



City of South Lake Tahoe

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City of South Lake Tahoe Planning Commission Staff Summary Design Review

By: Hilary Hodges, Planning Manager

Meeting Date: 5/14/09

Project Number: #08-100

Project Name: El Dorado Beach Improvement Project at Lakeview Commons

Application Type: Design Review

Location: 1004 Lakeview Avenue (APN 026-050-06)

Applicant: City of South Lake Tahoe/El Dorado County/California Tahoe
Conservancy

Property Owner: El Dorado County

PROJECT DESCRIPTION

The City of South Lake Tahoe proposes to improve the existing day use recreation area at El Dorado Beach (1004 Lakeview Ave, APN 026-050-06) to address deficiencies with existing improvements. Existing recreational uses at the site will not change. The project will provide new and upgraded facilities to continue those uses. Existing and proposed uses at the site include: pedestrian and bicycle trails, barbecue and picnic areas, lake viewing, beach access stairs, public beach and boat ramp. A new restroom and concession building will be built to house concessions currently in a trailer and non-motorized boat storage currently outdoors at the site. The project is a partnership between the City of South Lake Tahoe, El Dorado County, and the California Tahoe Conservancy. The El Dorado Beach Improvement Project is phase 1 of the overall Lakeview Commons Project, formerly known as the 56-acre Project. A more detailed project description provided by the applicant is included as Attachment A. Plan sheets are included in Attachment B and a full set of detailed project plans will be available at the hearing.

Submittal:

- Major Design Review application received October 23, 2008
- Citywide Design Standards Checklist received October 23, 2008
- Plan set received October 23, 2008 with revisions received December 2, 2008 and April 7, 2009
- Building and Materials Board received December 19, 2008
- Bijou/Al Tahoe Community Plan consistency Analysis received October 23, 2008

- Recreational Capacity Analysis received April 7, 2009.
- Supporting material contained in File #08-100

BACKGROUND

The El Dorado Beach Improvement Project at Lakeview Commons was initiated as part of a larger study for what has generally been referred to as the Lakeview Commons Project, now known as Lakeview Commons. The City of South Lake Tahoe and El Dorado County, with funding from the California Tahoe Conservancy, joined together in a cooperative effort to explore recreational and cultural enhancements and solutions to problems within the existing Lakeview Commons recreation area in the middle of town. The Lakeview Commons project began with a design charette in October 2006 then a Steering Committee of citizen representatives for various interests was appointed. The Steering Committee worked with the design team from Royston, Hanamoto, Alley & Abey and the public to develop conceptual plans for the Lakeview Commons project. In March 2008 the City Council authorized the development of construction plans for the El Dorado Beach portion of the Lakeview Commons project.

SITE DESCRIPTION

The project site is the existing El Dorado Beach, a day use recreation facility on the lakeshore portion of a larger publicly owned parcel which includes a variety of recreational and civic uses. The majority of this parcel is located south of the proposed project on the other side of US Hwy 50 where the campground, library, recreation center, ice arena, senior center, museum, arts building, and visitor's center are located. Campground by the Lake is situated immediately across US Hwy 50 from the project site. El Dorado Beach contains picnic and barbeque areas, walkways, a bicycle path, seating areas, beach access, a boat ramp, a kayak rental concessionaire, and a food concessionaire. The site today has a recreational design capacity, on average, of 1,047 persons.

Parking for the El Dorado Beach site is provided in two parking lots, one across Lakeview Avenue from the area of proposed improvements and another located across Harrison Avenue from the first lot. Both are striped to accommodate autos with trailers in support of the boat ramp.

Existing site factors:

Parcel Size:	~4.75 acres, 206,910 square feet
Zoning:	Bijou/Al Tahoe Community Plan, Town Center District
Land Use Category:	Commercial/Public Service
Flood Zone:	Below elevation 6232 is flood zone AE

Surrounding Land Uses/Zoning:

North:	Lake Tahoe
South:	Hwy 50 and Recreation
East:	Commercial
West:	Residential

ENVIRONMENTAL REVIEW

In accordance with the California Environmental Quality Act (CEQA) an Initial Study for the above-named project was prepared that identifies and evaluates the environmental impacts of the project. A Negative Declaration has been deemed appropriate for this project. The Initial Study and proposed Negative Declaration have been available for public review and comment from April 7, 2009 to May 7, 2009 (Attachment C).

A public workshop was held on April 7th to present the latest project design and the findings of the Initial Study/Negative Declaration. Most comments made at the workshop were in support of the project. However, there were concerns that the project would make the area more popular and attract more users that would require vehicle parking. Without additional parking included in the project, nearby residents were concerned that there would be impacts to the Al Tahoe neighborhood from the additional parking demand. A discussion of potential parking impacts is included in the Negative Declaration and the finding is that there would be a less than significant impact. This is based on the fact that no additional recreation area or activities are being proposed and that improvements to bicycle and pedestrian facilities will encourage more users to arrive without their car. There is no technical reason that there would be additional parking demand beyond what exists today. However, there is already an identified parking problem in the area. It is expected that with the development of the rest of the Lakeview Commons project, there will be additional vehicle parking developed to accommodate the entire area. In addition, on April 21, 2009 the City Council authorized the City Manager to develop a Parking Plan and Resident Sticker Program for Al Tahoe Residents Living Adjacent to the El Dorado Beach Component of the Lakeview Commons Phase 1 Project.

Other comments made at the workshop have been incorporated in to the project or are included as conditions of approval. These include providing an improved crosswalk at Lakeview Avenue and Hwy 50, adding a loading/unloading/drop off pull out on Lakeview Avenue, including a kiosk with information on where to park, and ensuring that the bicycle path will remain open during construction.

As of May 5th, comment letters have been received from Caltrans, California Regional Water Quality Control Board-Lahontan, and El Dorado County Environmental Management (Attachment D). Environmental Management did not express any concerns with the project or document. Caltrans provided information regarding the permitting and approval process required through their agency as well as maintenance concerns. Caltrans permit and maintenance requirements have

been included as recommended conditions of approval on the project. Comments from Lahontan are regarding the permitting and approval requirements for land disturbance and placement of land coverage in areas mapped with land capability of 1b. A response to these comments is included in Attachment E. Responses to comments will be incorporated in the Negative Declaration as an attachment. Any additional comments received prior to the May 14th hearing will be provided to the Commission along with appropriate responses.

TECHNICAL REVIEW

Building Division:

1. Provide justification for elimination of ADA access to look out area.
2. Provide a clear designation of the accessible route with elevations and percentage of slope.
3. Provide correct cross section designation for A2.01 (not A3.10).
4. Provide a code data sheet.

Engineering Division:

1. Proposed concrete retaining wall should be reviewed by Caltrans with regard to retaining the roadway structure & fill.
2. Coordination between Caltrans US 50 Trout Creeks to Ski Run Project and the City's Lakeview Commons Project needs to occur with regard to intersection improvements at Lakeview and Rufus Allen Blvd.
3. Storm water infrastructure plans and details need to be approved by Lahontan.
4. All drop inlets shall be per City Standards and include weep holes.
5. All drop inlets shall be set on and surrounded by ¾" minus clean drain rock & filter fabric. Drain rock shall be 1' in with on all sides and bottom of the drop inlet to within 1' of finished grade.
6. Provide details as to how cleaning of the infiltration galleries will occur. Vehicle access?.
7. Due to the proximity of surface water, separator vaults should be installed prior to the infiltration galleries.
8. Why isn't the project including roadway storm water infrastructure on Lakeview, and the Boat Ramp?
9. Provide concrete @ ramp conform, not A.C. as shown.
10. Identify Pedestrian routes to and from project area to adjacent parking and public facilities including campground.
11. Full width grind and paving overlay will be required on Lakeview from west side of Harrison (including limits of water line construction) to US Hwy 50.
12. Provide detail to soil stabilization on slope behind the proposed rock revetment.
13. Provide staging plans with regard to driving the concrete pile (lake staging or Highway staging of equipment).
14. Provide utility trench layout and details for utilities to proposed facilities.
15. Identify all electrical facilities and features.
16. Provide bollard details and schematics, provide lumen spread.

17. Show proposed locations of Caltrans storm water vaults.
18. Provide shoring plans for excavations, particularly at the location of the boathouse facility. Provide detail as to the functionality of the boat ramp access during construction.
19. Identify and detail the re-construction of the Storm water infrastructure outfall located within the project limits.
20. Provide estimation of photovoltaic installation and maintenance costs versus payback.
21. Provide drawings showing staging areas.
22. Provide pedestrian detour plans.
23. Provide turbidity control plans for work adjacent to shoreline.
24. The boat ramp parking area in which the proposed water lines are being installed was just repaved with City funds in 2007. Provide new paving for parking area. In addition, drawings submitted do not accurately reflect storm drain infrastructure within the parking area. Confirm that new waterlines will not conflict.
25. Detail sheets were not provided to his department (for example sheet L2.04 through L2.11) we were unable to review any details.

Planning Department:

Use: The proposed project is located in the Bijou/Al Tahoe Community Plan, Town Center District. The proposed recreation-uses are allowed within this district. The food concession is considered a use accessory to the day use recreation area.

Bijou/Al Tahoe Community Plan: An analysis of the project's consistency with the Bijou/Al Tahoe Community Plan was submitted with the project application (Attachment F). Staff has reviewed the analysis and concurs with the findings that the project is consistent with the Community Plan.

Site Design

Setbacks: Setbacks for recreation are 50' from the front and rear property lines and 20' from side-property lines. Although the building that will house the restrooms, concession, and kayak rental is 35' from the edge of the Lakeview Avenue pavement, Lakeview Avenue, for the segment between Harrison and Hwy 50, is a part of the project area parcel. The project area parcel includes Lakeview Avenue and the parking lot to the south. Therefore, the project meets the setback requirements. The 35' separation between the Lakeview Avenue pavement and the building is appropriate for the site.

Snow Storage: The project plans do not show designated snow storage areas. A condition of approval is recommended to require snow storage areas, in compliance with City Code Section 5-49.9.d to be shown on the building permit plans.

Parking: The City Code does not have a specific parking standard for beach or park facilities. As stated in the discussion provided in the CEQA section of this report, there will not be an expansion of the facility area or activities so there is no technical basis to expect additional parking demand. However, the area has an identified parking problem that can be addressed through comprehensive measures and the City Council has directed the staff to follow up on additional parking management and a parking plan for the area.

Landscaping: The proposed project includes an extensive upgrade to the existing landscaping. Materials proposed for hardscapes are consistent with City design standards and proposed plants are consistent with the TRPA Recommended Plan List for the Tahoe Basin.

An irrigation plan has not been submitted and will be required to be approved prior to issuing building permits.

Lighting: The project design includes additional lighting for the pedestrian areas and bicycle path. The lighting for the bicycle path and within the plaza area will be the same pole lighting that is currently installed on Ski Run Blvd. This is the light standard that was recommended in the Public Improvement Engineering Standards the Planning Commission recommended to City Council on April 30, 2009. Lighting will also be provided along the pedestrian walkway, along the stone stairs in the terrace area down to the beach, and on the restroom/boat concession building. As recommended in the conditions of approval, specifications for these light fixtures will need to be reviewed to ensure that they comply with the City standards. They will need to be shielded so that they do not cast light up or off of the project site.

Building Design

The proposed restroom/concession building will be a Leadership in Energy and Environmental Design (LEED) certified building that incorporates recycled materials, photovoltaic panels, and energy efficient design.

Facades/Building Materials and Colors: The proposed building design provides articulated facades primarily through the use of granite rock. The granite will reflect a Tahoe character by using a local native stone. The roof will be metal and a condition of approval is recommended that would require the roof color to be approved prior to issuing a building permit.

Roof Pitches: The City Code requires roof slopes no less than 5:12 or more than 12:12. The proposed roof pitch of the restroom/concession building is 9:12 which meets the standard.

PUBLIC NOTICE AND INPUT

A public notice of the May 14, 2009 Planning Commission consideration of this project was published in the Tahoe Daily Tribune on May 2, 2009 and mailed to all property owners within 300' of the project area on May 1, 2009. The Planning Division has not received any written public comments.

CONDITIONS

Staff has recommended conditions of approval that require additional project details for additional review by City departments. Conditions identified in the Negative Declaration have also been incorporated. These conditions of approval are not unique and are minor overall.

Note: This is not an MOU project. Subsection 5-18 of the South Lake Tahoe Municipal Code defers the review of the following project elements to TRPA: height, density, land coverage, noise, best management practices (BMPs), national HAZMAT standards, historic resources, shorezone, and grading.

FINDINGS

Design Standards

The City requires a finding of consistency with the City Design Standards in Chapter 5 of the City Code.

The project is consistent with the applicable City design standards. The project is consistent with the following checklists, provided the specific conditions listed in Attachment D (City Permit) are met.

- *City-wide Design Standards*
- *Bijou/Al Tahoe Design Standards*

CONCLUSION

By complying with the recommended conditions of approval in the attached draft permit, the proposed project meets the applicable design standards and is a use appropriate for the location.

ALTERNATIVE ACTIONS

1. The Planning Commission may modify findings or conditions prior to adopting the Negative Declaration or approving the Design Review.
2. The Planning Commission may request additional information and continue the item to a future meeting.
3. The Planning Commission may deny the Negative Declaration or Design Review.

RECOMMENDED ACTION

Staff recommends that the Planning Commission take the following actions:

- 1) Open the Public Hearing and take comments.
- 2) Adopt the Negative Declaration, with responses to comments, making the findings as written in the staff report. State that the City of South Lake Tahoe Planning Division is the custodian of the document and all supporting material is contained within the project file (#08-100). Direct staff to file a Notice of Determination.
- 3) Approve the Design Review based on the staff report and public record, subject to the conditions in the draft permit (Attachment G).

CITY APPEAL OPPORTUNITY

Pursuant to Section 32-57 of the City Code, should the applicant disagree with the City Planning Commission decision or conditions of this permit, they may appeal to the City Council. A completed appeal form (available through the City Clerk's Office, 1901 Airport Road) along with the appeal fee, must be filed with the Clerk's office within five business days from the date of this decision.

ATTACHMENTS

- Attachment A: Project Description
- Attachment B: Project Plans
- Attachment C: Initial Study/Negative Declaration
- Attachment D: Comments on the Initial Study/Negative Declaration
- Attachment E: Response to Comments Received from the Regional Water Quality Control Board
- Attachment F: Bijou/Al Tahoe Community Plan Consistency Analysis
- Attachment G: Draft City Design Review Permit



Staff Report Concurrence
Teri Jamin, Community Development Director