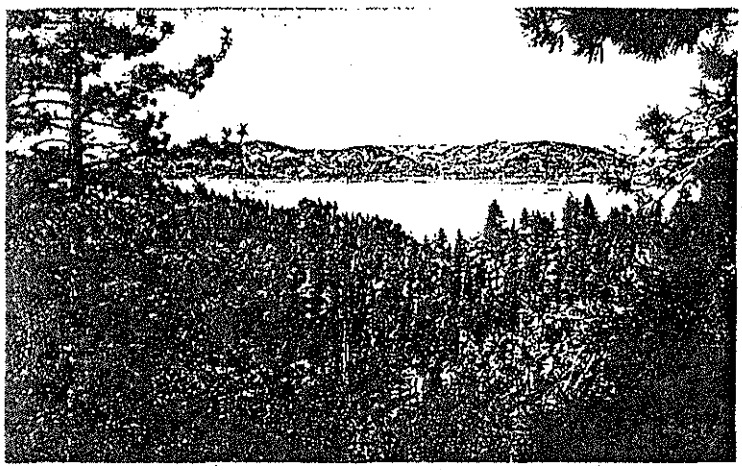

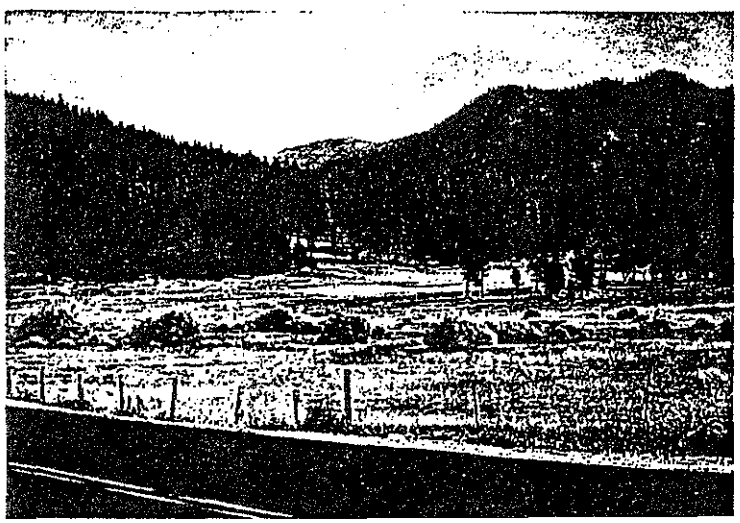

EASTSHORE DRIVE NATIONAL SCENIC BYWAY

RURAL SECTION, INCLINE VILLAGE TO US 50

CORRIDOR MANAGEMENT PLAN

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in cooperation with
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Tahoe Regional Planning Agency
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EXECUTIVE SUMMARY

In 1996, the Federal Highway Administration (FHWA) designated the major travel route around the east side of Lake Tahoe (from South Stateline to North Stateline) as the East Shore Drive National Scenic Byway, in response to agency and local community nomination efforts. A requirement of designation under the National Scenic Byway Program is the development of a Corridor Management Plan to balance the management and conservation of the byway's intrinsic qualities with the public's use and enjoyment of those qualities. Funds were granted by FHWA to Nevada Department of Transportation (NDOT) for the preparation of this Corridor Management Plan, focused on the rural portion of the Byway along State Route 28 from Incline Village to Spooner Summit.

The Scenic Byway corridor along this portion of SR 28 lies within the jurisdiction of many agencies, including the Tahoe Regional Planning Agency (TRPA), US Forest Service, Nevada Division of Sate Parks, NDOT, Carson City and County, Washoe County, and Douglas County. The primary purpose of the SR 28 Corridor Management Plan (CMP) is to consolidate the relevant portions of these agencies' plans and programs into one document, which provides an overall management framework for protecting the Scenic Byway while maximizing its benefits to visitors and the local community. The purpose of the CMP is also to provide a clear statement of the issues affecting the corridor, to recommend a prioritized set of actions with clear responsibilities for agencies and other groups in resolving issues, and to establish a structure for continued, integrated, and streamlined management of the corridor's intrinsic qualities.

Critical resource and land use issues affecting the corridor include:

- roadside parking and associated safety problems;
- visual impacts of the roadway and opportunities to enhance the visitor experience;
- unregulated trail use and soil erosion affecting lake water quality;
- high levels of beach use with some conflicts between different user groups;
- forest health management requiring salvage logging and ecosystem management in areas affected by insect kill; and
- various opportunities for enhanced recreational and interpretive facilities.

A process of study research, inter-agency meetings sponsored by TEAM Tahoe (Tahoe Eastern Area Management Team), and public involvement has been used to develop a vision statement, goals, and objectives for the corridor. The CMP objectives address the full range of issues and opportunities facing the Scenic Byway corridor, including streamlined management, support of local businesses, resource protection, safe and efficient transport, interpretive facilities and environmental education, and recreation.

Intrinsic qualities of this largely undeveloped and scenic corridor are documented in the CMP, together with characteristics of the roadway and applicable land use policies and regulations. An implementation program has been established to address the CMP objectives, with specific actions and responsibilities to be undertaken by agencies and other participating groups in the first years of the CMP. Recommendations on a proposed structure for the SR 28 Scenic Byway Oversight Committee and responsibilities for monitoring CMP implementation are provided.

1.0 INTRODUCTION

In 1991, Congress passed the Intermodal Surface Transportation Efficiency Act (ISTEA). This important bill established the National Scenic Byways Program which allocated $80 million in funding to states to establish new scenic byway programs, update and refresh existing programs, and provide improvements to byways and byway facilities. Through the National Scenic Byways Program, states are encouraged to nominate roads or segments of roads with outstanding characteristics and intrinsic qualities in terms of natural, scenic, historical, cultural, recreational, or archaeological resources for designation as a National Scenic Byway or All American Road. National Scenic Byways are roads or highways that merit recognition at the national level based on one or more of the six intrinsic values listed above. All American Roads are roads or highways through corridors that offer such stunning intrinsic values that both domestic and international travelers will enjoy exploring them, and in many cases are hundreds of miles in length and connect America's largest cities. A Corridor Management Plan is required under the National Scenic Byways Program for federal designation.

A National Scenic Byway Corridor Management Plan is a community-based strategy for balancing the management and conservation of the byway's intrinsic qualities with public use and enjoyment of those qualities. Corridor management planning allows communities to consider and identify all the ways they want to use and benefit from the scenic byway, and then manage the byway so as to maintain the integrity and value of its intrinsic qualities.

The purposes of a Corridor Management Plan (CMP) are:

- to support the byway's designation as a National Scenic Byway or All American Road;
- to establish priorities and a schedule for securing future funding of Byway improvements and maintenance;
- to guide management activities in the corridor so as to balance the use and conservation of the intrinsic qualities that are the essence of the scenic byway;
- to increase public appreciation, understanding and support for the byway, its intrinsic qualities and the rationale for their protection, and the management process;
- to increase the benefits of the scenic byway available to the public by targeting specific objectives and focusing available resources to achieve planned benefits;
- to integrate the various plans, policies and programs planned or being undertaken within the byway by various agencies, in a manner acceptable to all agencies, and
- establish the appropriate organization to continue efficient management of the Byway into the future.

A corridor management plan can maximize the value of the scenic byway to its users and nearby communities and increase the efficiency of management by identifying which programs and actions are complementary, redundant, or conflicting, and those that are most effective in conserving the scenic byway's qualities.

There are a host of agencies responsible for planning, management, and regulation of land and resources within the SR 28 corridor, including the Tahoe Regional Planning Agency (TRPA), USDA Forest Service, Nevada Division of State Parks, Nevada Department of Transportation

(NDOT), Washoe County, Carson City, and Douglas County. **The primary purpose of the SR 28 CMP is to summarize and consolidate the relevant portions of these agencies' plans and programs into one, easily referenced document which lays out an integrated management direction for the corridor. Its other purposes are to provide a clear statement of the issues affecting the corridor, recommend a prioritized set of actions with assigned responsibilities that address the issues, and establish a structure for continued, coordinated future management of the Byway.** This is the foundation from which holistic planning and management of the SR 28 corridor can be achieved. In this way, the Corridor Management Plan serves as a practical tool for streamlining and advancing the implementation of corridor management and enhancement measures, to the benefit of corridor users, local communities, and all involved agencies.

The involvement of many agencies and diverse interest groups in managing and using the SR 28 corridor's distinctive resources have produced a strong sense of cooperation, established through years of previous study and community/agency participation. Still, differences in the management of resources and ideas about their use exist. While it is not possible to resolve all potential conflicts between agencies or parties within the short time-frame of preparing the CMP itself, the CMP process will provide the ongoing forum where such issues are constructively discussed and resolved as time goes on.

Lastly, the CMP is not an end but a beginning; this report is not meant to sit on a shelf, but to be continuously used and revised—a living document.

This report contains a Bibliography of data sources and references used in the preparation of the CMP. Sources identified in the Bibliography should be referenced by the reader for further detail whenever necessary.

1.1 Background

In 1996, the State of Nevada, in cooperation with Carson City, Incline Village, Douglas County, and Crystal Bay, nominated the major travel route around the east side of Lake Tahoe, including SR 28 from the California-Nevada state line at the north end of the Lake Tahoe Basin to US Highway 50, and US Highway 50 from its intersection with SR 28 at Spooner Summit to the Nevada-California state line at the south end of the Lake Tahoe Basin, for National Scenic Byway status. Later that year, the FHWA granted designation of the nominated route as the Eastshore Drive National Scenic Byway.

During the nomination and review process, Carson City applied to the FHWA for funds to prepare a Corridor Management Plan for the nominated route. A SR 28 Scenic Byway Steering Committee was formed to oversee and guide the process of developing the Corridor Management Plan for the National Scenic Byway along the Lake Tahoe perimeter road within the State of Nevada. Agencies and jurisdictions represented on the SR 28 Scenic Byway Steering Committee include the Federal Highway Administration (FHWA), NDOT, TRPA, US Forest Service, Nevada Division of State Parks, Carson City, Washoe County, and Douglas County. Funds were granted for the preparation of a Corridor Management Plan focused on the rural portion of SR 28

which extends from the intersection of Lakeshore Drive at the south edge of Incline Village southward to the intersection of SR 28 with US Highway 50 at Spooner Summit. The CMP presented herein covers only this rural portion of the Eastshore Drive National Scenic Byway. It is anticipated that in the near future, funds will be granted to expand the Corridor Management Plan to include the two remaining segments of the Byway, SR 28 from the state line at the north shore to its intersection with Lakeshore Drive at the south edge of Incline Village, and US Highway 50 from its intersection with SR 28 at Spooner Summit to the state line at the south shore.

In addition to the SR 28 Scenic Byway Steering Committee, a partnership representing governmental interests and private citizens, known as TEAM Tahoe, was formed several years ago by Kay Bennett, Carson City Supervisor and TRPA Board member. The TEAM Tahoe mission is to provide a coordinated effort for planning, development and management of the Spooner Summit/Nevada Highway 28 Corridor recreation area, in order to address increasing public demands while preserving the quality of the resource. Issues addressed by the group include, among others, parking, bike and pedestrian access, soil erosion, recreational demand, and beach access. Membership includes NDOT, FHWA, TRPA, US Forest Service, Nevada Division of Forestry, Nevada Division of State Parks, Natural Resource Conservation Service, City of Carson City, private special interest groups including TAN (Tahoe Area Naturists), and other interested private citizens. The group meets monthly at the TRPA offices. TEAM Tahoe has served as an ongoing forum for communication and discussion of issues related to the SR 28 corridor. In addition to involvement/participation with various agency programs, member agencies have cooperated with user-groups in volunteer corridor clean-up days.

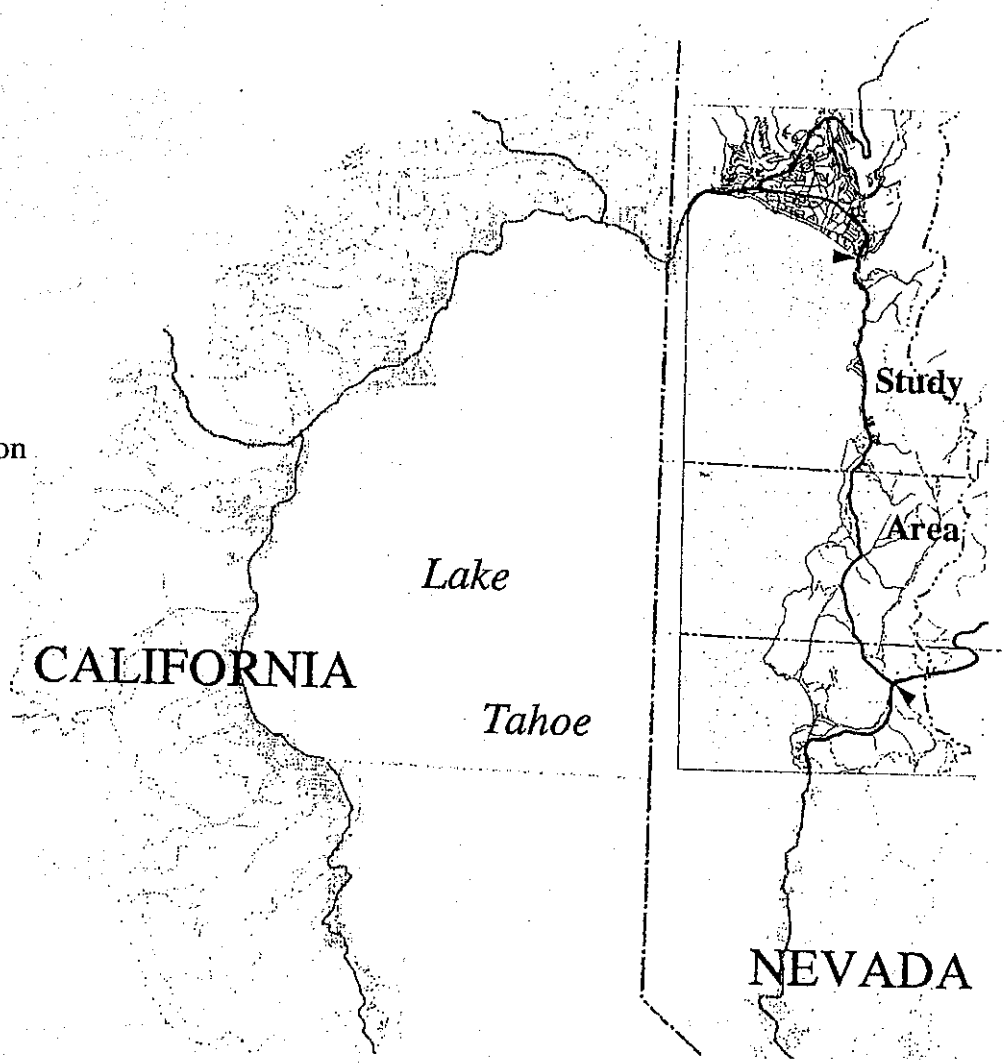
In 1994 and 1995, a *Recreational Traffic Management Study* within the SR 28 Corridor was sponsored by the Tahoe Regional Planning Agency and conducted by Leigh, Scott & Cleary, Inc. The study examined existing visitation patterns at both State Park and National Forest recreation sites, as well as traffic, parking, bicycle, and boating use. A survey of drivers parking along the corridor was conducted that yielded data regarding trip origins, length of stay, and size of party. Workshops were conducted among representatives of NDOT, FHWA, TRPA, Nevada Division of State Parks, the Forest Service, the City and County of Carson City, Washoe County Sheriffs Department, Douglas County Sheriffs Department, the Incline Village General Improvement District, and the Incline Village - Crystal Bay Visitors and Convention Bureau. The workshops yielded a consensus that shoulder parking should be eliminated from the corridor. However, a consensus could not be reached at that time regarding the recreational carrying capacity of the corridor. A series of parking/traffic/transit alternatives were then developed and evaluated. The recommended plan relies on a series of new parking lots and expansion of parking lots within the corridor, served by a system of shuttle buses during the peak summer period.

STATE ROUTE 28

SCENIC BYWAY

Corridor Management Plan

Nevada Department of Transportation
City of Carson City
Tahoe Regional Planning Agency



STATE ROUTE 28 SCENIC BYWAY

Corridor Management Plan

Nevada Department of Transportation
City of Carson City
Tahoe Regional Planning Agency

LEGEND

Jurisdictions

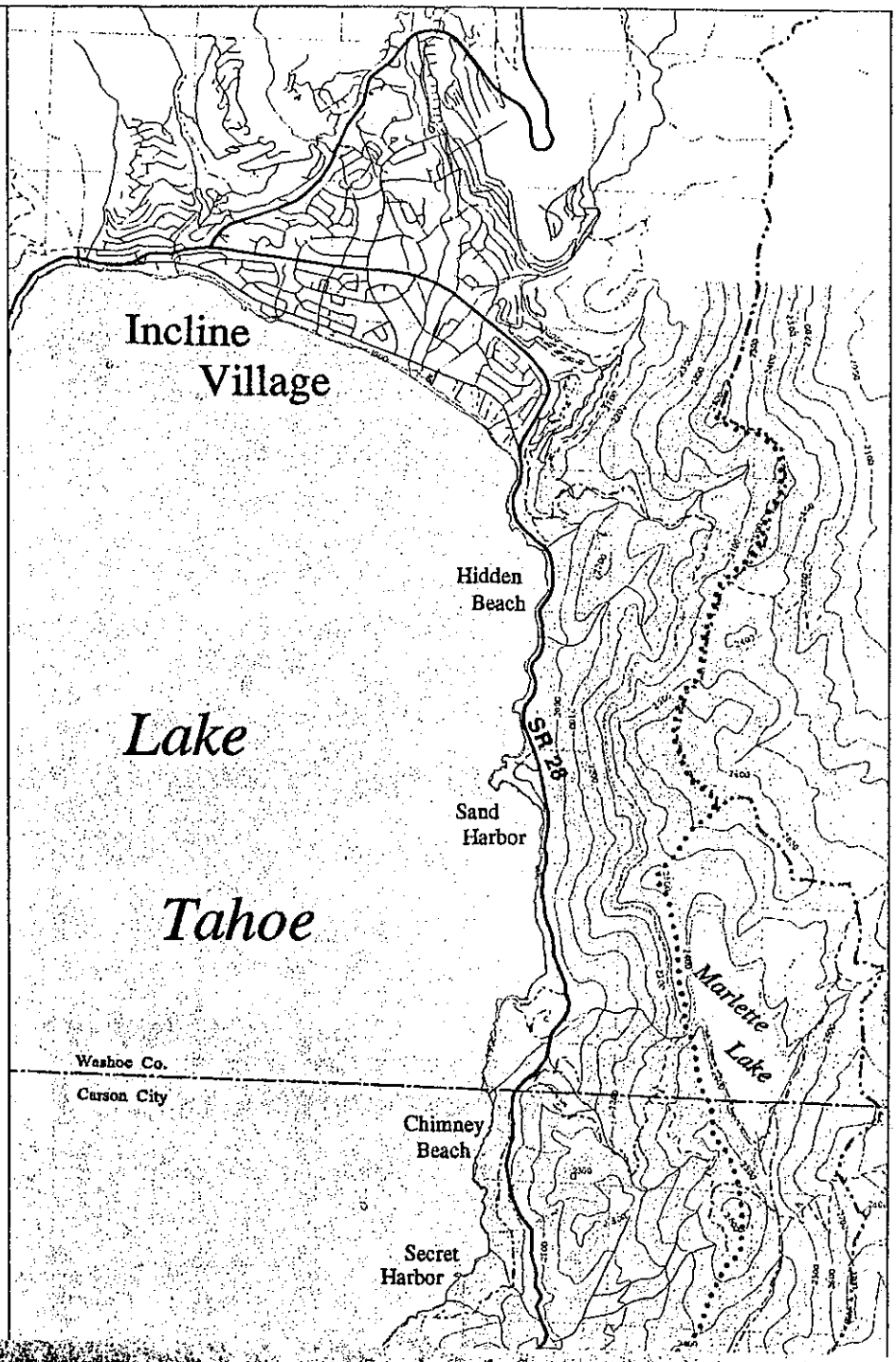
- State Land
- National Forest within Lake Tahoe Basin Mgmt Unit
- National Forest outside LBTMU
- Private Land

Boundaries

- Tahoe Basin
- Generalized Viewshed

Sources

TRPA GIS (1996)



1.2 Corridor Limits

The Federal Highway Administration guidelines for preparing Corridor Management Plans states that boundaries of the scenic byway corridor (the area covered by the plan) should be consistent with the viewshed (area seen) from the roadway. The SR 28 Scenic Byway Steering Committee has established boundaries for the corridor covered by this plan that extend from the lake shore on the west to the top of the ridge east of SR 28, and from the intersection of SR 28 and Lake Shore Drive at the south edge of Incline Village to the intersection of SR 28 and US Highway 50 at Spooner Summit. It is referred to throughout this document as the SR 28 corridor. See Regional Setting Map and SR 28 Study Area Map, Figures 1.1 and 1.2.

1.3 Issues within the SR 28 Corridor

The following is a summary of the issues concerning the SR 28 Scenic Byway Corridor. Issues were raised by agencies involved with resource and land management within the corridor, by the public, or were identified by the planning team during the preparation of the Corridor Management Plan. There are a few primary-level issues within the corridor, under which a number of secondary issues are contributing factors. The primary issues include water quality, scenic quality, parking and recreation use (trails and beaches) as follows:

- **Water Quality**
  Maintaining the water quality of Lake Tahoe is a paramount consideration. Within the SR 28 corridor, inadequate drainage structures and maintenance of the storm runoff capture system and soil erosion from cut/fill slopes and informal trails leading from the roadway to the lake shore create water quality impacts. Recent projects by NDOT have started to restore the storm runoff capture system, although several years will be required to complete the effort. The work is continuing. Future maintenance of the system will be essential in improving water quality. Establishment of off-highway or off-site parking areas that replace shoulder parking would allow implementation of a system to capture engine oil contaminants in runoff and prevent it from entering the lake. Closure and rehabilitation of informal trails and revegetation of cut-slopes would also reduce soil erosion and resultant water quality impacts. The development of a managed trail system is required.

- **Scenic Quality**
  Although the striking natural scenery along the SR 28 corridor is one of its most notable intrinsic qualities, visual blight occurs to varying degrees within the corridor from road-cuts, parked cars along the shoulder of the road, litter, soil erosion and trampled vegetation, and, in certain cases, from existing development within the foreground view from the roadway. There are opportunities to create roadside turnouts for viewing or photographing outstanding scenic vistas that would give the public greater enjoyment of the area's visual resources. On a basin-wide level, the visibility of road cuts (and fills) of SR 28 creates an adverse visual impact conspicuous from many locations across the lake on its western and northern shores, as identified in TRPA's 1982 Visual Resources Inventory and subsequent Scenic Threshold Evaluations.

- **Parking**
  There are several significant issues related to parking within the corridor. A consensus was developed among public agencies concerned with the corridor that all shoulder parking should be eliminated. Through the process of developing this CMP, public opposition to elimination of all SR 28 shoulder parking has been strongly expressed. The public has also stated that suitable alternatives must be provided before shoulder parking is eliminated. Shoulder improvements carried out by NDOT during the summer of 1996 have eliminated some areas where shoulder parking previously occurred, although NDOT is currently allowing some parking on shoulders as a temporary measure.

  Other issues related to parking within the corridor include:

  - the number of off-highway parking lots that should be provided and their location relative to recreation sites, considering environmental and operational factors;
  - whether fees should be charged for the existing lots within walking distance of the beaches, and/or any new remote lots;
  - the seasons and hours of the day that various parking facilities should be operated;
  - the total number of parking spaces that should be provided within the corridor, in light of the fact that this figure influences recreational use of the corridor, which is considered by the USFS to presently exceed the physical carrying capacity at beaches during peak use periods.

  These issues have been examined in depth in previous studies. However, with the exception of the desire by agencies to eliminate shoulder parking, clear resolutions have not yet been reached.

- **Trails**
  On days of peak recreation use, hundreds of parked cars line the shoulders of SR 28. The destination of the vast majority of persons parking on the shoulder is the shore of Lake Tahoe. Since parking is spread along several miles of the road, many informal trails down steep slopes through native vegetation have been created by persons making their way to the beaches below. Use of such informal trails causes soil erosion, trampling of vegetation, unsightly conditions, and personal safety hazards. The number and location of formal trails, developed and maintained by land management agencies to provide access to beach areas, are insufficient and inconvenient for persons parking along the SR 28 shoulder. In terms of hiking, mountain biking, and equestrian trails through upland or back country areas within the corridor, there is agency and public interest in expanding the trail system.

- **Beach Use**
  At peak times (primarily summer weekends), the number of persons at one time (PAOT) using the beach areas along the SR 28 corridor exceeds the number established by the USFS as the maximum desirable in order to maintain the quality of the recreation experience. Such overcrowding can diminish the experience of being at these beaches and creates increased soil erosion, trampling of vegetation, litter, and intrusion into areas that support sensitive wildlife species. Under these conditions, sanitation facilities are considered inadequate.

Problems are most acute from Hidden Beach to Secret Harbor. At the more remote beaches, the undeveloped, unregulated nature of the area provides opportunities for a variety of informal recreation experiences in contrast to the well developed and convenient full service facilities at Sand Harbor. At the undeveloped and remote beaches, where clothing-optional sunbathing takes place, conflicts of use sometimes occur when sunbathers are encountered by those unaware of clothing-optional activity. Both parties may feel impacted by such incidents. The US Forest Service has not designated any portions of the shoreline as a "nude or alternative clothing beach".

Secondary issues include the following:

- **Bike Facilities**
  There is agency and public interest in establishing a bicycle system through the SR 28 corridor. The TRPA's *Environmental Improvement Program* states that these facilities could range from Class I (separated bike trail) facilities to Class III (signed bicycle routes). Various classes of bike trails/routes are being considered as part of the TRPA's Loop Bikeway 2000 project. These facilities would be part of a larger program to provide bicycle facilities surrounding Lake Tahoe, and would provide a non-motorized means of access to recreation sites. Physical constraints within the corridor including steep slopes, rock outcrops, erosive soils, narrow roadway, etc., represent significant challenges to implementing a bike facility and will significantly affect its cost. Issues to be resolved regarding these improvements include the source and amount of funding, means of trail maintenance, the environmental impacts of new trail construction, alignment (particularly a location above the highway versus one below the highway), and design guidelines.

- **Timber and Resource Management**
  Most of the area within the SR 28 corridor sustains a Jeffrey pine and white fir forest which is substantially endangered by mass tree mortality, increasing fire risks to extreme levels. Insect kill of large trees over the past several years has occurred throughout the Lake Tahoe Basin, including the SR 28 corridor. Affected trees are readily noticeable and are seen in many areas, for example at Spooner Meadow. To reduce the fire danger on National Forest lands, the Forest Service began a salvage logging project during the summer of 1996 which will continue during the summer of 1997, yet it will take some time to re-establish a healthy forest. Several issues are associated with the insect kill and salvage logging operations, including visual blight, the practice of leaving uneconomical dead timber, and public skepticism over the goals of vegetation (forest health) management throughout the corridor. In parts of the SR 28 corridor, important wildlife species occur. Regulation of human use within the corridor within wildlife areas and under certain conditions is an important but difficult aspect of managing wildlife resources.

- **Public Transit**
  The only regularly scheduled public transit service through the corridor is the Tahoe Lake Lapper, presently operated on a trial basis under a program administered by the Tahoe Transportation District. This program has secured funding for operation through the Fall of 1997. As part of this service, buses are operated through the SR 28 Corridor every 3 hours in

each direction, 7 days per week. In addition, the Tahoe Area Regional Transit (TART) system, operated by Placer County under contract with the Washoe Regional Transportation District, serves a stop near Ponderosa Ranch at the northern end of the corridor, hourly between 7:10 A.M. and 6:10 P.M.

Interest has been expressed by public agencies and some members of the public in establishing a long-term, expanded transit system within the SR 28 corridor linked to a larger regional system, in part to reduce traffic and parking for recreation access within the corridor. To be resolved are the type and level of services that would be appropriate for the SR 28 corridor and how implementation and operation of such a system would be funded.

- **Public Information and Education**
  The segment of SR 28 covered by this CMP is considered the "rural" portion. As such, there is little development and no private commercial establishments. Compared to other areas of the Tahoe Basin, there are relatively few signs here. Signs that do exist are informational and have been placed by NDOT, Nevada Division of State Parks, or the Forest Service. However, there is a lack of consistency among the signs along SR 28 in terms of placement and wording, particularly among current signs indicating where shoulder parking is or is not permitted and under what circumstances. This creates confusion, misunderstanding and frustration on the part of the public concerning parking regulations. Also, while some interpretive/educational signs have been placed within the corridor or are in the planning stages, there remain other important opportunities to interpret resources, for example at cultural sites and features in Slaughterhouse Canyon.

- **Future Traffic and Safety**
  As the number of persons visiting and seeking recreation in the Tahoe Basin in the future increases, traffic volumes on SR 28 and demand for recreation within the SR 28 corridor are expected to rise. In addition, SR 28 serves a through-traffic function for local residents and commuters. Regional population growth, independent of recreational use within the corridor, has and will continue to result in higher traffic volumes along SR 28.

  The recent trend in traffic volumes on SR 28 through the corridor has been one of substantial increase. Between 1991 and 1995, average annual daily traffic volumes on SR 28 1.2 miles south of Lakeshore Boulevard increased from 5,710 to 7,010 -- an increase of 23 percent in total, or 5.3 percent annually. This growth appears to be in part driven by an increase in traffic entering the Tahoe Basin from other parts of Nevada; the TRPA *Regional Transportation Plan -- Air Quality Plan* identifies a current growth rate in traffic volumes on SR 431 over Mt. Rose Summit of 2.34 percent per year, and a growth rate on US 50 over Spooner Summit of 1.05 percent per year. These trends are expected to continue in the future.

  Current traffic forecasts available from TRPA project year 2016 daily vehicle volumes on State Route 28 to be 12,909 vehicles per day just south of Lakeshore Drive in Incline Village. Just north of the State Route 28/US Highway 50 intersection, year 2016 traffic volumes are projected to be 10,901 vpd.

The roadway within the portion of the SR 28 corridor covered by this CMP is exclusively two lanes, with the exception of turn lanes at Sand Harbor State Park. The capacity of the roadway and traffic safety under future increased volumes is a concern. While climbing lanes for trucks and slow-moving recreational vehicles and acceleration/deceleration lanes at high-volume intersections could improve traffic conditions, they could pose substantial engineering problems as well as visual and other environmental impacts.

- **Future Public Visitation Levels**
  As time goes on, the demand for recreation in the Lake Tahoe Basin and the SR 28 corridor is expected to rise. Regarding visitation levels, the expected growth in population in the Reno/Carson areas that lie within a day-trip distance of the East Shore indicate that the number of visitors will fill the parking capacity provided for access during peak periods. Reductions in the number of parking spaces and increased enforcement have been discussed as means of limiting visitation. These measures may be required by land management agencies in order to protect resources and the quality of the recreation experience within the corridor.

- **Land Exchanges**
  The vast majority of land within the SR 28 corridor is owned by the public and managed either by the Nevada Division of State Parks or the Forest Service. The agencies seek opportunities to further consolidate public lands by acquiring private parcels through land exchanges or other means when it would benefit the public and increase the efficiency of land management activities. The federal government is presently examining the possibility of acquiring the Whittell estate. If the land were to become part of the public domain, a comprehensive land management plan and program for the property would need to be developed. Questions to be addressed include, among others, public access into and out of the facility from SR 28, vehicular access to the estate and parking, and overflow use into other adjacent recreation sites.

- **Local Economy**
  Private commercial development exists near the SR 28 corridor, immediately to the north at Incline Village, and to the south along US Highway 50. These commercial areas provide retail services and conveniences to local residents and those visiting the area. The rural, undeveloped character within the corridor (between Incline Village and US Highway 50) stands in contrast. A private business operates the cross-country ski concession near Spooner Summit under a concession contract with the Nevada Division of State Parks. Other private concessions within the Lake Tahoe Nevada State Park, in conjunction with a planned visitor center at Sand Harbor, may operate in the future. Future management of the corridor should ensure preservation of the rural character by limiting development of all types, especially where it would be visible from the roadway. Support of existing businesses outside the corridor should be encouraged.

- **Trespass and Impacts to Private Property**
  Most land within the SR 28 corridor is in public ownership. Visitors to public lands are sometimes unaware of or fail to respect the boundaries between public land and privately

owned parcels. As a result, trespass onto private property occurs causing impacts to both property and landowner's privacy, especially where it happens repeatedly. These problems occur most often in the area around Secret Harbor. There is concern that future trail or parking development could aggravate the problem, although trail consolidation and signs identifying private property and could help reduce problems of trespassing.

1.4 Study Process

The process used to develop this Corridor Management Plan is based on that described in *Scenic Byways - Preparing Corridor Management Plans: A Scenic Byways Guidebook* published in 1995 by the US Department of Transportation, Federal Highway Administration. The FHWA process was modified to fit circumstances of the SR 28 corridor. See Figure 1.3 on page 14 for a flowchart summarizing the Corridor Management Planning Process. In general, the process involved the following steps:

- **Preliminary Planning Activities**
  The CMP process was initiated by meeting with the SR 28 Scenic Byway Steering Committee to clarify the scope of this study and hear the Committee's vision for the SR 28 corridor, and with TEAM Tahoe to gain important background information and discuss issues facing the SR 28 corridor.

- **Data/Literature Collection and Public Input**
  The process then involved gathering and reviewing existing data and literature with relevance to the SR 28 corridor, including the TRPA's GIS database and documents listed in the Bibliography of this Plan. With this information and an initial understanding of the important issues, a Vision Statement and Goal Statements for the SR 28 Scenic Byway Corridor were then drafted and presented in December, 1996 at the first of two public meetings held in Incline Village. The meetings were advertised through the TRPA using local media outlets including newspapers, radio announcements, mailings to landowners within the corridor, and notification of special interest groups. In addition to the public, various members of the SR 28 Scenic Byway Steering Committee and TEAM Tahoe attended the meetings. At the first meeting, a presentation by the planning team was made and public comments were heard on issues regarding use and management of the corridor, and on the draft Vision Statement and Goal Statements.

- **Draft Corridor Management Plan Preparation**
  With the input received at the first public meeting, the planning team was able to further define the issues and revise the Vision Statement and Goal Statements. From this foundation, the planning team developed more detailed objectives targeted at addressing the issues and which, at the same time, relate back to the Goal Statements. Finally, specific actions and management strategies for accomplishing the objectives were developed. Actions and strategies were prioritized with responsibilities for implementation assigned to various agencies. The information was then organized, consolidated and prepared as text and graphics as the draft Corridor Management Plan.

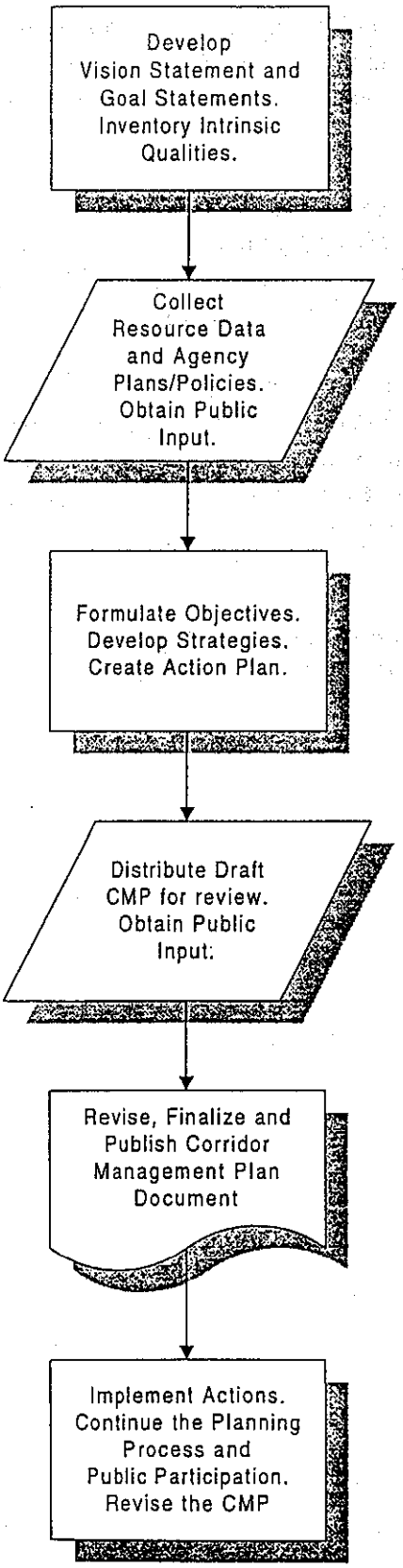
- **Agency Review and Public Input**
  The draft Corridor Management Plan was then distributed to the SR 28 Scenic Byway Steering Committee for review and comment. Following review of the draft, a second public meeting was advertised and held at Incline Village in June, 1997 to solicit input on the plan's objectives and accompanying set of prioritized actions which were developed since the previous meeting was held.

- **Publication of the Corridor Management Plan**
  With the input received at the second public meeting and review comments from the SR 28 Scenic Byway Steering Committee, the draft CMP was revised and the final Corridor Management Plan delivered to NDOT for publication and distribution.

- **Corridor Management Plan Implementation and Future Updates**
  With publication of the Corridor Management Plan, its use and implementation of actions rest with the committees, agencies and public/private interest groups identified in the plan. It should be noted that implementation of the plan's recommendations will in many instances require site specific environmental review and analysis, and decisions by the TRPA and other agencies.

  It is intended that the CMP be updated and revised at appropriate intervals in the future as situations change and current issues are resolved, and to address new issues as they arise.

CORRIDOR MANAGEMENT PLANNING PROCESS



Preliminary Planning Activities

Data Collection and Public Participation

Corridor Management Plan Preparation

Review and Comment, Public Participation

Publication of the Corridor ManagementPlan

Implement the CMP, Continue the Planning Process and Public Participation

Figure 1.3

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2.0 VISION, GOALS AND OBJECTIVES

The corridor planning process is built on the foundation of a full understanding of the resource base and a Vision Statement. It develops increasing detail and specificity as implementation occurs. The Vision Statement for the corridor is a declaration of the value, purpose, and ideal future condition of the scenic byway established by the community and affected agencies. The vision statement guides the more detailed planning efforts that follow including establishing goal statements for the scenic byway, which in turn guide the development of more detailed and measurable objectives. From the objectives, specific actions and a program for implementation are derived.

This section of the CMP presents the Vision Statement, Goal Statements, and Objectives for the rural portion of the Eastshore Drive National Scenic Byway, referred to throughout this document as the SR 28 Corridor. Following sections provide a description of corridor resources and the Action/Implementation Program.

2.1 SR 28 Corridor Vision Statement

The Vision Statement developed for the SR 28 Corridor is as follows.

> *The SR 28 Corridor provides a safe and convenient means of travel to and through some of the most spectacular natural beauty in the world. At the same time, the corridor enhances regional business activity. The striking natural qualities combined with the rich historic and cultural fabric of this unique and inviting area are protected and interpreted in a manner that enhances the enjoyment and appreciation of visitors and fosters a sense of responsibility and stewardship. The SR 28 Corridor plays a significant role in the region's broad spectrum of recreation opportunities. Diverse and unique recreation activities are accommodated along the corridor in a manner that assures protection of the area's sensitive natural, historic and cultural resources as a living legacy for all time.*

2.2 SR 28 Corridor Goal Statements

Following are the Goal Statements developed for the SR 28 Corridor.

Streamlined Management Approach

- Manage the SR 28 Corridor through an efficient, collaborative approach involving representation from all affected agencies and the general public, as well as interested citizen groups.
- Establish and support a continuing forum for public involvement in Byway management.
- Achieve consistent, coordinated and reliable funding to assure long term viability of Byway programs and objectives.
- Monitor Byway programs, operations and resources to assure successful management over time and for early identification and remedy of problems.

Support Existing Businesses

- Support existing local businesses outside the rural portion of the SR 28 Corridor.
- Maintain the undeveloped, non-commercial character of the rural portion of the Eastshore Drive National Scenic Byway by carefully planning any new development within the corridor.

Resource Protection

- Manage scenic resources within the corridor in a consistent, coordinated manner such that scenic thresholds are maintained in all cases and scenic values are enhanced overall in the long term.
- Manage and enhance physical resources (vegetation, soil, water quality, wildlife habitat) within the corridor.
- Protect and interpret cultural resources (historic, archaeological) within the corridor.
- Establish and maintain mechanisms for inter-agency resource management at the ecosystem, watershed, and regional level with clearly identified responsibilities of the various agencies involved in protecting resources.
- Establish priorities for resource protection measures and programs. Update the priorities regularly.

Safe and Efficient Transport

- Provide for safe and efficient movement through and within the corridor.
- Enforce traffic and parking regulations within the corridor.
- Provide multi-modal access including alternative transportation (public transit, pedestrian travel, and bicycles) within and through the corridor, to reduce impacts on the corridor environment and accommodate future transportation needs.

Interpretive/Environmental Education

- Disseminate important messages about the environment through which the corridor passes.
- Promote a theme for the corridor focused on the magnificent and unique resources that exist there.
- Provide interpretation of the natural and cultural resources within the corridor. Educate the public about resource sensitivity and the need for responsible use and management.

Recreation

- Ensure the corridor provides access to the variety of compatible recreation activities sought by the public, within a rural recreation setting (low levels of development) with low levels of control of recreation activities.
- Manage recreation within the Byway corridor at levels that are within the design carrying capacity of the land and resources.

- Promote public safety and protect personal property.

2.3 SR 28 Corridor Objectives

Following are the Objectives developed for the SR 28 Corridor.

Streamlined Management Approach

- Establish a permanent SR 28 Scenic Byway Oversight Committee as the official, inter-agency/public committee with the responsibility for oversight, coordination, review and monitoring of planning activities and projects affecting the Eastshore Drive National Scenic Byway. The Committee should coordinate the implementation of physical projects and short- and long-term future planning activities and funding, and ensure a regular forum for public involvement is provided.

Support Existing Local Businesses

- Encourage Byway visitors to support existing businesses including those in Crystal Bay, Incline Village, along US 50, and in Carson City.
- Review agency plans and private property applications for any development of retail or commercial uses within the rural portion of the Eastshore National Scenic Byway.

Resource Protection

- Ensure all environmental thresholds are attained.
- Develop a plan, in conjunction with other Basin-wide efforts, to address the long distance visual impacts of SR 28 road cuts and fills on the Basin.
- Screen unsightly existing development, including the Sand Harbor maintenance yard, from view from SR 28.
- Ensure the water quality of Lake Tahoe is improved.
- Plan and implement a designed and managed trail system linking legal parking areas and the beaches. Provide signs directing persons to trailheads that lead to beaches.
- Eliminate informal trails from SR 28 to beaches.
- Develop a coordinated anti-litter campaign throughout the corridor. Install trash receptacles and provide regular trash pickup.
- Provide sanitation services at parking areas or recreation sites where user levels indicate the need.
- Maintain roadside storm and melt water runoff collection systems on a routine basis.
- Practice vegetation management that optimizes forest health and visual resources, including the appropriate removal of dead and dying timber throughout the SR 28 corridor and revegetation to enhance scenic quality and provide other benefits.
- Ensure human use in the corridor does not impact or conflict with wildlife management.
- Develop a mechanism for relating TRPA's 5 Year Environmental Threshold Evaluations to the monitoring and prioritization of resource protection programs within the corridor.

- Develop a mechanism for full implementation of Best Management Practices (BMPs) and for monitoring thresholds.

Safe and Efficient Transport

- Provide off-highway or off-site parking for use by persons seeking day use recreation.
- Provide parking capacity consistent with 1996 corridor visitation levels and refined carrying capacities of recreation areas, particularly the beaches.
- Provide off-highway parking at the time shoulder parking is eliminated as a replacement.
- Provide shoulder areas for emergency stopping along SR 28 and as pull-off sites for use by slow moving trucks, campers and recreational vehicles.
- Consider developing climbing lanes for trucks, campers and recreational vehicles when declining levels of service or safety considerations warrant.
- Provide limited, short-term-only parking (for example, up to 30 minutes maximum) at roadside vista points.
- Provide regular coordination with agency staff responsible for enforcement activities to assist them in enforcing speed limits and parking regulations, and in promoting Byway goals.
- Maintain the road surface, shoulders, guardrails, and cut slopes to appropriate standards.
- Develop and implement viable transit programs that reduce the need for automobile traffic/access.

Interpretive/Environmental Education

- Develop a corridor-wide, coordinated interpretive program and theme, including signs and information panels, that identify and describe the outstanding natural and cultural resources within the corridor, promote the Byway goals, and provide feedback on environmental monitoring results.
- Publish articles in the local media regarding sensitive natural and cultural resources within the corridor and the Byway management process.
- Develop and provide information, e.g. brochures, for distribution at locations within the corridor that informs the public about the unique yet fragile natural environment, the need for public stewardship in protecting and preserving the resources found there, and the need for restrictions on inappropriate use or transportation modes that damage the environment.
- Consider low-wattage advisory radio transmitters as an information and management tool, to provide traveler information on corridor amenities and access opportunities or restrictions.

Recreation

- Secure funding for and provide a bike system, consistent with demand and environmental constraints, through the rural portion of the Eastshore Drive National Scenic Byway from Incline Village to Spooner Summit, designed to link with a larger, basin-wide bike trail system.

- Develop and implement plans for improved pedestrian access (trails) to beaches from locations where beach users will park; examine the overall trail system within the corridor for deficiencies and opportunities for expansion.
- Establish consensus among the agencies on overall carrying capacity for shoreline recreation sites within the corridor in order to determine the parking capacity needed to serve the corridor.

3.0 SUMMARY OF CORRIDOR RESOURCES

The area covered by the SR 28 Corridor Management Plan is 10,343 acres in size encompassing the lands between Lake Tahoe's shores to the ridge line and cliffs east of SR 28, and from the intersection of SR 28 and Lakeshore Drive at the south edge of Incline Village to the intersection of SR 28 and US 50 at Spooner Summit. Most lands in the study area are publicly owned. Privately owned land makes up only a small percentage. Existing uses and development are focused on recreation and transportation (SR 28). Limited commercial activity occurs at the state parks. There are no private commercial retail developments or services (i.e. stores, shops, gas stations, etc.) within the area covered by this Corridor Management Plan.

The following sections describe the intrinsic qualities of the area, characteristics of the SR 28 roadway, and the ownership, use, regulation and management of the lands within the rural portion of the Eastshore Drive National Scenic Byway.

3.1 Intrinsic Qualities Assessment

The intrinsic qualities of the northeast region of Lake Tahoe along the SR 28 corridor encompass a variety of landscapes and land uses. The study area spans a 13 mile portion of SR 28 which begins at the southern edge of Incline Village and ends where SR 28 intersects US Highway 50. This area remains one of the least developed in the Tahoe basin and holds some of the greatest opportunities for high quality experiences in a natural landscape setting. Located within the study area are remote and secluded beaches, magnificent vista points, developed beaches and boat launch facilities, hiking and mountain bike trails, and access to cross-country skiing and back country hiking.

3.1.1 Natural Beauty

The exceptionally high scenic quality is perhaps the most often identified natural resource of the Lake Tahoe Basin. Lake Tahoe, the central feature of the basin, remains one of the largest, clearest, high altitude lakes in the world with a surface that covers 192 square miles and a depth of 1,645 feet. It is enclosed by the Sierra Nevada mountains to the west and the Carson Range to the east, forming a basin 519 square miles in size. Forests of pine, cedar, fir, scrub oak and manzanita cover the mountain ranges which slope to the lake shore at a level of approximately 6,225 feet above mean sea level. The shore ranges from steep and rocky to flat and sandy.

SR 28 is a two-lane road with a design speed of 45 miles per hour. It was the last piece of the road network completely encircling the lake to be constructed. It winds gently through the unspoiled landscape from Incline Village to Spooner Summit, in the north approaching and paralleling the shore of Lake Tahoe, while to the south climbing through conifer forests and past rock outcrops. Traveling the length of the study area, visitors are treated to stunning views of the lake, dense forests, and serene meadows. Views from the fringe of the forest at the shore of the lake look out over crystal-clear, blue-green waters, to the snow-capped Sierra Nevada on the California side of the basin 15 to 30 miles distant. In many places, the shoreline is made up of large, distinctive, granite boulders resting among vegetation growing to water's edge that create

picturesque gathering areas for swimmers and sun bathers. In other cases, sand beaches with gently lapping waves stretch along the shore.

Although much of study area was logged from 1865 to 1890, stands of Jeffery pine, white fir, and sugar pine are found throughout most of the corridor. Most of the forest is more than 100 years old. To the casual visitor, there is little evidence of human disturbance. Trails through the forest, such as the famous Tahoe Rim Trail and the South Flume Trail, provide opportunities to take in the area's outstanding hiking and scenery.

This area has some of the highest scenic qualities to be found in the Tahoe Basin, as documented in TRPA's Scenic Quality Ratings (TRPA 1991).

3.1.2 Sand Beaches and Headlands

Because the area holds such outstanding visual qualities focused on natural beauty and is accessible due to its mostly public ownership, it is extremely popular among local residents and visitors. The Nevada Division of State Parks and the US Forest Service provide a string of developed and undeveloped park facilities and recreation sites within the SR 28 corridor for day visitors (see Figure 1.2, Study Area Map). State Park sites include Memorial Point, Sand Harbor, Hidden Beach, and Spooner Lake. Forest Service beaches include Chimney Beach, Secret Cove, Secret Harbor, Whales Beach and Skunk Harbor. Sand Harbor and Spooner Lake provide full service day use facilities.

Beaches other than Sand Harbor offer a more primitive experience. A few feature limited visitor amenities including portable toilets and trash cans. They provide opportunities for non-motorized, dispersed recreation activities including hiking, sunbathing, swimming, fishing and boating. The shoreline north of Secret Harbor is relatively close to SR 28, featuring several small, isolated sandy beaches highly attractive to sunbathers. South of Secret Harbor, the distance between the shore and SR 28 increases and access to the shore is over steep, rocky terrain. In this area there are only a few, small sandy beaches, with the exception of Skunk Harbor . Skunk Harbor is a popular destination for boaters.

3.1.3 Upland and Backcountry Areas

The area around Slaughterhouse Canyon and Lower Prey Meadows, west of SR 28, is managed by the US Forest Service. Brief views of the meadow occur from the highway. The historic Newhall family house is a cultural feature in this area, as is the historic railroad grade from Glenbrook through Slaughterhouse Canyon to Spooner Summit that was used for logging during the Comstock period.

The Spooner Lake Management Area of the Lake Tahoe Nevada State Park is located east of SR 28 in the vicinity of its intersection with US Highway 50. The area offers day use facilities, hiking and wildlife viewing at the lake, catch-and-release fishing and trailheads to backcountry areas. While a few, brief glimpses of Spooner Lake occur from SR 28, it is mostly hidden from view by trees. On the other hand, a distinctive, full view of Spooner meadow opens to motorists,

bicyclists and transit passengers on SR 28 as it lies immediately east of the roadway. In winter, the meadow is a popular location for cross country skiing. A trailhead for the Tahoe Rim Trail is located on US Highway 50 at Spooner Summit.

The Backcountry Management Area of the Lake Tahoe Nevada State Park holds opportunities for those interested in a more rugged, backcountry experience. Hikers, horseback riders, and mountain bikers may enjoy this area without the intrusion of automobiles. The Flume Trail is a nationally recognized, very popular mountain bike trail. Not as heavily used as the beaches along Lake Tahoe, this area provides spectacular scenery including views of the lake and distant mountain ranges, large areas of open space, and wild lands.

South of Sand Harbor the privately owned Whittell Thunderbird Lodge rests on a protected pine covered knoll near the shore of the lake. Highly scenic open space surrounds the historic Whittell mansion. A glimpse into Lake Tahoe's past is provided by this understated, yet elegant, stone estate.

3.1.4 Archeological/Historic Features

The Lake Tahoe region has a rich and varied social history. The first group to occupy this area was a hunting culture several thousand years before the beginning of the Christian era. Later, during pre-historic and historic times, the Washoe Indians lived in the area. The Washoe word 'tahoe' means 'big water', 'deep water' and 'high water'. In more recent times during the 1850s, logging and gold mining were heavily practiced. Remnant artifacts of this era are found throughout Lake Tahoe, including the SR 28 corridor. Spooner Station and The Carson & Tahoe Lumber and Fluming Company were located at Spooner Lake and provided workmen's housing, milling operations, a hotel and saloon and a combination barn and stable. Remnant artifacts of this era include flumes, railroad alignments, Chinese labor camp artifacts, emigrant road and historic structures. Basque sheep herding occurred near here at one time.

3.2 SR 28 Roadway Characteristics

SR 28 is a major auto route for inter-basin travel, linking US Highway 50 on the south to Incline Village and the other North Shore communities to the north. SR 28 also serves as the only vehicular access to some very popular recreation destinations, such as Sand Harbor, Memorial Point, and US Forest Service east shore beaches. The two-lane roadway winds past meadows and through dense forests to the shore of Lake Tahoe, creating a pleasurable rural driving experience. The following sections describe specific characteristics of the road.

3.2.1 Geometric and Operating Characteristics

Nevada State Route 28 is a two-lane road with 12-foot travel lanes between Lakeshore Drive and US Highway 50. The unpaved shoulders are relatively narrow, varying substantially in width from 2 to 30 feet. The posted speed limit through the corridor is 45 miles per hour; a number of advisory lower speed signs are present for tight curves. There are several pull-outs along the

study corridor, and a middle left turn lane at Sand Harbor. NO PARKING signs are located within a quarter mile in each direction of existing off-highway parking lots.

3.2.2 Traffic Volumes

Traffic volume data is presented for two locations along the CMP study corridor where historical traffic count data exists. The first location is 0.1 miles south of the Lakeshore Drive/State Route 28 intersection. The second is 0.2 miles north of the US Highway 50/State Route 28 intersection. The Average Daily Traffic (ADT) volumes at these two locations for the years 1985 through 1994 are shown on page 24 in Table 3.1. Traffic volumes are somewhat sporadic from year to year, but exhibit an overall increase when evaluated over the full 10-year period.

3.2.3 Safety Record

According to NDOT, there were 107 accidents on SR 28 within the study corridor between June of 1992 and May of 1995. Table 3.2 on page 25 lists the types of accidents by severity for that time period. The table shows that 20 percent of the accidents were rear-end collisions. Driving off the roadway into a fixed object was the second most common accident and made up 12 percent of the total. It should be noted that there were no fatalities during the reported period.

The accident rate for SR 28 within the study corridor was calculated at 1.78 accidents per million vehicle-miles of travel, substantially lower than Nevada's statewide rate of 3.75.

3.2.4 Vehicle Barriers

Vehicle barriers vary in size and type, depending upon the needs of the specific area. Following are descriptions of the barrier types used along SR 28 within the study corridor.

- **Downed Logs** are used in several places along SR 28 to block vehicle access to public lands. They are a very effective control measure. In all cases, the barriers are located on USFS land and lie substantially off the traveled way. The logs themselves are downed trees (approximately 24 inches in diameter on average) from the immediate vicinity, with limbs removed, and secured with cable to concrete blocks embedded in the ground. This option is the least expensive initially, although log rot and damage by snowplows may create more frequent replacement needs. If logs larger than 24 inches in diameter are used, or if long stretches of this treatment type are necessary, mitigation for scenic impacts may be necessary.

- **Low Posts** are also currently used with success in the CMP study area to control vehicle access. The specifications include six-inch by six-inch wood posts treated with chemical preservatives, extending approximately twelve inches out of the ground on nine-foot centers. The scenic impacts of low posts are minor, even when used for long stretches. However, from a safety standpoint, low posts are difficult for motorists to see and will not prevent moving vehicles from leaving the roadway.

- **High Posts**, up to 24 inches or more in height, are also used in some areas of the corridor for vehicle control. Posts this size prevent all vehicles from gaining access, yet pose a greater safety risk. Moving vehicles hitting a post of this size produce similar effects as hitting a tree (in terms of vehicle damage and injury). From a scenic standpoint, such barriers represent evidence of manmade features in the landscape, yet do not block views of the lake or surrounding landscape.

- **Guard Rails** are used to protect vehicles from striking objects off the roadway or from going down an embankment. Guard rails are typically present in the study corridor where leaving the roadway would have greater consequences than striking the guard rail. The scenic impacts of guard rail are high, as they introduce linear, manmade features and often block views of the lake and surrounding landscape. These effects could be reduced through the use of guard rail types that minimize a view blockage, such as those recently installed around Emerald Bay on the west side of Lake Tahoe.

Table 3.1 Average Daily Traffic on State Route 28, 1985-1995

Year	0.2 Miles North of US Highway 50	Percent Change	0.1 Miles South of Lakeshore Drive	Percent Change
1985	4,720		5,790	
1986	4,860	3%	6,380	10%
1987	4,790	-1%	6,775	6%
1988	4,540	-5%	6,375	-6%
1989	5,050	11%	5,990	-6%
1990	5,340	6%	6,575	10%
1991	4,965	-7%	5,710	-13%
1992	4,560	-8%	5,645	-1%
1993	4,800	5%	6,400	13%
1994	5,500	15%	7,300	14%
1995	5,800	5%	7,010	-4%
Total		18.6%		17.4%

Source: Nevada Department of Transportation

3.3 Land Ownership, Use, Regulation and Management

The following sections cover the ownership, use, regulation and management of the lands within the rural portion of the Eastshore Drive National Scenic Byway. The intent is not to duplicate the extensive existing literature on these subjects, but to summarize and highlight key elements germane to Byway issues and identify the relevant reference sources.

3.3.1 Land Ownership and Management Jurisdiction

The largest tracts of land are publicly owned by the State of Nevada and the federal government. See Land Ownership on Study Area Map, Figure 1.2. The state lands make up Lake Tahoe Nevada State Park, which is jointly managed by the State of Nevada Division of State Parks and the Division of Buildings and Grounds. The Nevada Department of Transportation is responsible for the SR 28 roadway and right-of-way. Federal lands within the corridor are managed by the US Forest Service, Lake Tahoe Basin Management Unit. Within the Forest Service lands, a number of isolated parcels are held privately.

3.3.2 Land Use

The majority of land within the study area is undeveloped forest, constituting open space that serves as a scenic backdrop and used primarily for watershed protection and dispersed outdoor recreation. Developed public recreation areas exist along SR 28 at the Sand Harbor and Spooner Lake Management Areas of Lake Tahoe Nevada State Park. Fees are charged for use of these areas. Facilities at Sand Harbor are focused on daytime recreational activities and include paved parking, boat ramps, group and family picnicking, sand beach, comfort stations, bath houses, and a boardwalk trail for beach access by persons with disabilities. In addition, Sand Harbor houses the main park office and maintenance facilities as well as two ranger residences. Spooner Lake offers paved parking, a reservoir where catch and release fishing occurs and non-motorized water craft may be used, a group area which includes a ramada (seasonal ski concession), and hiking and equestrian trails. Spooner Lake provides excellent opportunities for cross-country skiing in the winter months with a full service cross-country ski operation, including equipment rental and groomed trails.

Less developed recreation sites near the shore of Lake Tahoe include Memorial Point and Hidden Beach which are within the SR 28 Corridor Management Area of Lake Tahoe Nevada State Park, and Chimney Beach managed by the US Forest Service. These areas provide limited amenities for visitors including paved parking, trash receptacles, comfort stations and interpretative stations. Activities at these areas includes viewing the landscape, sunbathing, swimming, and fishing.

According to the Lake Tahoe Basin Management Unit's Forest Plan, the US Forest Service manages its lands north of Skunk Harbor (1,159 acres) for intensive dispersed recreation, and south of Skunk Harbor (750 acres) for semi-primitive non-motorized recreation. East of SR 28, the Nevada Division of State Parks manages the Backcountry Area of Lake Tahoe-Nevada State Park. This area is relatively undeveloped with regard to recreation facilities and offers

backcountry hiking and two primitive camping areas with a total of seven campsites. These are the only official camping facilities within the SR 28 study area.

Most of Lake Tahoe's shore between Incline Village and Glenbrook is open to public access excluding private parcels such as Whittell's Thunderbird Lodge, but ease of shoreline access varies within the corridor. From Hidden Beach to just north of the Whittell estate, SR 28 runs close to or along the lake shore. From the Whittell estate to Secret Harbor, the road climbs several hundred feet above the lake and moves away from the shore by approximately ¼ to ½ mile. South of Secret Harbor, the road is well above the lake and from 1 to 2 miles from the shore. Along the stretch of road southward from Hidden Beach within the Lake Tahoe Nevada State Park, shoulder parking has largely been eliminated. However, hundreds of visitors presently park along SR 28 south of the park and hike on formal or informal trails or simply make their way overland down the slope to unmarked stretches of beach. The result on peak use days during the summer recreation season is congestion on SR 28 from vehicles and people, conflicts between vehicles and bicycles, overcrowding at some beaches, erosion, damage to vegetation, and littering. These conditions create water quality problems, visual impacts, and safety hazards. Development of new or improved beach access trails, bicycle facilities and off-highway parking to address the existing problems is constrained by steep topography and the land's low tolerance for soil and vegetation disturbances.

3.3.3 Recreational Use Patterns

The annual number of visitors per year to the east shore of Lake Tahoe within the study corridor was calculated by using counts presented in the Lake Tahoe Nevada State Park Visitation Report and the USFS Visitation Report. The total number of visitors counted in 1996 at the Lake Tahoe Nevada State Park (including some areas outside the SR 28 corridor) was 894,446. According to Don Lane of the USFS, the number of persons visiting the USFS beaches along the east shore can be calculated by multiplying 1,000 people by 75 days (peak season - end of June to the beginning of September) and 200 people by 105 days (before and after the peak season). It is assumed that essentially no one visits the USFS beaches along the east shore the remaining 185 days of the year. Using this methodology, the total number of visitors at the USFS east shore beaches equals 96,000. By combining this figure with the State Park visitation figure, a total visitation figure for 1996 of up to 989,446 persons is reached. The USFS, Lake Tahoe Basin Management Unit (LTBMU), will review visitation levels in 1997 to validate/revise as needed the recreational use patterns data reported here.

3.3.4 Land Use Regulations

The agencies with responsibility for regulating land use within the SR 28 corridor include the TRPA, USFS (LTBMU), Nevada Division of State Parks, Washoe County, Carson City, and Douglas County. Incline Village and Incline Village General Improvement District (IVGID) are outside the area covered by this Corridor Management Plan but lie immediately to the north. The following identifies TRPA's chief instruments of land use regulation with relevance to the SR 28 corridor.

- Regional Plan for the Lake Tahoe Basin, Code of Ordinances
- Environmental Thresholds
- Design Standards

The TRPA's Regional Plan for the Lake Tahoe Basin, Code of Ordinances represents the coordination of a series of documents relating to land use regulation and environmental protection in the Tahoe Region. It establishes the minimum standards applicable for projects and activities proposed by public agencies, corporations, or private individuals. Any public agency may adopt and enforce an equal or higher requirement applicable to the same subject or regulation in its territory. All projects and activities are required to comply with the provisions of the code.

The Code contains General Provisions, Provisions for Planning, Land Use, Site Development, Growth Management, Subdivisions, the Shorezone, Grading and Construction, Resource Management, Water Quality, and Air Quality/Transportation.

General Provisions cover Project Review and Exemptions; Environmental Documentation; Findings Required; Temporary Uses, Structures, and Activities; Compliance; Remedial Action Plans; Structures, Housing, and Gaming; and Foundations.

Planning Provisions include TRPA Regional Plan Maps; Plan Area Statements and Maps; Community Plans; Redevelopment Plans; and Specific and Master Plans.

The Land Use Provisions cover Permissible Uses.

Site Development Provisions include Land Coverage Standards; Density; Height Standards; Noise Limitations; Driveway Standards; Best Management Practices; Signs; Basic Service Requirements; Natural Hazard Standards; Historic Resource Protection; and Design Standards.

The Growth Management Provisions include Regional Plan and Threshold Review; Allocation of Development; Bonus Unit Incentive Program; Interim Single Family Review System; Individual Parcel Evaluation System; and Tracking, Accounting, and Banking.

Subdivision Provisions cover Permissible Subdivisions; Modifications to Subdivisions and Parcels; and Subdivision Standards.

The Code's Shorezone Provisions include Review of Projects in the Shorezone and Lakezone; Permissible Uses and Accessory Structures in the Shorezone and Lakezone; Existing Structures; Shorezone Tolerance Districts and Development Standards; Development Standards Lakeward of High Water; Development Standards in the Backshore; and Mitigation Fee Requirements.

Grading and Construction Provisions cover Special Information Reports and Plans; Grading and Construction Schedules; Grading Standards; and Vegetation Protection During Construction.

The Resource Management Provisions include Tree Removal; Prescribed Burning; Livestock Grazing; Remedial Vegetation Management; Sensitive and Uncommon Plant Protection and Fire Hazard Reduction; Revegetation; Wildlife Resources; and Fish Resources.

Water Quality Provisions include Water Quality Control and Water Quality Mitigation.

The Code's Air Quality/Transportation Provisions include Air Quality Control; Traffic and Air Quality Mitigation Program; and Scenic Highway Corridors.

Environmental Thresholds

TRPA's Environmental Thresholds represent standards that are necessary to restore and maintain the significant recreational, educational, scientific, natural, and public health values in the Lake Tahoe basin. The standards are achieved and maintained through implementation of the Regional Plan. Thresholds have been established for water quality, soil conservation, air quality, vegetation preservation, wildlife, fisheries, noise, recreation, and scenic resources.

Design Standards

TRPA Design Standards ensure that projects are designed and constructed consistent with the Community Design Sub-element of the Land Use Element and related elements of the Goals and Policies stated in the Regional Plan. It includes a section addressing Scenic Highway Corridors, in which the SR 28 corridor from Incline Village to Spooner Summit is identified as a "Rural Corridor." The width of Rural Scenic Highway Corridors includes the highway right-of-way and all properties or portions thereof up to ½ mile of either side of the highway which are visible from the highway. It includes special design standards relating to new 1) overhead utilities, 2) highway fixtures including guardrails and retaining walls, safety barriers, traffic signals and controllers, light standards and other structures, and 3) siting of new development which includes all projects except signs, driveways, parking for scenic vista points, trailheads, and pedestrian/bicycle paths.

3.3.5 Land Planning and Management

Several agencies have land management responsibilities within the SR 28 corridor and officially adopted land and resource management plans. They include the TRPA, US Forest Service LTBMU, Nevada Division of State Parks, Washoe County, Carson City, and Douglas County. The following list identifies each agency's instrument of land planning and management with relevance to the SR 28 corridor.

Tahoe Regional Planning Agency
- Environmental Improvement Program (EIP)
- Regional Transportation Plan - Air Quality Plan (RTP - AQP)
- Water Quality Management (208) Plan

US Forest Service Lake Tahoe Basin Management Unit
- Land and Resource Management Plan, East Shore Beaches Management Area and Marlette Management Area

Nevada Division of State Parks
- Lake Tahoe-Nevada State Park Development Plan

Washoe County
- Washoe County General Plan

Douglas County
- Douglas County General Plan

Carson City
- City of Carson City General Plan

TRPA

Environmental Improvement Program (EIP)

The TRPA Environmental Improvement Program is designed to accelerate achievement of environmental threshold carrying capacities (ETCC) established for the Lake Tahoe Region. The EIP document describes the programs, projects, studies, and regulatory amendments needed to attain, maintain, and exceed ETCC standards. The EIP address thresholds for water quality, air quality, soil conservation, vegetation, fisheries, wildlife, scenic resources / community design, recreation, and noise.

The EIP incorporates the Community Plans, Regional Transportation Plan / Air Quality Plan, and the Water Quality Management (208) Plan. The combination and coordination of these plans ensures consistency among agencies which implement the projects, programs, studies, and regulatory amendments identified in the EIP.

Of the numerous projects listed in the EIP, those Priority 1 Projects targeted for implementation between 1997 and 2001 having elements within the SR 28 corridor include the following:

- SR 28 - East Shore Phase II (runoff capture system maintenance)
- Lake Tahoe Bikeway 2000 - Washoe / SR 28
- Uniform Recreation Access Signage
- Forest Health - East Shore Project / Camp Sale

- SR 28 Washoe / Lakeshore Boulevard to Hwy 50 BMP
- Regional Transit - Bus Shelters
- Parking Management - East Shore SR 28
- Lake Tahoe Bikeway 2000 - Incline to Sand Harbor

Regional Transportation Plan - Air Quality Plan

The TRPA 1997 Regional Transportation Plan - Air Quality Plan (RTP - AQP) is focused toward implementation of projects designed to reduce the environmental impacts of transportation and improve air quality. The 1997 version of the Plan places far more emphasis on the details of project implementation than previous versions. Among the various goals of the Plan, those with the highest relevance to issues within the SR 28 corridor include:

- Place the greatest amount of emphasis on implementation of transit projects and improvements to the transit system.
- Implement parking management throughout the Region with a combination of incentives and disincentives which discourage the use of the private automobile.
- Implement projects and policies which are aimed at reducing the transportation and air quality impacts of the day user.

Projects contained in the RTP - AQP include all EIP projects related to transportation and air quality. In this way, the RTP - AQP and the EIP are interrelated. However, the RTP - AQP includes a number of additional projects not found in the EIP. These projects are either oriented toward maintenance and operations, or are recommendations for specific policies.

Water Quality Management Plan (208 Plan)

The TRPA's Water Quality Management Plan was prepared under section 208 of the Federal Clean Water Act and Federal Code of Regulations. In general, the 208 Plan consists of the following:

- the Handbook of Best Management Practices
- the Water Quality Problems and Management Program

The Plan addresses water quality problems through controls on land use (e.g. subdivisions), erosion, runoff, disturbance to stream environment zones, forest practices, use of fertilizer, wastewater, atmospheric deposition of nutrients, spills, vessel wastes, dredging, and projects in the shorezone.

US Forest Service, LTBMU

The Lake Tahoe Basin Management Unit's Forest Plan includes, among others, elements focusing on the East Shore Beaches Management Area (shore zone within the SR 28 corridor), and the Marlette Management Area (non-shore, upland areas of the SR 28 corridor).

The East Shore Beaches Management Area includes 1,909 acres and 5.5 miles of the shore of Lake Tahoe from Glenbrook to about a mile south of Sand Harbor. Plans for future management are to continue the current management direction of intense dispersed recreation north of Skunk Harbor and semi-primitive non-motorized recreation south of Skunk Harbor. The Forest Plan identifies the following management actions:

- Recreation Construction - Construct a boat-in, day use site at Skunk Harbor.
- Dispersed Recreation Site Construction - Provide parking and associated improvements for 850 persons at one time (PAOT) at suitable locations off SR 28 and reduce use of roadside parking by beach users. Coordinate plans for parking with Nevada Department of Transportation and Nevada Division of State Parks. Designate scenic vista points at appropriate locations (to be determined) along SR 28. Assure that adequate roadside parking is reserved for emergency stops and for scenic viewing.
- Dispersed Recreation Management, Summer - Prohibit overnight camping and OHV use. Emphasize management programs that minimize littering along trails and at beaches. Provide regular maintenance of trail improvements to protect fragile soils and vegetation from heavy public use.
- Dispersed Recreation Management, Winter - Maintain closure to over-snow vehicles in the area north of Skunk Harbor. No permits for winter motorized outfitter guides will be issued.
- Visual Quality Management - Restore the foreground view from SR 28 with nodal parking.
- Cultural Resource Management - Evaluate and interpret the Newhall house and outbuilding at Skunk Harbor. Manage through recordation, interpretation, and/or preservation. Evaluate significance of the Slaughterhouse Canyon railroad grade and interpret if desirable.
- Road Maintenance - Maintain forest roads for administrative purposes and to allow access to private residences at Secret Harbor. After alternative parking is established, install barriers or other devices to prevent parking along SR 28 where it has been determined to be a visual, safety, or water quality management problem.

The plan also identifies the potential for development of a 10- to 12-mile hiking trail near the shore that would provide better public access, particularly from Glenbrook to Secret Harbor. This is not proposed as an action in the Forest Plan.

While not specifically referenced in the Forest Plan, the federal government is currently negotiating a potential land swap involving the Whittell Estate. Should the estate become part of the public domain, management of the property may become the responsibility of the USFS, or possibly be shared with other public entities.

The Marlette Management Area extends north from US Highway 50 at Spooner Summit to near Incline Village, surrounding portions of Lake Tahoe Nevada State Park. The area includes 4,849 acres of National Forest lands. The Forest Plan identifies the following management actions for the Marlette Management Area:

- Direct overnight camping to areas outside the Marlette Lake watershed. Maintain OHV closure. Vehicles may travel on forest development roads west of US Highway 50 and SR 28.

- Dispersed Recreation Management, Winter - Provide parking for winter access at Spooner Summit including a snowmobile staging area. The management area is closed to over-the-snow vehicles except in the Slaughterhouse Canyon area. No permits for winter motorized outfitter guides will be issued.
- Visual Quality Management - Continue to improve the appearance of the Spooner Summit Fire Station.
- Cultural Resource Management - In cooperation with the Nevada Division of State Parks, evaluate the significance of Slaughterhouse Canyon and railroad grade and interpret if desirable.
- Road Maintenance - Cooperate with the State of Nevada in maintenance of a forest road system for administrative purposes. Keep vehicular travel at low levels so as not to detract from the non-motorized recreation experience.
- Trail Construction and Reconstruction - Reconstruct the abandoned road from SR 28 to Marlette Dam as a non-motorized hiking and equestrian trail. Develop a historic/recreation trail from SR 28 into Slaughterhouse Canyon.
- Facilities Operation and Maintenance - Either construct a new fire station at the Spooner Summit administrative site or co-locate with the nearby Tahoe Douglas Fire District Station.

Nevada Division of State Parks

According to the Lake Tahoe Nevada State Park Development Plan, future improvement plans have been prepared for state park facilities within the Sand Harbor, Spooner Lake, Backcountry, and Highway 28 Corridor Management Areas.

Future plans for the Sand Harbor Management Area include the following:

- A new park office/visitor center would be built between the existing group use area and the main beach. The existing office and visitor center would be converted to maintenance facility use.
- Existing boater parking at the launch area would be expanded by about 20 spaces.
- Two additional staff residences adjacent to the existing residences on SR 28 are proposed.
- The maintenance area and restrooms are to be remodeled.
- A hiking trail is proposed from Sand Harbor that would connect to the existing Flume Trail.

Plans for development at the Spooner Lake Management Area include the following:

- A new tent and trailer campground with approximately 60 campsites would be developed on 25 acres of National Forest lands west of SR 28 across from Spooner Lake. Comfort stations with flush toilets and hot showers, and interpretive trails would serve the area. Vehicular access would be off of SR 28.
- A group campground with 10 units for use by organized groups (i.e. Boy/Girl Scouts, Good Sam Club caravans) would be developed on about 2 acres adjacent to the tent and trailer campground.

- A small-scale Visitor Interpretive Center would be developed along the existing entrance road to Spooner Lake.
- A new comfort station would be built in the vicinity of the existing group use ramada/winter ski concession. A series of warming huts may also be provided for cross-country skiers.
- A seasonal ranger residence and small maintenance shop/yard would be built in the vicinity of existing similar facilities.

Plans for the State Route 28 Corridor Management Area include the following:

- Hidden Beach would be served by a self contained comfort station, developed trails for shore access, and information/interpretive signs.
- At Memorial Point, information/interpretive displays, a scenic platform/overlook, and restroom facilities are planned for 1997.
- A treated surface bicycle trail from Incline Village to Sand Harbor with access to Marlette Point is planned.

Nevada Department of Transportation

The Nevada Department of Transportation is completing an extensive road rehabilitation and erosion control project for SR 28. The purpose of this project is to reduce erosion potential along the roadway corridor through a number of measures such as paving roadway shoulders, installing settling ponds and catch basins, stabilizing slopes, and modifying roadside drainage to reduce direct runoff from the roadway alignment. To date, the project has been completed between Incline Village and Memorial Point on the north end of the study corridor. During the summer of 1997, landscaping is planned for installation in the Memorial Point Area. Additionally, during the summer of 1997, erosion control will be performed between Spooner Lake and approximately 3 miles to the north of Spooner Lake on the south end of the study corridor. The remainder of the corridor is planned for construction during the summers of 1998 and 1999.

Other Agencies

Washoe County, the City of Carson City, and Douglas County have general plans that cover portions of the SR 28 corridor and describe overall policies, goals and objectives, and land use zoning designations. They do not have specific projects planned for the SR 28 corridor.

4.0 ACTION/IMPLEMENTATION PROGRAM

Section 3 of this report includes summary descriptions of public agency plans and projects within the SR 28 corridor. They address many of the issues identified through the process of developing this CMP and facilitate achievement of the CMP objectives listed in Section 1. This section, Section 4, contains recommendations for actions beyond current agency plans and projects that are necessary for CMP objectives to be fully realized. Responsibility for these actions may be with the SR 28 Scenic Byway Oversight Committee, a single agency, or a combination of agencies and other groups or individuals.

4.1 Organization and Management Plan

4.1.1 SR 28 Scenic Byway Oversight Committee

ACTION: The current SR 28 Scenic Byway Steering Committee should establish a permanent, official SR 28 Scenic Byway Oversight Committee for the Eastshore Drive National Scenic Byway. The Oversight Committee should consist of agency representatives from NDOT, the TRPA, Nevada Division of State Parks, US Forest Service, City of Carson City, Washoe County, and Douglas County (note: Oversight Committee could be comprised of current members of Steering Committee) plus specific community representatives (see below). This body could continue to be called TEAM Tahoe if desired, but should replace the functions of the original TEAM Tahoe. It should be formally adopted by the representative agencies. The committee should develop and adopt procedures for decision-making, consensus building and conflict resolution. The committee should remain a voluntary, non-regulatory, advisory body.

Responsibilities of the SR 28 Scenic Byway Oversight Committee should focus on coordination among the agencies and community groups, overall review of plans, and monitoring of issues and the status of projects within the Scenic Byway corridor. It should be the role of the committee to 1) comment on and serve as a clearing house for the implementation of physical projects within the corridor, 2) review and comment on plans and environmental documents, and short- and long-term future planning activities, 3) maintain awareness of current funding sources and coordinate or participate in funding applications, 4) recommend or promote specific projects, or initiate projects where one or more individual agencies are prepared to sponsor, manage, or fund projects within the SR 28 corridor on behalf of the committee and with their input, 5) provide the forum for regular public input, agency coordination, and consensus building, and 6) review and seek involvement in or coordination with other scenic byways in Nevada and California. Committee members should actively seek to have CMP actions adopted by the appropriate agencies and incorporated into the agency work plans and conditions of approval for projects.

ACTION: Expand the SR 28 Scenic Byway Oversight Committee to include representatives from local businesses and user groups.

ACTION: Monitor and review progress in carrying out assigned responsibilities (listed in Section 5 of the CMP) on a quarterly basis, and in meeting CMP objectives on an annual basis. Compare results with TRPA's 5-year Threshold Inventory for all environmental resources.

Develop an overall model and indicators for measuring progress in attaining overall or specific environmental and visitor satisfaction goals for the corridor. This could be achieved through application of the TRPA and other agency GIS databases, as part of an adaptive management program.

ACTION: Revise the CMP on a 3- to 5-year cycle based on the monitoring and review action above, and on how often issues or environmental conditions within the corridor change.

4.1.2 Ad-hoc Subcommittees

ACTION: On an as-needed basis, the SR 28 Scenic Byway Oversight Committee should appoint ad-hoc subcommittees to assist with issues pertaining to certain projects. Ad-hoc subcommittees should be made up of persons appointed by the Oversight Committee who possess specialized experience or technical skills suited to the particular needs of various projects. Members should provide review of studies and Environmental Impact Statements on projects affecting the corridor and report findings to the Oversight Committee.

4.2 Public Participation Plan

ACTION: Invite public attendance and participation at SR 28 Scenic Byway Oversight Committee meetings as a key means of achieving greater public awareness/education and public participation in the corridor management process. In addition, hold biannual public meetings during evening hours that provide a public forum for discussion of corridor-related issues and feed-back on results of implementation of the Action Plan. Biannual meetings should be advertised through the local media. A concerted effort should be made to expand awareness of Scenic Byway issues and actions outside the Basin, particularly to the east where many users of the Byway come from.

ACTION: Publish a biannual newsletter for public distribution highlighting activities within the corridor and the status of environmental conditions. Distribution should be within 4 weeks prior to the biannual public meetings described above.

ACTION: Establish an Internet Web Site that provides a host of public information concerning the SR 28 Scenic Byway. Link to other sites offering relevant information about the Lake Tahoe Basin and National Scenic Byway Program.

4.3 Resource Protection, Enhancement, and Development Plan

4.3.1 Scenic Resources

ACTION: NDOT should confer with TRPA's scenic resource coordinator and develop specific plans to mitigate visual resource effects of SR 28 cut and fill slopes and current slope treatments within the CMP study area. NDOT should develop a roadside scenic mitigation plan with proposals for adding vegetation to slopes or other appropriate means of reducing visual contrast

of roadside treatments, consistent with the TRPA Environmental Improvement Program and Best Management Practices.

ACTION: NDOT, along with representatives from USFS LTBMU and Nevada Division of State Parks, should confer with TRPA's scenic resource coordinator concerning potential locations and desirable number of new scenic vista turnouts to be developed along SR 28 within the CMP study area. The agencies should jointly develop a scenic vista plan with specific design proposals to develop the turnouts.

ACTION: Nevada Division of State Parks should confer with TRPA's scenic resource coordinator to develop a landscape plan to screen views from SR 28 to the Sand Harbor Administrative and Maintenance complex. The proposed screening project should be implemented as soon as funding is available.

ACTION: Pursue placing overhead utility lines within the corridor underground if they are visible from SR 28 or recreation sites and trails.

ACTION: Monitor scenic resources within the corridor through the use of a photographic inventory collected every 5 years or sooner as conditions warrant. Photographs depicting the view from the road, as seen traveling in both directions, should be taken from a standardized set of camera stations established at regular intervals along the length of SR 28 within the study area. The same camera stations should be used each time the inventory is collected, thus producing sets of photographs directly comparable to those collected prior. Photographs should be reviewed and compared with previous shots of the same scenes to identify changes or trends in scenic resources, consistent with TRPA's proposed methodology for systematic future monitoring.

4.3.2 Soil Erosion

ACTION: NDOT, Forest Service and Nevada Division of State Parks, with input from the Natural Resource Conservation Service, should develop and implement a joint plan to eliminate and restore informal trails from illegal roadside parking areas to beaches. Erosion issues, as they relate to trails, should be addressed in conjunction with implementation of an off-highway parking program. Recommendations contained in this CMP should be integrated with and implemented where possible in the Erosion Control Master Plan in preparation for NDOT by Harding Lawson Associates.

ACTION: Forest Service and Nevada Division of State Parks, in consultation with TRPA, should develop and implement a plan for improving certain existing trails and building new trails from off-highway parking areas to beaches based on the selected Traffic Management solution (see CMP Section 4.5.1). The plan should include signs directing persons to trails leading to beaches. Recent trail improvement efforts by the USFS have been well received by users and should be continued.

4.3.3 Forest Health

ACTION: Develop a long-term forest health management public information program that explains issues relating to fire danger, tree hazard, economic returns, and implications on scenic and recreation resources of current and proposed forestry practices within the corridor. The SR 28 Scenic Byway Oversight Committee should review timber management and forest health plans and identify ways to support the Forest Service in their implementation.

4.3.4 Facilities and Programs

ACTION: Forest Service should examine and document the need for sanitation and emergency communications facilities in the vicinity of Skunk Harbor, relative to forest priorities and capital improvement requirements. If analyses demonstrate the need, a plan for such facilities should be developed and implemented.

ACTION: Develop and implement an Adopt-a-Highway Program along SR 28 as a means of controlling litter and encouraging community participation and stewardship within the corridor.

ACTION: Forest Service should develop and implement a shoreline sign plan that clearly identifies private land adjacent to public beaches.

4.3.5 Land Acquisition

Negotiations are currently being conducted for public acquisition of the Dreyfus Estate (formerly the Whittell Estate), located to the north of Chimney Beach in the project study corridor. If a transaction is made, the property could be opened to the general public.

ACTION: The SR 28 Scenic Byway Oversight Committee should closely monitor activities involving the sale of the Whittell Estate and associated lands, and assist in developing a comprehensive land management plan for the area if the transaction occurs. In the event the property becomes open and accessible to the public, the agencies or entities responsible for its management should carry out visitor level projections and traffic studies to determine the impact on SR 28.

ACTION: The Forest Service and Nevada Division of State Parks should look for opportunities to acquire new lands within the corridor where it would help resolve resource conflicts, improve public access, etc.

4.4 Commerce Plan

Beyond plans for concession operations at State Park facilities identified by the Nevada Division of State Parks, no new private commercial development is recommended for the SR 28 CMP study area by this plan. Support of existing businesses and merchants outside the study area is recommended.

ACTION: In conjunction with information developed under the Visitor Experience and Interpretation Plan, promote existing businesses and merchants outside the corridor that offer products or services to Byway visitors by providing limited advertisement and acknowledging their sponsorship of corridor-related actions in public information brochures.

ACTION: Encourage existing businesses to participate in litter control or tree planting programs in the corridor through which the participating business would be identified on roadside Adopt-a-Highway signs.

4.5 Safety and Transportation Plan

4.5.1 Parking and Transit

The agencies involved with management of lands and resources within the SR 28 corridor have agreed that the current numbers of visitors accessing recreation sites within the corridor should be maintained. However, on peak summer days, the numbers of person currently visiting the east shore beaches managed by the Forest Service exceeds the carrying capacity as established by prior studies conducted by the Forest Service and outlined in the Forest Plan. If all shoulder parking is replaced with a commensurate amount of off-highway or off-site parking (in lots), which would maintain current numbers of visitors to the corridor, the Forest Services beaches will continue to experience numbers of users, on peak days, that exceed the number identified in the Forest Plan as the management objective. Public transit systems that have no ability to regulate the numbers of users may contribute to increased numbers of visitors to the SR 28 corridor.

Options for addressing this situation include:

1) reduce total visitation on peak days to below current levels by replacing shoulder parking with fewer off-highway spaces,

2) re-evaluate the carrying capacity potential of all shoreline use areas within the corridor (at Forest Service beaches and State Park sites) to determine if current numbers of visitors on peak days can be accommodated without severe impacts on the environment or user experience,

3) maintain current levels of visitors within the corridor, accepting the fact that on peak days some sites will exceed capacity, and look for ways to discourage overuse and minimize impacts, or,

4) maintain current overall levels of visitors on peak days but, as areas reach capacity, direct users to other sites in order to distribute peak use and avoid over-capacity situations. These other sites may include existing developed sites away from the shore on Forest Service land or within the Lake Tahoe Nevada State Park, or shoreline areas currently without access.

ACTION: The Forest Service, Nevada Division of State Parks, and NDOT, with full support by the SR 28 Scenic Byway Oversight Committee, should urgently determine which of these (or other) options to pursue, and initiate two further studies which are required to make this decision:

1) an environmental study of opportunities and constraints at proposed new parking lot sites (addressing issues such as SEZs, osprey and other raptor nests);

2) a revised Forest Service carrying capacity study on appropriate beach use levels, taking into account lake-level fluctuations, in order to confirm or refine previous estim .tes of carrying capacity. This should be prepared with input from user groups and review by the Oversight Committee.

Once these studies occur, the Forest Service, Nevada Division of State Parks, NDOT, TRPA and local TMA should jointly identify which alternative (or a hybrid) from the 1996 Nevada State Route 28 Recreation Traffic Management Study is to be implemented. The Tahoe Transportation District should be consulted on the proposed implementation and funding of any transit elements. An Environmental Assessment/EIS should then be prepared to obtain approvals for the preferred project, including analysis of parking impacts, shuttle/transit (including systems utilizing alternative fuels) and beach-use impacts against the backdrop of corridor carrying capacities. An ad-hoc parking sub-committee may be required to oversee this project.

ACTION: In conjunction with the above action, Nevada Division of State Parks and Forest Service, in consultation with NDOT, the TRPA and local TMA, should design and implement off-highway or off-site parking projects (and associated trails and recreation facilities) that offset the loss of shoulder parking and accommodate the current number of visitors seeking either public beach access or other recreation opportunities on public lands.

ACTION: In consultation with the TRPA, TMA, Forest Service, and Nevada Division of State Parks, NDOT should eliminate shoulder parking for beach access along the rural portion of the Eastshore Drive National Scenic Byway, but not until replacement parking in off-highway or off-site lots becomes available.

4.5.2 Safety Record

ACTION: NDOT should provide an annual SR 28 Accident Report to the SR 28 Scenic Byway Oversight Committee listing the numbers and types of accidents within the corridor involving vehicles, pedestrians, and bicyclists during the prior year.

4.5.3 Highway Design and Maintenance

The Nevada Department of Transportation is responsible for all maintenance within the road right-of-way along the State Route 28 corridor. Maintenance and design standards utilized are consistent with NDOT standards as contained in the Road Design Division Design Manual Parts 1 and 2. Additionally, the TRPA Scenic Quality Improvement Plan (SQIP) is used as a guideline when designing roadside improvements with potential visual impacts.

As mentioned previously, the Nevada Department of Transportation is completing an extensive road rehabilitation and erosion control project for SR 28, consistent with the above standards and guidelines. The purpose of this project is to reduce erosion potential along the roadway corridor through a number of measures such as paving roadway shoulders, installing settling ponds and catch basins, and modifying roadside drainage to reduce direct runoff from the roadway alignment. To date, the project has been completed between Incline Village and Memorial Point on the north end of the study corridor. During the summer of 1997, landscaping is planned for installation in the Memorial Point Area. During the same season, erosion control will be performed between Spooner Lake and approximately 3 miles to the north of Spooner Lake on the south end of the study corridor. The remainder of the corridor is planned for construction during the summers of 1998 and 1999. Further activity will be governed by the Erosion Control Master Plan now in preparation by NDOT.

ACTION: NDOT should provide the Oversight Committee with a quarterly report on the status of its ongoing SR 28 road rehabilitation and erosion control project.

ACTION: NDOT should confer with TRPA's scenic resource coordinator, the Forest Service landscape architect, and Nevada Division of State Parks staff to ensure the visual characteristics of the road rehabilitation and erosion control project and Master Plan described above meet the agencies' guidelines and objectives for scenic resources (see 4.3.1).

ACTION: NDOT should confer with TRPA's scenic resource coordinator, the Forest Service landscape architect, and Nevada Division of State Parks staff when planning any other improvements within the road right-of-way, such as guard rail replacements, parking barriers, etc., to review the visual characteristics of project components and examine innovative designs having the potential for low visual impact (see also 4.3.1).

ACTION: NDOT should lead an effort to examine alternatives for addressing long-term growth in traffic through the SR 28 corridor, related to corridor-wide carrying capacities.

4.5.4 Enforcement

Enforcement will require coordination between the three counties that have jurisdiction within the corridor. Whether through a Joint Powers Agreement that authorizes one jurisdiction to enforce parking restrictions throughout the corridor, or through coordinated but individual increases in enforcement, it is important that enforcement be increased to avoid shifting parking problems from one jurisdiction to another.

ACTION: Develop a Memorandum of Understanding or Joint Powers Agreement to coordinate enforcement actions on parking.

ACTION: Invite representatives of local law enforcement agencies to regularly attend Oversight Committee meetings as a means of coordinating with and assisting them in enforcing speed limits and parking regulations.

4.6 Visitor Experience and Interpretation Plan

Programs associated with the Visitor Experience and Interpretation Plan should be targeted to at least two visitor profiles:

- the through-traveler / sight-seer who stops along SR 28 for only a few minutes, and
- the beach or forest user who has planned all day or part day use within the corridor.

4.6.1 Public Education/Interpretation

ACTION: Design and implement a corridor-wide, coordinated interpretive program and theme. The program should include signs and information panels placed at strategic locations within the corridor such as roadside vista points, State Park and USFS sites, historic sites, and the Whittell Estate if it becomes public.

ACTION: Develop articles for publication in the local media that discuss important resources and conditions within the SR 28 corridor. Produce informational brochures for public distribution that highlight the natural and cultural resources of the corridor and describe recreational opportunities. Brochures should also describe the Byway management process and how the public can become involved in protecting corridor resources and cooperating with agency programs for environmental and recreation enhancement.

4.6.2 Recreation Facilities

ACTION: Encourage user groups to become involved in facility design and maintenance within the corridor through design reviews and volunteer construction of trails, bike facilities, or other projects, or environmental enhancement programs, litter clean-up activities, etc.

ACTION: NDOT, TRPA, local TMA, Forest Service and Nevada Division of State Parks should seek funding for the development and implementation of a bike facility project through the CMP study area. This should be done in conjunction with projects identified in the TRPA's Environmental Improvement Program (EIP).

ACTION: The Forest Service should study the need for sanitation facilities at Secret Cove. If the analysis demonstrates a need, a plan for such facilities should be developed and implemented.

4.6.3 Signs/Outdoor Advertising

As part of TRPA's review of a proposed new facility or development, or expansion of an existing use, or any sign project application, a sign package review is conducted. The TRPA Code of Ordinances, Chapter 26 - Signs, regulates the type, characteristics, and placement of outdoor advertising. All such signs must comply with the standards set forth in Chapter 26. In addition, sign projects may also have imposed provisions of TRPA's Design Review Guidelines and Scenic Quality Improvement Program (SQIP) as conditions of approval.

ACTION: Implement TCORP Uniform Sign Guidelines for facility identification, off-site directional, approach and advance notice, recreation district, and milepost signs within the corridor.

ACTION: Design and install signs identifying National Scenic Byway status of the Eastshore Drive National Scenic Byway and directing visitors to the byway. Signs should be consistent with TCORP guidelines for facility identification / welcome signs, but feature a National Scenic Byway theme.

4.7 Financial/Partnership Plan

There are a variety of potential financial resources available for improving transportation programs and related facilities within the CMP study corridor, and implement the actions listed in Section 4. Funded initiatives in the Lake Tahoe Presidential Forum report and Environmental Improvement Plan should be examined and pursued for application to SR 28 corridor actions.

4.7.1 Visitor Use Fees

Visitor use fees could be collected for parking within the SR 28 corridor. The amount of the fee could be adjusted according to visitation patterns. Fees can be used to modify visitor behavior in order to avoid significant congestion in some areas. In cases where shuttle service may be used to transport visitors from lots to recreation sites, shuttle use should be encouraged by placing fees on parking in areas where shuttles are not necessary (i.e. close to destination points).

ACTION: Conduct a detailed study to determine the feasibility and potential benefits of imposing parking fees within the SR 28 corridor.

4.7.2 Scenic Byway Program

The Scenic Byway Program is a national discretionary program which can be utilized for scenic improvements, including landscaping. There is very limited funding available. Since the SR 28 corridor has been granted federal status as a scenic byway, it is likely that some funding could be obtained from this program, mainly for safety improvements to accommodate increased traffic and changes in use. A project for Crystal Bay was approved for turn bays, lighting, textured sidewalks, and planters. This project was initiated by area residents and businesses and will be included in the corridor planning for the north shore segment of the SR 28 National Scenic Byway at a later time.

ACTION: Review the Crystal Bay application and develop analogous funding applications to the Scenic Byway Programs for projects in the rural section of SR 28, to find appropriate actions listed in this Action/Implementation Plan.

4.7.3 Transportation Enhancement Activities Program (TEA)

The Transportation Enhancement Activities Program is particularly well suited to SR 28 within the CMP study area. Funds may be used for pedestrian and bicycle facilities, scenic or historic

highway programs, landscaping and other scenic beautification, and mitigation of water pollution due to highway runoff. These funds are being used by Nevada State Parks for a project at Memorial Point to put in bathrooms, trail protection, information kiosks, and an observation deck.

Currently, NDOT, which administers this federal program created under ISTEA, is not soliciting for projects. In the past, NDOT has received approximately four million dollars per year for disbursement. The total amount recently applied for by various public agencies has been four to five times the available funding.
ACTION: Review projects and, if appropriate, develop funding applications for the TEA Program.

4.7.4 Hazard Elimination Program

This program is administered by NDOT and is used to eliminate hazardous situations. Although a substantial portion of State Route 28 within the CMP study area meets engineering criteria for guard rails, funding limits and scenic impact concerns have resulted in expenditure of funds only in areas with a high frequency of accidents.

ACTION: Research the funding criteria under this program and determine if the SR 28 corridor qualifies. If so, develop an appropriate funding application to the Hazard Elimination Program.

The NDOT Hazard Elimination Team should communicate its findings on SR 28 to the SR 28 Scenic Byway Oversight Committee.

4.7.5 Public Lands Highway Program

Under this program, projects for parking areas, interpretative signs, pedestrian and bicycle facilities, roadside rest areas including sanitary and water facilities, and other roadside facilities may be funded. Projects are submitted by the local agency to NDOT and must be included in the State Transportation Improvement Program (STIP).

ACTION: Research the funding criteria under this program and determine if the SR 28 corridor qualifies. If so, develop an appropriate funding application.

4.7.6 Federal Transit Administration, Public Transportation for Rural Areas (Section 5311) Program

An important source of funding for transit services in rural areas is the Federal Transit Administration's Public Transportation for Rural Areas Program (previously known as "Section 18"). These funds are available to general public transit services in areas where the population is less than 50,000 (such as Carson City and Douglas County, but not Washoe County). The funds are typically used for rural inter city services (such as the TransNevada Stages services between Ely and Reno). At present, a California 5311 grant is used to fund the Lake Lapper transit

program. As a result, the availability for a new service (particularly a shuttle service) appears to be very remote.

ACTION: Identify alternative means of funding for shuttle transit, at the very least as a pilot program.

4.7.7 Direct Grants from Governmental Agencies

The governmental agencies with jurisdiction in the CMP study area may contribute funds toward portions of SR 28 corridor projects. Entities that control potential financial resources for corridor improvements include NDOT, TRPA, TTD, Washoe County, the City and County of Carson, Douglas County, Nevada Division of State Parks, the US Forest Service, and the Incline Village General Improvement District.

ACTION: Each agency representative on the SR 28 Scenic Byway Oversight Committee should prepare a review and application(s) for direct grants from their agency.

5.0 RESPONSIBILITY SCHEDULE

This section provides a summary of actions and responsibilities of agencies, groups, and individuals (with due dates) for carrying out the objectives of the CMP, as described in Section 4, Action/Implementation Program. The responsibility schedule provides a simple guide to "who is responsible for what by when." This section prioritizes the necessary actions in the short-term (next 6 months, Table 5.1, at the end of this section) and long-term (beyond 6 months, Table 5.2, at the end of this section) and establishes the agency or group with lead responsibility for each action. Urgent items which need to be addressed before other time-dependent actions can be taken are identified. A brief summary of recommendations for further study and potential future activities as the Byway evolves is included. This section also describes the necessary review mechanisms and schedule for monitoring how well responsibilities for CMP implementation are being met.

5.1 Schedule/Action Plan

The overall direction of the CMP's action plan is aimed at:

- Fostering a strong program of continued partnership and joint action between the various jurisdictions, which is critical to the success of the Corridor Management Plan.
- Actively searching for ways to streamline agency activities and procedures, e.g. through joint programs or shared use of management resources.
- Encouraging community participation, education, and user-group ownership of the CMP. In particular, user groups should be encouraged to conduct self-policing and to help actively in maintaining and restoring environmental quality in the corridor.
- Successful implementation of pilot projects as a means of putting the CMP into practice, e.g. parking and transit pilots.

Particular aspects of the Plan that will require consensus and a strong commitment to coordination include the following:

- Issues regarding **overall visitor levels and recreational capacity** must be closely coordinated between the Forest Service and Nevada Division of State Parks (in consultation with local jurisdictions). Programs implemented within one area may impact the demand for recreation in others. A long-term parking and traffic management program for the corridor cannot be established without consensus on overall visitor levels and management of recreational carrying capacity at the beaches. Also, **enforcement** will require coordination between the three counties that have jurisdiction within the corridor. It is crucial that enforcement be uniformly increased throughout the corridor to avoid parking problems from simply shifting from one jurisdiction to another.

- **Funding** will require the greatest level of regional cooperation. Developing the various funding sources, with their differing program requirements, into a comprehensive program will entail ongoing coordination between the various organizations.

5.2 Recommendations for Future Study

In addition to the specific actions identified in the Action Plan/Responsibility Schedule, there are a number of issues that deserve SR 28 Scenic Byway Oversight Committee consideration. At the appropriate time, they may present other opportunities or become needs in developing future CMP actions. These include:

- Using and expanding on the initiatives generated by the Presidential Tahoe Summit on the Environment of July 1997 to advance CMP goals.
- Long-term monitoring and projection of traffic growth along the corridor, particularly with increased public awareness of the Byway and a potential new visitor destination (Whittell Estate) within the corridor, with advance consideration of future highway improvements.
- Monitoring of bicycle accident rates and planning for a continuous, dedicated bike facility through the route, in conjunction with other corridor improvements.
- Fee collection (e.g., paid parking) in the corridor as a management and funding mechanism.

5.3 CMP Approvals

The Corridor Management Plan should be approved by the SR 28 Scenic Byway Oversight Committee and a decision made on how widely it should be distributed. Consideration should be given to publishing a glossy summary for public consumption, in conjunction with a brochure / guide map, and to making the entire report available via the Internet through a newly developed web page.

There is no requirement for NEPA documentation since the CMP is not a regulatory document and all programs under the review of the SR 28 Scenic Byway Oversight Committee will have their own environmental review process and regulatory requirements. However, Committee members should seek to have CMP actions incorporated into the work programs and budgets for their respective agencies, with formal recognition of the time and resource commitments necessary to achieve CMP goals. The SR 28 Scenic Byway Oversight Committee should seek to coordinate closely with the TRPA in fostering the Environmental Improvement Program as it relates to the corridor, and in preparing the 1997 Regional Plan Amendments EIS.

Table 5.1 Near Term Action Plan

● Indicates primary responsibility
○ Indicates responsibility to provide support
★★ Indicates first-level priority (as of June 1997)
★ Indicates second-level priority

		Date	RESPONSIBILITY													
			Oversight Committee	NDOT	State Parks	USFS	TRPA	Carson City	Washoe County	Douglas County	Incline Village	USNRCS	Private Businesses	User Groups	Local TMA/TTD	Private Land Owners
4.1 Organization and Management Plan																
4.1.1 SR 28 Scenic Byway Oversight Committee																
★★	Establish Official Oversight Committee with agreed procedures, roles, and approved CMP.	1997	●											○		
★	Expand Oversight Steering Committee to include regional business representatives	1997	●								○		○			
★	Monitor achievement of CMP objectives annually, and the responsibility schedule quarterly.	ongoing	●													
4.2 Public Participation Plan																
★	Establish regular public participation in Oversight Committee meetings	ongoing	●											○		○
★	Develop Web site and other awareness outreach activities	1998	●	○	○	○	○	○	○	○	○	○	○	○		
4.4 Commerce Plan																
★	Encourage local business participation in the Adopt-a-Highway program.	1997	●					○	○	○	○		●			
4.5 Safety and Transportation Plan																
4.5.1 Parking and Transit																
★★	Refine USFS Beach Carrying Capacity Study	1997		○	○	●	○									
★★	Study environmental constraints of proposed parking lot locations	1997		○	○	●	○									
★★	Determine course of action, then select and publicize Recreation Traffic Management Study alternative	1997	○	○	○	○	●	○	○	○	○			○	●	
4.5.3 Highway Design and Maintenance																
★	Ensure visual impacts of road rehabilitation and erosion control meet TRPA objectives	1997/98		●	○	○	○									
4.5.4 Enforcement																
★	Coordinate with law enforcement reps at Oversight Committee meetings on enforcement activities	ongoing	○					●	●	●						
4.6 Visitor Experience and Interpretation Plan																
4.6.2 Recreation Facilities																
★	Encourage user-group participation in facility design/management	ongoing			○	○	○						○	●		○
4.7 Financial/Partnership Plan																
4.7.2 Scenic Byway Program																
★	Submit funding application for Scenic Byway Program funds.	1997	○	●	○	○	○						○		○	
4.7.3 Transportation Enhancement Activities Program																
★	Submit application for TEA funds, if appropriate	1997	○	●	○	○	○	●						○		

● Indicates primary responsibility
○ Indicates responsibility to provide support
★★ Indicates first-level priority (as of June 1997)
★ Indicates second-level priority

		Date	RESPONSIBILITY													
			Oversight Committee	NDOT	State Parks	USFS	TRPA	Carson City	Washoe County	Douglas County	Incline Village	USNRCS	Private Businesses	User Groups	Local TMA/TTD	Private Land Owners
	4.7.4 Hazard Elimination Program															
★	Examine feasibility of securing Hazard Elimination Program funds	1997	○	●												
	4.7.5 Public Lands Highway Program															
★	Submit funding application(s) to Public Lands Highway Program	1997	○	●												
	4.7.6 Transportation for Rural Areas Program															
★	Seek alternative means of funding shuttle transit within the corridor, at least as a pilot program	1997	●		○	○	○	○	○	○			○	○	●	
	4.7.7 Direct Government Agency Grants															
★	Secure direct grants from Government agencies.	1997	●	○	○	○	○	○	○	○	○				○	

Table 5.2 Long Term Action Plan

● Indicates primary responsibility
○ Indicates responsibility to provide support
★★ Indicates first-level priority (as of June 1997)
★ Indicates second-level priority

			RESPONSIBILITY													
		Date	Oversight Committee	NDOT	State Parks	USFS	TRPA	Carson City	Washoe County	Douglas County	Incline Village	USNRCS	Private Businesses	User Groups	Local TMA/TTD	Private Land Owners
4.1 Organization and Management Plan																
4.1.1 SR 28 Scenic Byway Oversight Committee																
★	Revise CMP every 3-5 years	cycle	●													
4.1.2 Ad hoc Committees																
★★	Establish ad-hoc subcommittees to assist with projects or programs, as needed.	n/a	●	○	○	○	○					○	○	○	○	○
4.2 Public Participation Plan																
★	Publish bi-annual newsletter with results of monitoring	bi-annual	●	○	○	○	○	○	○	○	○	○				
4.3 Resource Protection, Enhancement, and Development Plan																
4.3.1 Scenic Resources																
★★	Develop roadside visual contrast reduction plans	1998		○	○	○	●					○				
★	Develop scenic vista turnout plans	1998		○	○	○	●									
★★	Develop plan to screen Sand Harbor Administrative and Maintenance complex.	1998			●		○									
★	Pursue opportunities for undergrounding utilities	1998		○	○	○	●									
★	Conduct systematic photo-monitoring of the corridor every 5 years.	cycle	○	○	○	○	●									
4.3.2 Soil Erosion																
★★	Restore and eliminate informal trails to the shoreline	1998	○	○	○	●	○					○				
★★	Design and construct new trails to the shoreline	1998	○	○	○	●	○							○		
4.3.3 Forest Health																
★	Develop public information program and support USFS plan implementation	1998	○		○	●	○									
4.3.4 Facilities and Programs																
★	Study need for sanitation and emergency facilities at Skunk Harbor	1998	○			●										
★	Initiate Adopt-a-Highway litter control program	1998	●	○	○	○	○	○	○	○	○		○	○		
4.3.5 Land Acquisition																
★★	Monitor status of Whittel Estate land transactions and determine effect on corridor visitation and traffic levels	ongoing	●	○	○	○										
★	Promote acquisition of new lands that would resolve resource conflicts and enhance the visitor experience.	ongoing			●	●										
4.4 Commerce Plan																
★	Produce public information with sponsorship or advertising from nearby commercial businesses	1998	●					○	○	○	○		●			

● Indicates primary responsibility
○ Indicates responsibility to provide support
★★ Indicates first-level priority (as of June 1997)
★ Indicates second-level priority

		Date	RESPONSIBILITY													
			Oversight Committee	NDOT	State Parks	USFS	TRPA	Carson City	Washoe County	Douglas County	Incline Village	USNRCS	Private Businesses	User Groups	Local TMA/TTD	Private Land Owners
4.5 Safety and Transportation Plan																
4.5.1 Parking and Transit																
★★	Conduct overall corridor carrying capacity and beach study	1998	●	●	●	●	●	○	○	○	○			○	●	
★★	Prepare EA/EIS on proposed changes in beach use/access and traffic management /transit programs	1998			●	●	●							●		
★★	Implement off-highway parking/shuttle projects	1999		○	○	●	○							○	●	
★★	Eliminate shoulder parking in conjunction with above	1999		●	○	○	○							○	○	
4.5.2 Safety Record																
★	Report on annual traffic safety figures	annual		●												
4.5.3 Highway Design and Maintenance																
★	Plan future roadway improvements to meet TRPA objectives on scenic resources	ongoing		●	○	○	○									
★	Review maintenance and construction plans with Oversight Committee on a regular basis	ongoing		●												
★	Report quarterly on status of maintenance of installed erosion control measures/facilities	ongoing		●												
★	Develop long term traffic growth strategy in conjunction with overall corridor carrying capacity study	1998		●	○	○	○	○	○	○	○			○	○	
4.5.4 Enforcement																
★★	Develop an agreement between agencies to co-ordinate parking enforcement activities	1999	●	○	○	○	○								○	
4.6 Visitor Experience and Interpretation Plan																
4.6.1 Public Education/Interpretation																
★	Implement a corridor-wide interpretive program and theme	1998	●	○	○	○	○							○		
★	Produce media coverage and brochures to increase awareness of resource issues in the corridor	1998	●	●	○	○	○	○	○	○	○		○			
4.6.2 Recreation Facilities																
★★	Develop a bike facility within the corridor, phase I from Incline Village to Sand Harbor	1999	○	○	○	○	●						○	○	○	○
★	Study the need for sanitation facilities at Secret Cove	1998				●										
4.6.3 Signs/Outdoor Advertising																
★★	Implement TCORP Uniform Sign Guidelines for improved orientation	1998/99		●	○	○	○									
★★	Install signs identifying National Scenic Byway	1998	○	●												
4.7 Financial/Partnership Plan																
4.7.1 Visitor User Fees																
★	Evaluate potential for visitor use fees	1998			●	●								○		
4.7.9 Long Term Funding																
★	Develop long term funding strategy program	ongoing	●										○	○	○	

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