

**TRPA  
APC  
PACKETS**

**JANUARY  
1990**

*TRPA*  
*January 1990*

TAHOE REGIONAL PLANNING AGENCY  
ADVISORY PLANNING COMMISSION

NOTICE IS HEREBY GIVEN that the Advisory Planning Commission of the Tahoe Regional Planning Agency will conduct its regular meeting at 9:30 a.m. on January 10, 1990, at the TRPA office, 195 U.S. Highway 50, Zephyr Cove, Round Hill, Nevada. The agenda for said meeting is attached hereto and made a part of this notice.

January 2, 1990

By: *David S. Ziegler*  
David S. Ziegler  
Executive Director

This agenda has been posted at the TRPA office and at the following post offices: Zephyr Cove and Stateline, Nevada, and Al Tahoe and Tahoe Valley, California.

TAHOE REGIONAL PLANNING AGENCY  
ADVISORY PLANNING COMMISSION

TRPA Office, 195 U.S. Highway 50  
Zephyr Cove, Round Hill, Nevada

January 10, 1990 9:30 a.m.

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All items on this agenda are action items unless otherwise noted.

AGENDA

- I CALL TO ORDER AND DETERMINATION OF QUORUM
- II APPROVAL OF AGENDA
- III DISPOSITION OF MINUTES
- IV PUBLIC HEARING AND RECOMMENDATION
  - A. Adoption of Marina Master Plan Guidelines
  - B. Amendment of Chapter 4 (Project Review and Exempt Activities) to Adopt Memoranda of Understanding Between TRPA and Caltrans and TRPA and the Nevada Department of Transportation (to be continued to February)
  - C. Adoption of Five-Year Public Service and Recreation List Updates
  - D. Amendment of Plan Area Statement 102, Tahoe Keys, Special Area #1 to Expand Permissible Commercial and Public Service Uses and to Eliminate Neighborhood-Serving Restriction
  - E. Amendment of Code Chapters 50 through 55 to Implement the Recommendations of the Report Entitled, "Littoral Structure and Its Effects on the Fish Community of Lake Tahoe"
  - F. Amendment of Chapter 4, Appendix A, Projects Requiring Governing Board Review
- V REPORTS (No Action)
  - A. Executive Director
    - 1. Notice of Preparation, Draft EIR/EIS, Heavenly Valley Ski Resort Master Plan
  - B. Legal Counsel
  - C. APC Members
  - D. Public Interest Comments
- VI PENDING MATTERS
- VII ADJOURNMENT

# TAHOE REGIONAL PLANNING AGENCY

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## MEMORANDUM

January 2, 1990

To: Advisory Planning Commission  
From: TRPA Staff  
Subject: Adoption of Marina Master Plan Guidelines

Background: Marinas which will be expanded by more than ten slips and ten buoys require a TRPA approved master plan for the expansion. The Water Quality Management Plan (208 Plan) commits TRPA to preparing guidelines for the marina master plans. For the last several months, TRPA staff met regularly with a committee composed of representatives of agencies having responsibilities pertaining to marinas, marina owners and their representatives, and interested members of the public. Attached is a copy of Administrative Draft 4 of the Guidelines for the Preparation of Marina Master Plans.

Recommended Action: Staff recommends that the APC review and comment on the contents of the Draft Guidelines for the Preparation of Marina Master Plan Guidelines. The public will have the opportunity to be heard regarding the draft guidelines as well. Following the hearing, staff recommends that APC recommend that the Governing Board approve the Draft Guidelines for the Preparation of Marina Master Plan Guidelines.

If you have any questions or comments on the guidelines, call Jean Shaffer at (702) 588-4547.

/js  
1/2/90

AGENDA ITEM IV.A

GUIDELINES FOR THE PREPARATION OF MARINA MASTER PLANS

PURSUANT TO CHAPTER 16,

TRPA CODE OF ORDINANCES

ADMINISTRATIVE DRAFT 4

(December 28, 1989)

Tahoe Regional Planning Agency

# GUIDELINES FOR THE PREPARATION OF MARINA MASTER PLANS

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## MARINA MASTER PLAN GUIDELINES

### CHAPTER I. PURPOSE OF THE GUIDELINES

Any marina expansion of more than 10 slips and 10 buoys or any new marina requires a TRPA approved master plan\* prepared in accordance with Chapter 16 of the TRPA Code of Ordinances. The Water Quality Management Plan, (TRPA, 1989) specified that TRPA would develop guidelines for preparing marina master plans.

Adoption of a master plan is an amendment to the Regional Plan which has some very specific procedural requirements. The master plan is a supplement to the applicable plan area statement (PAS) or community plan (CP). The master plan must be consistent with the applicable PAS or CP. One of a master plan's functions is to provide a more detailed description of an important element of the area involved.

The purpose of the Marina Master Plan Guidelines is to assist the master plan's proponent in preparing the master plan and its environmental documentation for adoption by the TRPA Governing Board.

These guidelines are also intended to provide a degree of consistency in the development and approval of master plans. The master plan guidelines spell out the general requirements of a master plan and help clarify for the plan's proponent the process of development and adoption of the master plan. Because each master plan will be tailored to the site, additional elements may emerge during the process that are not specified in these guidelines but which must be addressed in the plan. Conversely, inapplicable requirements may be eliminated with a brief statement explaining why they do not apply.

The guidelines provide a framework for the review of master plans and projects within the master plan area. The master plan guidelines should simplify the process for both the project proponent and the reviewers. A master plan should provide a detailed enough description of the proposed facility to serve as a handbook for the future development and operation of the marina. A master plan can be amended, as an amendment to the Regional Plan, if it becomes apparent that community, operational, or mitigation needs have changed.

Approval of a master plan is not a project approval, nor is it a guarantee of approval of projects within the context of the master plan. Projects called for in the master plan will still require all applicable permits. Permit applications will be reviewed for consistency with the master plan and applicable regulations and will be verified by site visits.

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\* Chapter 16 of the TRPA Code of Ordinances refers to both master plans and specific plans. A master plan is a project oriented plan. A specific plan is a comprehensive long-range program for the further development of a facility or an area. The procedure and requirements for both kinds of plans are the same, so in the interest of simplicity, the term master plan in these guidelines will refer to both.

(12/28/89)

In the course of preparing the Master Plan Guidelines, TRPA staff met regularly with and sent copies of memoranda and drafts of the Guidelines to representatives of agencies having responsibilities regarding the Lake Tahoe shorezone, including the U.S. Coast Guard, the U.S. Army Corp of Engineers, the U.S. Fish and Wildlife Service, the California Attorney General, the California State Lands Commission, the California Water Quality Control Board - Lahontan Region, the California Department of Fish and Game, the California Department of Boating and Waterways, the Nevada Department of Wildlife, the Nevada Division of State Lands. Representatives of the Marina Owners Association, the League to Save Lake Tahoe, the Tahoe Sierra Conservation Council, and several marina owners or their representatives also participated actively in the development of the guidelines.



CHAPTER II. THE MASTER PLANNING PROCESS

The process for preparing, processing and adopting a master plan is described in Section 16.7 of the TRPA Code of Ordinances. The process consists of four major steps: 1) initiation of the master plan, 2) development and approval of a work program, 3) preparation of the plan itself, and finally, 4) approval of the master plan by the Governing Board.

If TRPA finds that alternatives to steps 1 and 2 above would facilitate the planning process while still meeting its objectives, a modified process may be approved. The modification of the process would not change the requirements of the plan specified in other applicable sections of the Code.

Initiation of the Master Plan Process (16.7.A):

The master plan process is to be initiated by the project proponent. The proponent may be the TRPA, other agencies of jurisdiction, or the land owner. In certain cases, where part of the land is administered by a public agency and part is privately owned, there could be joint proponents.

The proponent would select a steering committee to represent the interests of the owner and the community. The steering committee would include a designee of the TRPA Executive Director and representatives of marina owner and the local government having jurisdiction over the proposed master plan area. In California, the State Lands Commission will also be represented on the committee. If the area includes public land, the administrative agency would appoint a representative to the steering committee.

The steering committee will be responsible for establishing a planning team to prepare the master plan. The planning team would consist of the day-to-day contacts and specialists for each agency involved, and the planning group or consultants.

If TRPA determines that the proposed master plan or modification to an existing master plan would not be a significant expansion of use and does not require an EIS, the TRPA may delete the steering committee from the process.

Development and Approval of the Master Plan Work Program (16.7.B):

The planning team will develop a work program that will result in a master plan which addresses all of the elements listed in Subsection 16.7.C (Specific or Master Plan Preparation) and Section 16.8 (Content of Specific and Master Plans). Upon completion of work program, the steering committee will recommend the work program to the TRPA Executive Director for approval. The Director will consider the steering committee's recommendations and exercise one of the following options: approve the work program as proposed; deny the work program; or modify the work program.

An alternative to the processes set forth in subsections 16.7.A and 16.7.B may be substituted if TRPA finds that the substitute process would facilitate the planning process while still meeting the same objectives. An alternate process would not relieve the plan's proponent from meeting other requirements of the Code applicable to master plans.

Preparation of the Master Plan (16.7.C):

Once the TRPA Executive Director has approved the work program, the planning team will prepare the master plan in accordance with subsection 16.7.C of the TRPA Code of Ordinances. The requirements of the subsection are discussed in detail in Chapter IV of these guidelines. The steering committee will oversee the preparation of the master plan by the planning team.

During the preparation of the plan, the planning team will need to consult with other jurisdictions such as the county, environmental agencies, and the Forest Service so as to eliminate, to the extent possible, preparation of additional documents and duplication of effort.

Preparation of the environmental documentation should proceed along with the master plan. Environmental documentation is discussed in Chapter V of this document.

Adoption of the Master Plan (16.7.D):

The steering committee will review the preliminary draft of the master plan. When the committee is satisfied that it is complete, the committee will present the recommended final plan to the Advisory Planning Commission. The Advisory Planning Commission, in turn, will review the proposed master plan and make recommendations to the Governing Board regarding approval of the plan. The reviews will be pursuant to the applicable portions of these guidelines, the Water Quality Management Plan, and the rest of the Regional Plan package. The Governing Board will consider the proposed master plan as a regional plan amendment and may approve, deny, or modify the proposed plan.

The Required Findings (16.9):

Before a master plan can be approved, the Governing Board must find that the plan is consistent with the Goals and Policies, the TRPA Code of Ordinances, and the applicable PAS or CP for the area. The Board must also find that the plan proposed will not exceed the commercial floor area, recreational PAOTs, or other allocations or limits set forth for the plan area.

Finally, the Board must find that the plan is consistent with the attainment and maintenance of the environmental threshold carrying capacities.

Amending an Adopted Master Plan:

An amendment of an approved master plan, like the initial approval of the master

plan, is an amendment to the Regional Plan. It requires a process similar to the above, including environmental documentation, though the process may be scaled down depending on the scope of the amendment. The Governing Board must make the same findings for master plan amendments as for approval of the original plan.

#### Interagency Coordination During Master Plan Preparation

Due to the nature and location of marinas, several government agencies will typically have jurisdiction over some or all of the marina. It is strongly recommended that master plan proponents identify and contact all agencies having jurisdiction over the plan or project area as early in the process as possible. Upon request, TRPA will assist proponents in identifying other agencies having jurisdiction. The master plan steering committee will also be able to assist in identifying other agencies having jurisdiction.

Experience has shown that there are generally two levels of other agencies which must be involved in the planning process. The first level, identified below as Group A, is almost always involved. Individual agencies within this group may also be required through their own rules and regulations to review, approve, or permit the master plan or a plan component as noted below. The second group, Group B, will generally be involved in a specific issue or the impacts of the master plan or a specific resource. Example: California or Nevada State Office of Historic Preservation may be involved in the planing process to determine whether historic or archeologic resources have been found or are thought to exist within the area of the plan.

#### Group A Agencies (Normally Involved)

##### Federal Agencies:

- US Army Corp of Engineers (permitting authority)
- US Fish and Wildlife Service (review and comment)
- US Coast Guard (responsible for boating safety)

##### State Agencies:

###### In California:

- Department of Fish and Game (Lakebed Alteration Agreement with conditions)
- State Lands Commission (leasing authority)
- Regional Water Quality Control Board, Lahontan Region (waste discharge requirements)

###### In Nevada:

- Department of Wildlife (boating safety and review and comment)
- Division of Environmental Protection (review and comment)
- Division of State Lands (leasing authority)

Local Jurisdictions: (local regulations and building permits)

City of South Lake Tahoe  
El Dorado County  
Placer County  
Douglas County  
Washoe County  
Carson City County

Group B Agencies (Sometimes Involved)

State Agencies:

Nevada Department of Conservation and Natural Resources  
California or Nevada State Office of Historic Preservation  
California or Nevada State Department of Transportation;

Local Agencies:

Local utility/general improvement districts  
(Examples: South Tahoe PUD, Incline Village GID, Kingsbury GID); Local air  
pollution control district (California side only).

Other Interested Parties

In addition to public agencies, a number of public interest groups would normally have an interest in the development of a master plan, and affected property owners. Public notice must be given 14 days in advance, and owners of property within 300 feet of the proposed project must be notified of all prospective Regional Plan amendments.

Master Plan Document Graphic Standards

As an element of TRPA's Regional Plan, the master plan document which TRPA adopts becomes part of the set of documents which are used on a day to day basis. The layout and format of individual marina master plan documents, therefore, must be compatible with the other plan documents (i.e., Code of Ordinances, Plan Area Statements, Water Quality Management Plan, adopted community plans). The information below is provided to answer questions about what format to use for the plan.

An adequate number of copies of the proposed master plans are to be submitted to TRPA for review by staff, the Advisory Planning Commission, the Governing Board and the public. The master plans shall be prepared using the following graphic standards:

- Original Master: One single-sided original master copy of master plan and the environmental document for future reproduction.
- Document Cover: Layout and minimum information as shown in Figure 1, page 11, using cover stock weight paper (60 lb. or greater).

- Title Sheet: Layout and minimum information as shown in Figure 2, page II-7.
- Document Text: Printed double-sided on 8-1/2" x 11" 20 lb. weight (minimum) white paper; typewritten text spaced one or one and one-half space width between lines; pages consecutively numbered; three-hole drilled for use in a three ring binder;
- Document Plans: Include at least one vicinity/context map and Maps and Photos (minimum 8-1/2" x 11 " sheet) identifying jurisdictional boundaries, existing plan areas and boundaries, major roads or intersections, and other significant landmarks;
- Master Plan maps and site plans shall be shown in two sheet sizes: 24" x 36" sheets drawn to scale which show existing conditions and master plan elements (may be on separate sheets in a sleeve inside the back cover); and
- The same information shall be shown on photographic or photostat reductions no larger than 11" x 17" sheet size, printed single side only. Reductions shall be legible and shall include a graphic scale. Reductions and other sheets which are larger than 8-1/2" x 11" shall be folded into the document preferably with an accordion fold.
- The use of photographs along with explanatory captions in the master plan is encouraged. Black and white photographs shall be prepared from half-tone negatives; Color photographs shall be color xeroxes.

# Regional Plan For The Lake Tahoe Basin

( Fill In Name Of Ski Area ) Master Plan

Logo  
Supplied  
By TRPA



Date

Figure 1. Sample Master Plan Document Cover

(12/28/89)

(Fill in Name of Marina) Master Plan

Prepared and Adopted Pursuant to TRPA Code of Ordinances  
Chapter 16

Adopted By TRPA Governing Board  
(Date of Adoption)  
(TRPA Adopting Ordinance Number)

This Master Plan has been amended on the following dates:

(Amendment #) (Date of Amendment) (TRPA Adopting Ordinance #)

Figure 2. Sample Master Plan Title Sheet

CHAPTER III CONTENTS OF THE MASTER PLAN

In accordance with Chapter 16, the elements set forth in Sections A through E of this chapter will constitute the master plan. Appendices A, B, and C to the master plan, as described in this chapter, will provide background information on the preparation of the plan. Additional appendices may be used to provide information not included elsewhere. Before the master plan can be approved, the Governing Board must certify the EIS (if required) prior to adopting the master plan.

MASTER PLAN CONTENTS:

Basic Information

Project proponent - Name, mailing address, and phone number of the project proponent and for the contact person, if any. Provide the same information for the property owner if different from the project proponent.

Project location - Address, vicinity map, APN(s) and APN map(s), and the applicable PAS or CP and Shorezone Tolerance District (STD).

Section A. Physical Plan:

The master plan shall include a physical plan containing, at a minimum, the following elements:

1. Description of the Proposed Facilities

Describe, including the location and size, all facilities, buildings, parking areas, temporary or permanent disturbance, utilities connections, accessory uses, the water treatment system, services, and their capacities, which will be a part of the new plan. Include each existing facility which will be retained and describe the extent to which it will be remodeled, modified, enlarged, to accommodate existing or new uses. Include provisions for emergency contingencies such as spill containment. Describe any special provisions intended to eliminate, minimize, or facilitate dredging.

Required Support Facilities (54.12.C): Commercial marinas and harbors must provide public restrooms, fueling facilities, a chemical fire retardant distribution system, trash receptacles, and pump-out facilities for boat sewage. Boat washing facilities, if any, must be connected to a sewer system or an acceptable substitute. Fueling facilities must have emergency and standard shut-off systems. Adequate parking must be provided to accommodate all uses and activities associated with the marina. A water treatment system must be provided for waters within the marina.

The description of the proposed physical plan shall include the size and location of other TRPA units of use, including accessory uses, including but not limited to commercial floor area, residential units, tourist accommodation units, and any PAOTs including those not related to boating capacity.



If the master plan will be implemented in phases, explain how the phasing will be carried out and provide a tentative schedule.

## 2. The Site Plan

Provide a schematic site plan showing the projected size and location of the components of the new physical plant (including facilities to be retained). Show the land capability classification boundaries. Indicate vegetated and/or revegetation areas.

If the proposed plan will be implemented in phases, illustrate how the phasing will be carried out. Intermediate site plans may be necessary if facilities will be constructed, moved, demolished, or changed in intermediate steps.

An important feature of the site plan will be the provision of space to conduct any necessary dredging activities. Indicate the areas likely to need dredging, where or how spoils will be disposed of, e.g., whether and where they will be deposited on-site to drain, how trucks, barges, or cranes will access the site.

The site plan should be conceptual. Architectural or engineering drawings are not necessary for the master plan. The site plan must be sufficiently detailed to indicate clearly the nature, size, and location of all components of the plan to support subsequent project applications. Associated project applications will be reviewed for conformance with the master plan and applicable regulations at the time of the applications.

## Section B. Operations Plan:

The master plan should include an operations plan which contains, at a minimum, the following elements:

1. A general operations and maintenance program including regular and periodically scheduled activities. This would include but not be limited to appropriate hours and months of operation, security, inspection of facilities, winterizing, snow management, periodic major landscape evaluation and maintenance.
2. A water quality program including, but not limited to the following: (1) operation of the appropriate water treatment system based on the identified water quality objectives and the monitoring program; (2) prevention of pollutants from reaching the water by inspection for sealed heads, tank testing, emptying and inspecting pump-out and boat washing facilities, fueling facilities inspection and maintenance, BMP maintenance, fertilizer management, surface water control, drainage control, spill prevention, and controlling toxic or not easily biodegradable chemicals used in boat washing and repair work; (3) spill containment equipment and practice; and (4) public information and education.

3. A dredging program (if dredging will be necessary) including a description of the maintenance, bypass, regular, or periodic dredging necessary, the probable frequency, quantity, and extent of the dredging needed, and the disposition of spoils. Describe how turbidity will be avoided or contained. Explain how the marina design will minimize and facilitate dredging and how dredging impacts will be managed.
4. An air quality program including, but not limited to, a parking management and traffic operations plan, and vehicle and boat idling controls in PAS 089B, 090, and 091 pursuant to subsection 91.7.A. and wherever local regulations apply.
5. A noise control program for achieving applicable CNEL and single event standards, including noise from boats, cars, and other marina activities.

Section C. Mitigation Plan:

1. Describe briefly each impact identified in the environmental documentation and the recommended mitigation to reduce it to a less than significant level. Potential mitigation could include erosion and runoff control, revegetation and restoration, traffic mitigation, scenic and shorezone impacts mitigation, and fish and wildlife habitat protection or enhancement.
2. Describe mitigation standards e.g., water quality objectives, and a program or plan to attain and maintain the standard for each impact. Describe how the mitigation will be carried out, the schedule for any necessary construction and maintenance, and who will be responsible for each component of the mitigation program.
3. Mitigation for construction activities may require a specific construction methods plan and schedule.

Section D. Monitoring Plan:

1. Describe procedures for monitoring the mitigation program, including the methodologies to be used, the parameters to be monitored, and the monitoring or sampling schedule.
2. Identify the party who will be responsible for implementing the monitoring schedule, the cost, and the source of funds for the monitoring program.

Required Post-Construction Monitoring (54.12.D): Monitoring of water quality, current patterns and intensities, wind patterns, shoreline alterations, and any other conditions which may be altered by the marina construction may be required by TRPA for a reasonable time after completion of the construction. Remedial measures will be required to mitigate adverse impacts when necessary.

APPENDICES TO THE MASTER PLAN

The appendices will not be adopted by the TRPA as part of the master plan. The appendices are intended to document how the various elements of the plan were arrived at. For instance, they provide an opportunity for the marina proponent to explain the decision on what services are appropriate to offer, what technical or environmental problems were encountered and how they were solved, or what environmental opportunities the site offered.

Appendix A: ENVIRONMENTAL OPPORTUNITIES AND LIMITATIONS

Appendix A is a report on the environmental opportunities and limitations of the marina site. The site analysis should include planning as well as environmental considerations since both influence development potential. Planning and environmental limitations are, in many cases, not readily separable. For instance, allowable coverage and permissible uses may be both regulatory and environmental issues.

The site analysis should discuss the existing situation, the physical, environmental, and regulatory limits imposed on the site and its surroundings, and an evaluation of the opportunities that the site offers. A qualified marina designer/engineer should participate in the site analysis as part of the planning team or as an advisor to the team.

The topics below are examples of issues to be addressed and may or may not apply to a given site. Other pertinent topics should be identified and discussed.

The Existing Situation

If the site, or any part of the site, is not currently in marina or marina associated uses, describe the existing uses and development and relate non-marina conditions to the proposed marina use. For example, does any existing urban drainage enter the proposed marina area?

Describe the present facilities, their condition and level of use, hours and months of operation, capacity (e.g., slips, buoys, storage for boats and trailers, parking, satellite facilities, and floor space), accessory uses and other primary uses. Describe the existing ingress and egress and any associated problems. What is the status of existing permits, plans, and approvals? Were permits for any existing facilities issued since January, 1987? What elements of the facility are required by the existing permit? Is the marina or other present use in compliance with the existing permit? Explain any exceptions.

Describe the existing water quality at the site. Provide the results of water quality monitoring within the marina and the monitoring results of past dredging projects. Is there urban drainage into the marina area? If so, describe the quality and volume during spring runoff, during storm events, and the pretreatment, if any. Describe any observed flushing of the marina by storm events.