

# Shoreline Planning Initiative Work Program

April 27, 2016



*A Voice for Lake Tahoe*

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# Introduction

The Shoreline Planning Initiative includes multiple coordinated components. They are:

- General Shoreline Planning – This is a consensus based multi-stakeholder planning process initiated to update regulations related to accessing Lake Tahoe from the shoreline. In order to ensure completion by June 2018 (targeted adoption date), the Consensus Building Institute (CBI) has been engaged to prepare a Shoreline Stakeholder Assessment, Phase 2 Process Design, and facilitate Phase 2 activities.
- Public Health and Safety Planning – This is an accelerated process to address the need for first responders to maintain access to the Lake during emergency situations. This effort will be carried out by TRPA staff as a separate parallel process.
- Partial Permitting Program – During the period while the two planning efforts above are being completed, staff will continue to process those applications for shoreline projects that are consistent with the previous Board resolution and in coordination with other agencies through the Shoreline Review Committee.

Nearshore scientific research efforts will continue independently with information incorporated into the Shoreline Planning Initiative as developed and relevant.

The General Shoreline Planning Process and the Public Health and Safety Planning Process components of this planning initiative Work Program are shown in summary form in the table on the following page. The phases, schedules, products, tasks and meetings for both of these components are discussed in more detail in the following sections. This Work Program, including the approach for addressing public health and safety recommendations, and recommendations for moving forward with shoreline project applications are scheduled for presentation by TRPA staff at the April 2016 Governing Board meeting. CBI presentation of the Stakeholder Assessment and Phase 2 Process Design for the General Shoreline Planning component is scheduled at the same time to gain input on the process design before moving forward with the next phase.

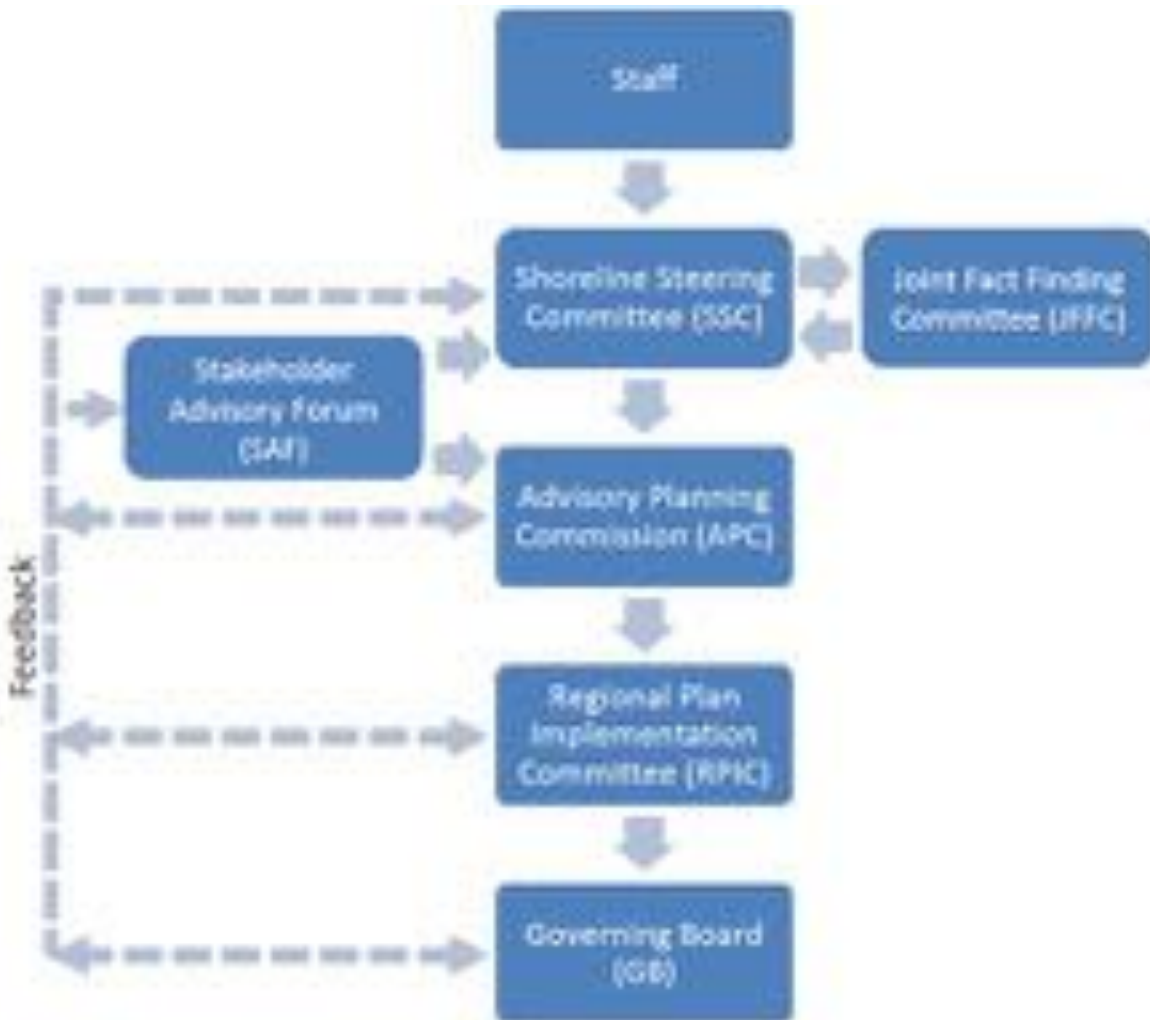
## Process, Meetings, and Committees

The General Shoreline Planning Process Chart on page 3 illustrates the overall progression of steps that will be followed through the remaining two phases of General Shoreline Planning. Essentially, staff and consultants will work with the Shoreline Steering Committee and the Joint Fact Finding Committee to prepare the baseline information and first drafts of proposed policies, code, and environmental review alternatives. The Stakeholder Advisory Forum will be comprised of stakeholders representing diverse interests in shoreline planning. It will conduct public workshops to obtain input and refine recommendations for the public hearings to be held by the Advisory Planning Commission, the Regional Plan Implementation Committee, and the Governing Board. The process also includes the option for “feedback” when one group decides to refer a question or issue back to another group that was involved earlier in the

overall process (e.g., the Stakeholder Advisory Forum may refer a question or issue back to the Steering Committee).

<b>SHORELINE PLANNING INITIATIVE WORK PROGRAM SUMMARY TABLE</b>			
<b>General Shoreline Planning</b>			
<b>Phases</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Schedule</b>	January 2016 – April 2016	May 2016 – December 2016	January 2017 – June 2018
<b>Products</b>	<ul style="list-style-type: none"> <li>○ Stakeholder Assessment Report</li> <li>○ Phase 2 Collaborative Process Design</li> </ul>	<ul style="list-style-type: none"> <li>○ Baseline Information</li> <li>○ Draft Policies</li> <li>○ Draft Code</li> <li>○ Environmental Review Alternatives</li> </ul>	<ul style="list-style-type: none"> <li>○ Adopted Regional Plan Policies</li> <li>○ Adopted Code</li> <li>○ Completed Environmental Review</li> </ul>
<b>Tasks</b>	Completed April 2016	2.1 – 2.16	3.1 – 3.6
<b>Meetings</b>	<ul style="list-style-type: none"> <li>○ Shoreline Steering Committee</li> <li>○ Governing Board</li> </ul>	<ul style="list-style-type: none"> <li>○ Shoreline Steering Committee</li> <li>○ Stakeholder Advisory Forum</li> <li>○ Regional Plan Implementation Committee</li> </ul>	<ul style="list-style-type: none"> <li>○ Advisory Planning Commission</li> <li>○ Regional Plan Implementation Committee</li> <li>○ Governing Board</li> </ul>
<b>Public Outreach Program</b>	Launch Website	Update Website	Update Website
<b>Public Health and Safety Planning</b>			
<b>Phase</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Schedule</b>	January 2016 – March 2016	April 2016 – May 2016	June 2016 – July 2016
<b>Products</b>	○ Needs Identification	○ Draft Code	○ Adopt Code <sup>1</sup>
<b>Meetings</b>		○ Shoreline Steering Committee	<ul style="list-style-type: none"> <li>○ Advisory Planning Commission</li> <li>○ Regional Plan Implementation Committee</li> <li>○ Governing Board</li> </ul>
<b>Note: Assumes environmental review is limited to a checklist.</b>			

CBI will maintain and update the conceptual meeting framework to be used for General Shoreline Planning (Attachment A). A more detailed description of the roles and responsibilities of the Governing Board (GB), Regional Plan Implementation Committee (RPIC), Advisory Planning Commission (APC), Stakeholder Advisory Forum (SAF), Shoreline Steering Committee (SSC), Joint Fact Finding Committee (JFFC), and Shoreline Review Committee (SRC) are provided as Attachment B. The Shoreline Steering Committee and Joint Fact Finding Committee membership is also provided in Attachment B.



## Budget

TRPA anticipates needing an additional \$750,000 for mediation and environmental review services for the Shoreline Planning Initiative. Per Governing Board direction, TRPA is actively working to explore public-private funding opportunities and will reach out to a wide variety of possible funders.

	FY 2015/16	FY 2016/17	FY 2017/18
Total Budget	\$300,000 <sup>1</sup>	\$650,000 <sup>1</sup>	\$300,000 <sup>1</sup>

Notes:

1. Includes contract expenditures for mediation consultant (est. \$300,000), environmental consultant (est. \$750,000), and TRPA staff time.

## Team

**TRPA Staff:** Brandy McMahon (Lead); Joanne Marchetta (TRPA Representative on Steering Committee); John Hester (Planning Advisor); John Marshall (Legal Advisor); Julie Regan (Public Engagement and Funding); Tom Lotshaw (Public Engagement); Lucia Maloney (Public Health and Safety); Rebecca Cremeen (Joint Fact Finding and Environmental Review); Tiffany Good (Shoreline Applications and Shoreline Review Committee Coordinator); Jennifer Cannon, Kenneth Kasman, Dan Segan, and Alex Quintero (Baseline/Data Collection); Dennis Zabaglo (AIS); and Steve Sweet (Boat Crew and Enforcement).

**Consultants:** The Consensus Building Institute (Gina Bartlett, Senior Mediator), The Watershed Company (Dan Nickel, Washington State Shoreline Planner), Freshtracks (Seana Doherty, Public Engagement), Ascent Environmental (Sydney Coatsworth and Adam Lewandowski), and Paul Nielsen (TRPA Alternate on Steering Committee).

# General Shoreline Planning

## Phases

It is anticipated that General Shoreline Planning will be completed in three phases:

### **Phase 1: Project Assessment and Collaborative Process Design (January 2016 – April 2016)**

CBI conducted stakeholder interviews, completed a Stakeholder Assessment Report, coordinated with the TRPA project team, met with the multi-stakeholder Shoreline Steering Committee, identified membership for the Joint Fact Finding Committee, convened a meeting with the Lake Tahoe Marina Association, and arranged a meeting with permitting agencies to gain consensus on a strategy for processing current shoreline planning applications during the Shoreline Planning Initiative. CBI presented the recommendations to the Tahoe Interagency Executive Steering Committee (TIE-SC). CBI, TRPA, and Freshtracks also began working on a public engagement plan to ensure transparency in the planning process.

### **Phase 2 Collect and Establish Baseline information through Joint Fact Finding and Develop Policies, Code, and Environmental Alternatives (May 2016 – December 2016)**

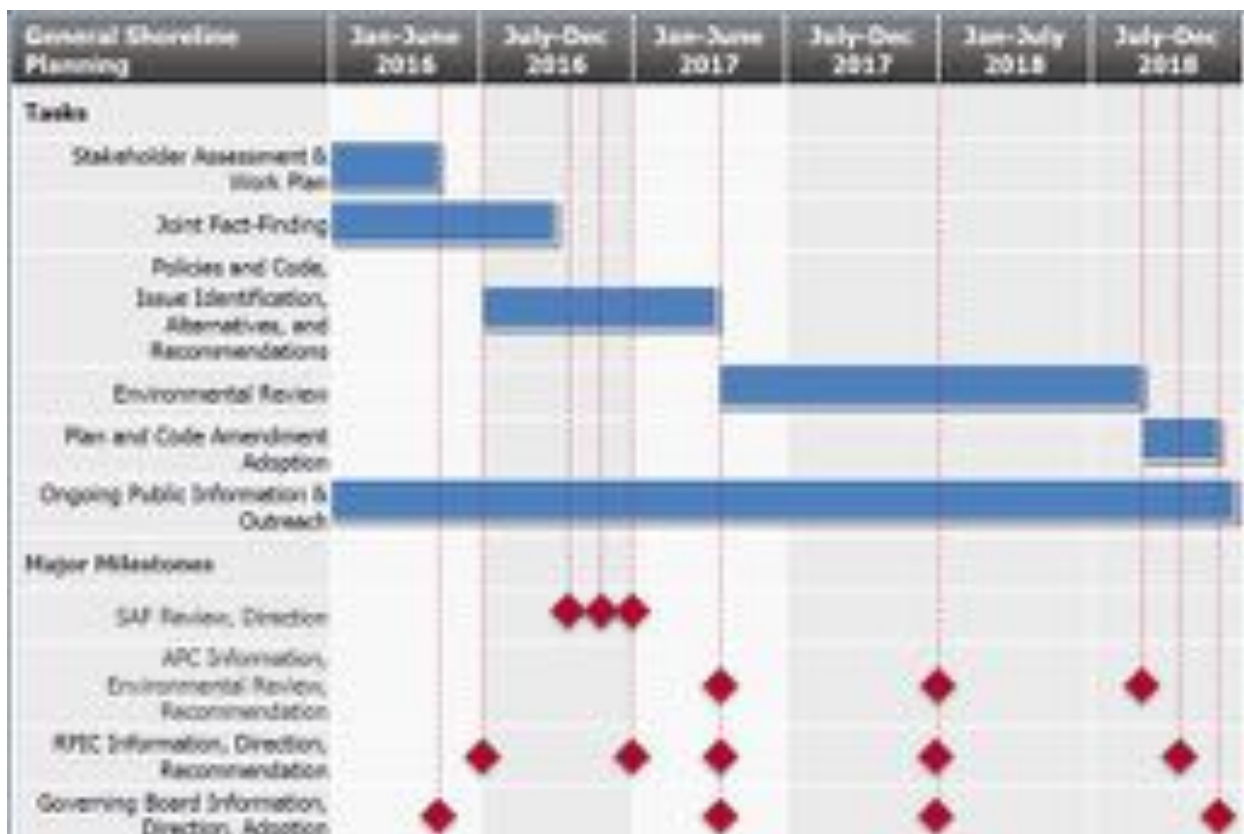
A multi-stakeholder Joint Fact Finding Committee will inventory existing information and gain agreement on the baseline information (e.g. appropriate scientific data, studies, number of

current piers, buoys, boat ramps, etc.). This will be used to move forward with policy and code development. The Steering Committee will then work together to explore and develop policy options and concepts that will be included in the draft Plan and Code, as well as the environmental review. The goal of this phase is to explore the different stakeholder interests and determine possibilities that may serve the long-term needs of Lake Tahoe and the many stakeholder interests. Shoreline Steering Committee recommendations will be taken to the Stakeholder Advisory Forum and RPIC for public input at key milestones, including the development of the draft Policies and Code.

**Phase 3: Environmental Review Process (DEIS + EIS) (January 2017- June 2018)**

During this phase the appropriate environmental review will be conducted, public comments and feedback will be solicited, and the feedback will be incorporated into the review process. The objective is to have the Policies and Code adopted and the environmental review process completed by June 2018.

**Schedule**



## Tasks

### Phase 1

**Discussion:** Phase 1 is near completion. The objective is to finalize and move forward with the Work Program following the Governing Board meeting on April 26, 2016.

### Phase 2

**Discussion:** Phase 2 includes the collection and establishment of baseline information through Joint Fact Finding and the development of draft Policies, Code, and Environmental Alternatives (May 2016 – December 2016).

#### Task Structure:

- 2.1 Planning Framework: Address the planning framework and documents to be produced at the Shoreline Steering Committee in May to ensure all stakeholders have a clear understanding of the products that will be produced by the end of 2016.
- 2.2 Joint Fact Finding Committee Scope: Determine needed baseline information for the environmental review.
- 2.3 Marinas: Address input provided at the Lake Tahoe Marina Association Work Group at the Shoreline Steering Committee in May.
- 2.4 Website: Provide regular updates on the Shoreline Planning Website on the process to ensure transparency and use the website as a tool to seeking public input.
- 2.5 Scope: Provide the scope of General Shoreline Planning to RPIC for feedback (the scope is scheduled to be reviewed by the Shoreline Steering Committee in May).
- 2.6 Resource Management: Address resource management strategies at the Shoreline Steering Committee in June.
- 2.7 Private Access: Address private access at the Shoreline Steering Committee meeting in June.
- 2.8 Low Lake Level Adaptation: Discuss low Lake level adaptation strategies at the Shoreline Steering Committee meeting in June.
- 2.9 2016 Boating Season Monitoring and Data Collection: Based on input provided by the Joint Fact Finding Committee, move forward with monitoring and data collection during the 2016 Boating Season (buoy count, noise monitoring, boat use, etc.).



- 2.10 Tahoe Keys: Clarify the roles and responsibilities of Tahoe Keys Marina, Tahoe Keys HOA, and Beach and Harbors Association in managing Tahoe Keys boating facilities and identify boating capacity.
- 2.11 Shoreline Review Committee: Discuss opportunities for streamlining shoreline permitting at the monthly Shoreline Review Committee meeting convened by TRPA and, if appropriate, take recommendations to the Shoreline Steering Committee for inclusion in the draft Policies and/or Code.
- 2.12 Funding: Continue to build public-private partnerships to secure funding for mediation and environmental review services.
- 2.13 Tahoe Inter-Agency Executives Steering Committee (TIE-SC): Continue to provide regular updates to the Steering Committee on the status of General Shoreline Planning to gain valuable input and facilitate multi-agency coordination.
- 2.14 Draft Goals and Policies: Prepare recommended amendments to the existing “Shorezone Subelement” in the Regional Plan with new Goals and Policies based on direction from the Shoreline Steering Committee and public input provided at a Stakeholder Advisory Forum.
- 2.15 Draft Code: Develop a framework for identifying needed changes under the existing Code and identifying what worked and what did not work under the 2008 Shorezone Ordinance. TRPA staff will present recommended Code changes to the Steering Committee. The draft Code will then be reviewed at a Stakeholder Advisory Forum workshop(s). It is anticipated that the development of the Code will be the most challenging aspect of this planning process and will take most of the later part of 2016.
- 2.16 EIS Alternatives: It is anticipated that the draft Policies and Code developed through the consensus building process will be the preferred alternative evaluated in the EIS. Additional EIS alternatives will be developed by TRPA staff and vetted by the Shoreline Steering Committee and Stakeholder Advisory Forum in December 2016.

**Products:** Draft Policies, Draft Code, and EIS Alternatives

**Meetings:** Shoreline Steering Committee, Joint Fact Finding Committee, Stakeholder Advisory Forum, and Regional Plan Implementation Committee

### Phase 3

**Discussion:** During this phase, the policies, code and environmental review will be completed, resulting in adoption of Regional Plan and Code amendments by June 2018. At this point it is assumed that the revised policies and code will require preparation of an EIS.

#### Task Structure:

- 3.1 Notice of Preparation (NOP): Release NOP for 30-day public scoping and conduct scoping meetings at APC and the Governing Board – January/February 2017.
- 3.2 Draft EIS: Prepare the Draft EIS – six months.
- 3.3 Public Comment: Release Draft EIS for 60-day public comment period.
- 3.4 Final EIS: Prepare the final EIS.
- 3.5 Adoption: Move forward with EIS certification and Policy and Code adoption and EIS certification at APC, RPIC, and Governing Board – June 2018.

**Products:** Draft EIS, Final EIS, and Adopted Policies and Code

**Meetings:** NOP scoping meetings, public comment meetings on Draft EIS, and final adoption hearings (APC, RPIC, and GB).

#### Implementation

**Discussion:** Throughout the Shoreline Planning Initiative, TRPA will maintain a To Do List, or list of “Actions” that need to occur following the adoption of Policies and Code. TRPA and partner agencies will move forward with implementing Actions as soon as the planning process is completed.

## Public Health and Safety Planning

TRPA staff convened public health and safety officials to identify first responder needs for the 2016 boating season, and initiated work on a separate component of the Work Program to address access/egress needs for first responders. This component is proposed to move forward on an accelerated timeline.

The proposed approach is to amend the TRPA Code to create a process and criteria for each County and the Coast Guard to identify a regional public safety facility site, while allowing an interim mooring site until the permanent regional facility site is identified, funding is secured, and the facility is constructed.

## Shoreline Planning Initiative Conceptual Meeting Framework - 2016

The meeting framework and agendas will be updated and maintained by CBI based on direction from the Steering Committee.

**Meetings:** Governing Board (GB), Regional Plan Implementation Committee (RPIC), Shoreline Steering Committee (SSC), Joint Fact Finding Committee (JFFC), Stakeholder Advisory Forum (SAF), and Shoreline Review Committee (SRC)

<b>Dates</b>	<b>Meeting</b>	<b>Meeting Focus</b>
March 17	SRC*	Buoy Field Relocations Permit Streamlining Draft Fish Habitat Report and Map Peer Review Current Planning Applications
March 18	SSC	Planning Process Overview, Work Plan and Timeframe Stakeholder Assessment Findings Goals and Principles for Planning Initiative Questions to inform JFFC – what are the questions that we need to answer to make policy
April 28	JFFC	Overview of Existing Baseline Information Identification of Data/ Monitoring Needs for 2016 Boating Season (Noise, Buoy Count, Boat Use, etc.)
April 26	LTMA	Lake Tahoe Marina Association (LTMA) – Work Group Information Session
<b>April 25</b>	<b>GB</b>	<b>Stakeholder Assessment Report/Work Plan, Current Shoreline Applications, and Public Health and Safety</b>
April 26	SSC	Scope for Shoreline Planning Initiative Steering Committee Charter Lessons from the State of Washington and Elsewhere Budget and Funding Public Health and Safety
May 12	SSC	Policy Framework: Marinas

June 1	SSC	Lessons from Yellowstone and other Resource Management Approaches Policy Framework: Public Access
June 23	SSC	Policy Framework: Private Access Policy Framework: Low Lake Level Adaptation Refine Regional Plan Goals and Policies and Discussing Code
Aug 25	SSC	Continue Refining Policies and Developing Code
Sept 29	SSC	Continue Refining Policies and Developing Code
Oct 27	SSC	Continue Refining Policing and Developing Code

**\*Note:** The monthly Shoreline Review Committee meeting convened by TRPA will be used as a forum for providing updates on the Shoreline Planning Initiative to permitting agencies and to discuss strategies for streamlining permitting.

Lake Tahoe Shoreline Planning Initiative  
**Process Design Recommendations**

<p><b>TRPA Governing Board</b></p>	<p><b>ADOPTS Policies, Codes &amp; Environmental Document</b></p>	
<p><b>TRPA Regional Plan Implementation Committee (RPIC)</b>   <i>RPIC charter requires it consider amendments to the regional plan and code</i></p>	<p><b>VETS Planning Approach and RESOLVES Conflicts</b>  Vets planning approach and elements, including policies  Resolves conflicts and issues tied to shoreline planning  Receives and considers public comments  Recommends to the TRPA Governing Board</p>	
<p><b>TRPA Advisory Planning Commission</b>   <i>Charter: Must recommend policy / pre-approval before governing board</i></p>	<p><b>INPUT on Technical Issues</b>  Receives milestone briefings  Recommends to the TRPA Governing Board   Note: Governing Board can assign topics to APC for review</p>	
<p><b>Tahoe Interagency Executive Steering Committee</b></p>	<p><b>INPUT at Key Planning Milestones</b>  Provides cross-agency perspective on planning issues</p>	
<p><b>Steering Committee</b></p>	<p><b>SETS Policy Framework and Context for Planning</b>  Oversees framing of key issues  Recommends approach and policy direction to address planning issues  Establishes and enhances trust “up” and “out” with governing boards and staff  Attend to political sensitivities</p>	<p><b>Members</b>  TRPA, Joanne Marchetta  Cal State Lands Commission: Jennifer Lucchesi  Nevada Division of State Lands: Charlie Donohue  Tahoe Lakefront Owners’ Assn: Jan Brisco  Lahontan RWQCB: Robert Larson  League to Save Lake Tahoe: Darcie Goodman-Collins  Lake Tahoe Marina Association: Bob Hassett</p>

<p><b>Joint Fact Finding Committee</b></p>	<p><b>SETS Direction for Technical Work</b> Builds consensus on technical approach</p> <p><b>Open and Transparent</b></p> <p><u>Tasks:</u> Frame studies Agree on existing info Identify gaps Guide action to complete technical work Frame specific targeted questions for <b>Science Advisory Council</b> and others</p>	<p><b>Members Still Being Identified</b> (Alphabetical by organization) California State Lands Commission: Jason Ramos Lahontan Regional Water Quality Control Board: Mary Fiore-Wagner League to Save Lake Tahoe: Jesse Patterson Nevada Division of State Lands: Liz Kingsland TRPA: Dan Segan (also on Nearshore Agency Working Group) TRPA: Dennis Zabaglo, AIS TRPA: Ken Kasman Scientists: Drs. Geoffrey Schladow and Sudeep Chandra OTHERS, TBA Tentative-Cal Tahoe Conservancy: Penny Stewart Plus: Ascent Environmental and Dan Nickel, The Watershed Company Coordinator: Rebecca Cremeen, TRPA</p>
<p><b>Stakeholder Advisory Forum</b></p>	<p><b>SHAPES the process by providing diverse input</b></p> <p>A forum for diverse stakeholder interests to come together to weigh in on the planning issues at milestones</p>	<p>Membership TBD Stakeholder Interests: business, environmental, homeowners and homeowners associations, real estate, and recreational (non-motorized and motorized boating, parks, etc.) and potentially other</p>
<p><b>Ad Hoc Meetings &amp; Work Groups</b></p>	<p><b>TACKLES specific tasks tied to expertise</b> <b>Shoreline Review Committee</b></p> <ul style="list-style-type: none"> <li>➤ Permit streamlining</li> <li>➤ Buoy fields, low lake levels</li> </ul> <p><b>e.g. Marina Owners Meeting</b></p>	
<p><b>Interested Parties and Public</b></p>	<p><b>INVOLVE the public and other interested stakeholders throughout the initiative</b> Web site for ongoing public information sharing FreshTracks creating engagement / communication plan to support transparency in approach; anticipate organizing specific events to inform the process, timeline TBD Joint Fact Finding Committee and Stakeholder Advisory Forum are open to the public</p>	

	<p>RPIC and TRPA Governing Board meetings to share information and receive public comments Work with Steering Committee members to inform constituencies and solicit input on planning</p>	
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