
El Dorado County

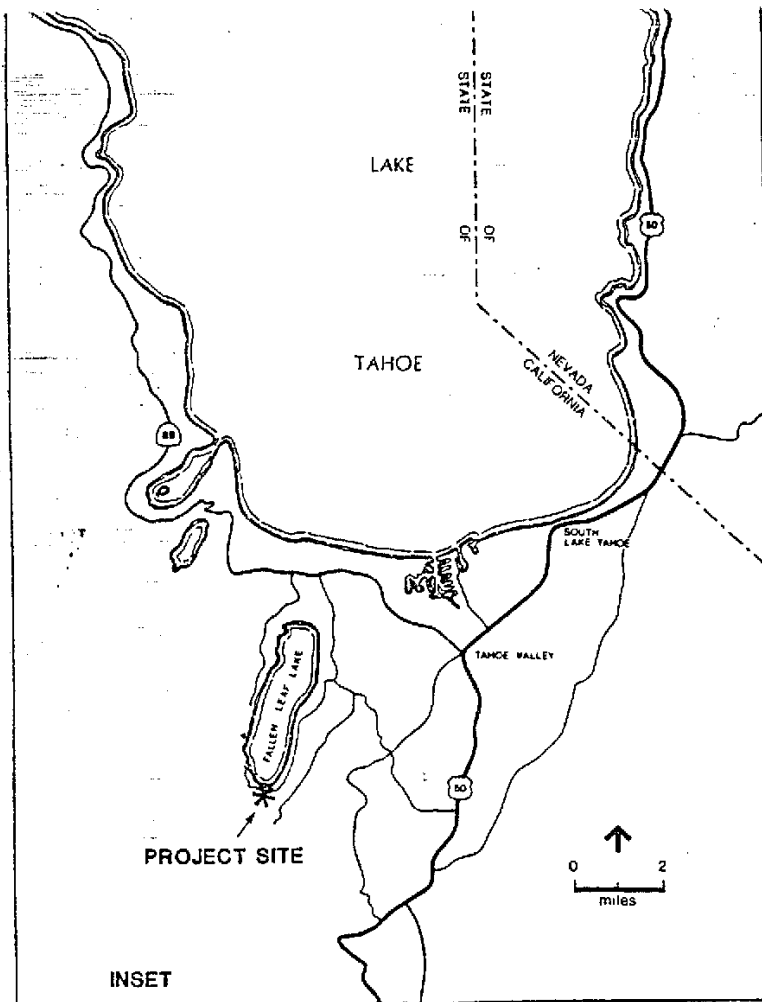
Summary

This is a joint environmental document prepared as an environmental impact report (EIR) to satisfy the requirements of the CTRPA and the California Environmental Quality Act (CEQA) and an environmental impact statement (EIS) to satisfy the requirements of TRPA and Article VII of the Tahoe Regional Planning Compact (P.L. 96-551).

Fallen Leaf Lodge Associates has proposed a rehabilitation plan for Fallen Leaf Lodge located on Fallen Leaf Lake in the Lake Tahoe Basin. This plan calls for the removal of many of the old buildings and campsites, construction of 30 new cabins, and renovation of existing lodge and recreation hall. In addition, Fallen Leaf Road, which runs along the beachfront border of the site, would be relocated upslope away from the lakefront. Once relocation is complete, a portion of the old lakefront road would be removed and the shoreline rehabilitated. The construction period would span five years. During the initial year, the old buildings would be removed; the sewer and water systems to the remaining buildings would be installed; and the road relocated. The new cabins would be constructed over a 4 year period. The rehabilitation plan would reduce the number of campsites and cabins from 82 to 37 cabins and no campsites. The project would change the use of the site from a public campground resort to a private resort.

Attached is a description of the project and descriptions of the alternatives analyzed. The staff will be meeting on May 5, 1982 with the consultant responsible for the document's preparation to review the staff's concerns. The results of that meeting will be provided at the APC meeting.

JPD:jf  
5/4/82



### 2.3 PROJECT DESCRIPTION

The proposed project would involve the rehabilitation of the lodge grounds, removal of many of the old buildings, and construction of several new cabins. The applicants, Fallen Leaf Lodge Associates, propose to reduce the total number of campsites and cabins from 82 to 37. The sewer allotment allows for this maximum number of cabins. The deteriorating cabins, restrooms, and tent platforms would be removed as would the motel and laundry buildings. Seven of the existing cabins as well as the lodge and recreation hall, would be rejuvenated and remain. The campsites and dirt parking spaces would no longer be used and 30 new cabins would be constructed on the sites indicated on the project plan (see Figure 3). Since this plan is still in the conceptual stages, the design of these cabins and their locations are preliminary. Each proposed new cabin as well as the remaining structures will be connected to the main sewer line and equipped with water supply.

Fallen Leaf Lake Road which presently skirts the lake shoreline on the northern portion of the property would be rerouted (see Figure 3 ). Beginning on the eastern boundary of the property the road would fork from its present location up slope behind most of the existing structures. The road would then follow the curve of the slope, cross three minor drainages, and cut through a small saddle of rock. The road alignment would then curve around existing property lines and reconnect to the shoreline road. Four paved parking areas would be located along the rerouted road. The old shoreline road would be left intact from the eastern edge of the property to the boat ramp. A public parking area would be constructed adjacent to the boat ramp and the sewer pump station. The approximately 1,200 linear feet of remaining shoreline road would be removed. The boat docks scattered along the shoreline would be taken out, excepting the one nearest the lodge building.

The construction of the project will be phased over five years and include a revegetation program. The first phase will include construction of the new road, removal of the deteriorating structures and old roadway, installation of the new water and sewer system, and revegetation of the disturbed areas and shoreline. The shoreline road would also be removed and the shore rehabilitated. New cabins would then be constructed over the five-year period. Walkways would connect the cabins and other facilities and act to funnel foot traffic along established pathways and reduce soil compaction.

The resort would be owned by Fallen Leaf Lodge Associates and operated as a private resort. No specific cabin assignments would be made and cabins would be occasionally available for rental. It is intended that the area would not be used during the winter.

#### 4.0 ALTERNATIVES TO THE PROPOSED PROJECT

The Bi-State Compact (Article VII a, 2, c,) specifies that an Environmental Impact Statement shall include a discussion of alternatives to the proposed project. In the following section, three alternatives to the Fallen Leaf Lodge Associates' proposed plan for Fallen Leaf Lodge are presented and discussed. The alternatives under consideration are: No Project; Transfer of Lands to the United States Forest Service; and Educational Facility Development.

Acquisition of the property by the U.S. Forest Service would probably be the least environmentally damaging alternative. However, Forest Service management of the property would require equity of access to all land and facilities on the site which could increase recreational use of the site and of the south end of the lake in general. Funding for the acquisition would only be available if the site were determined a high priority according to the Land Acquisition Plan for the Lake Tahoe Basin.

#### 4.1 NO PROJECT

This alternative would temporarily leave the Fallen Leaf Lodge complex in its present condition until another buyer were found. Structures would not be removed, buildings would not be renovated, new cabins would not be constructed, and the road would not be realigned. A significant change would occur, however, when the sewer system was completed and hook-ups were required. The high costs of connecting to the system would prohibit the continued use of many of the lodge facilities. Presumably, a minimum number of buildings including the general store, post office, motel unit, some deluxe cabins and at least one restroom building would be connected, but the lodge would operate at a significantly reduced capacity and at a substantial financial loss. /1/ The situation could not continue indefinitely, and a concentrated effort would be made to find another