

Staff Report 10

APPLICANT:

Scott Edmondson, Mark Edmondson, and Gregg Edmondson, Trustees of the Edmondson Heritage Trust; Kevin R. Ray and Lee E. Sevison

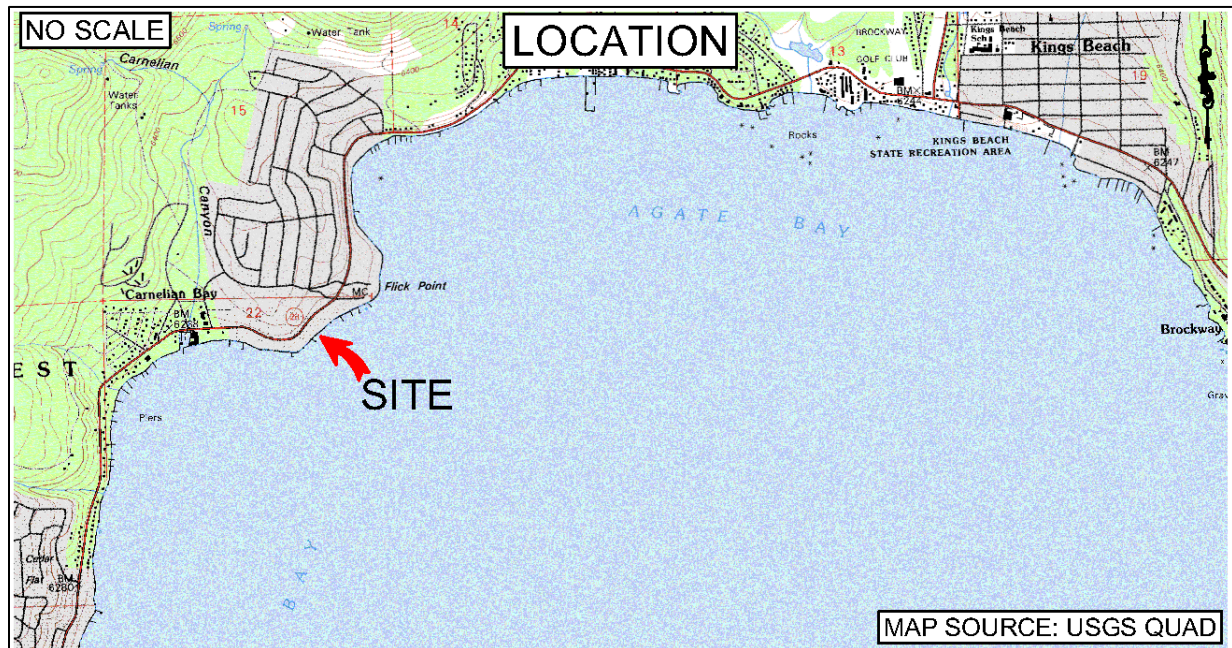
PROPOSED ACTION:

Issuance of a General Lease – Recreational Use

AREA, LAND TYPE, AND LOCATION:

Sovereign land in Lake Tahoe, adjacent to 5390 and 5394 North Lake Boulevard, Carnelian Bay, Placer County (as shown in Figure 1).

Figure 1. Location

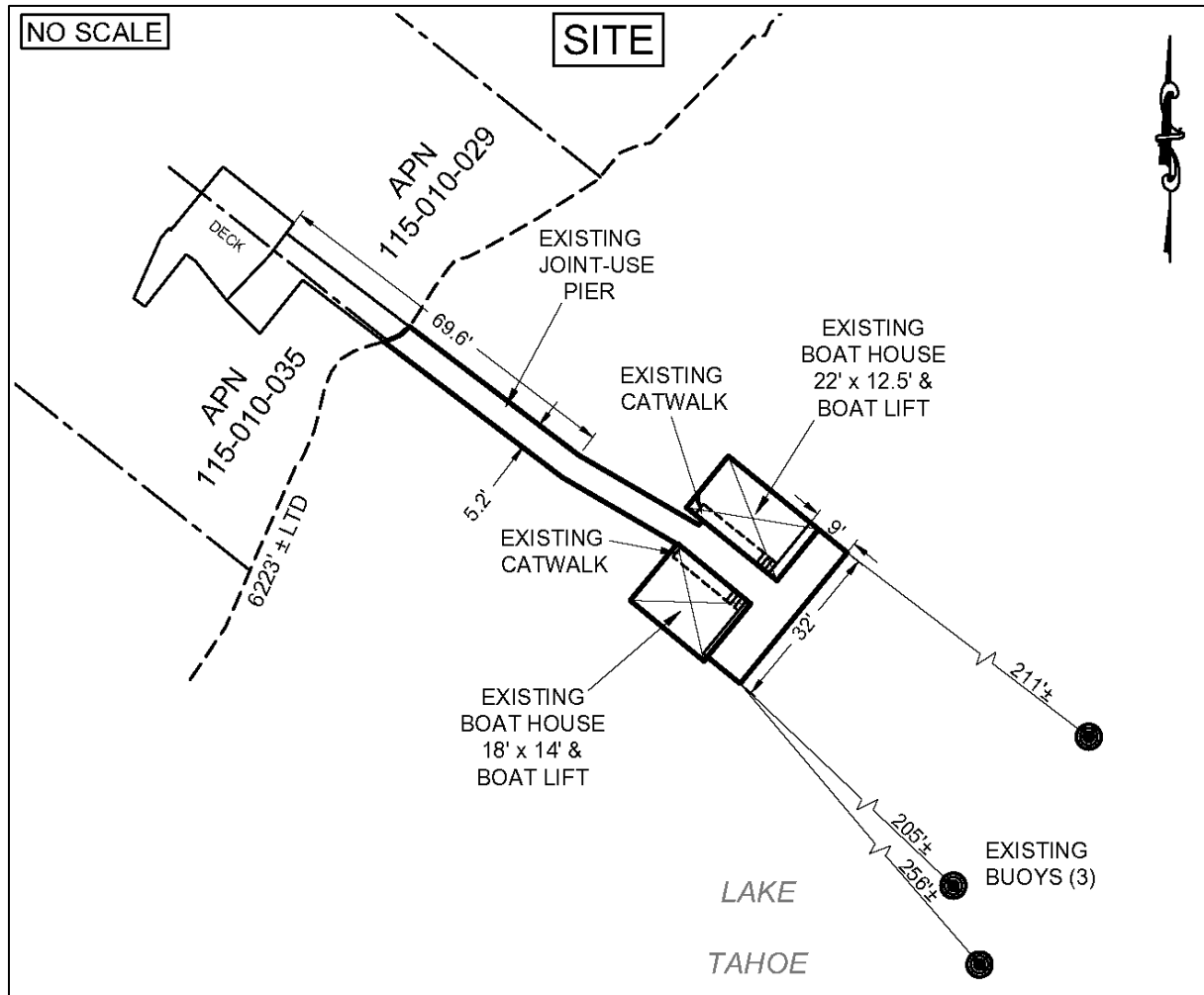


AUTHORIZED USE:

Use and maintenance of an existing joint-use pier, two open-sided boathouses, two boat lifts, and two mooring buoys previously authorized by the Commission and

one existing mooring buoy not previously authorized by the Commission (as shown in Figure 2).

Figure 2. Site Map



NOTE: This depiction of the lease premises is based on unverified information provided by the applicant or other parties and is not a waiver or limitation of any State interest in the subject or any other property.

TERM:

10 years, beginning May 1, 2023.

CONSIDERATION:

\$1,820 per year, with an annual Consumer Price Index adjustment; and \$1,667 compensation for unauthorized occupation of State Land for the period through April 30, 2023.

SPECIFIC LEASE PROVISIONS:

- Liability insurance in an amount no less than \$1,000,000 per occurrence.
- Lessee expressly acknowledges that a permit from the Tahoe Regional Planning Agency (TRPA) is required for the Authorized Improvements and failure to obtain a permit from TRPA and maintain compliance with that permit may result in TRPA imposing civil penalties and will constitute a breach of the lease.
- Lessee shall not store any personal items or construct any improvements in the Public Trust easement which may impair the public's right of access for navigation, fishing, and Public Trust-consistent recreational uses.
- Lessee agrees and acknowledges that the hazards associated with climate change may require additional maintenance or protection strategies regarding the improvements on the lease premises.
- Lessee agrees the provisions of Section 3, Paragraph 8 shall also extend to the period of Lessee's unauthorized occupation of state-owned land from February 22, 2023 through April 30, 2023.

STAFF ANALYSIS AND RECOMMENDATION:

AUTHORITY:

Public Resources Code sections 6005, 6216, 6301, 6501.1, 6503, 6503.5, and 6505.5; California Code of regulations, title 2, sections 2000 and 2003.

PUBLIC TRUST AND STATE'S BEST INTERESTS:

On February 22, 2013, the Commission authorized the issuance of a General Lease – Recreational Use to Scott Edmondson, Mark Edmondson, and Gregg Edmondson, Trustees of the Edmondson Heritage Trust; George Edmondson, Trustee of The Janet Louise Edmondson Irrevocable Trust; and Kevin R. Ray and Lee E. Sevison, for the use and maintenance of an existing joint-use pier previously authorized by the Commission, and use and maintenance of two existing open-sided boathouses, two boat lifts, and two mooring buoys not previously authorized by the Commission ([Item 08, February 22, 2013](#)). The lease expired on February 21, 2023.

On February 13, 2014, ownership interest in the upland property adjacent to 5390 North Lake Boulevard was deeded from George Edmondson, Trustee of the Janet Louise Edmondson Irrevocable Trust, to George Edmondson, as an individual. On the same day, ownership interest was transferred from George Edmondson to George Edmondson, Trustee of the George Edmondson Revocable Living Trust.

On March 19, 2014, ownership interest was transferred from George Edmondson, Trustee of the George Edmondson Revocable Living Trust to George Edmondson,

as an individual. Also on March 19, 2014, George Edmondson granted his ownership interest to Scott Edmondson, Mark Edmondson, and Gregg Edmondson.

On August 12, 2014, Scott Edmondson, Mark Edmondson, and Gregg Edmondson granted their ownership interest to Scott Edmondson, Mark Edmondson, and Gregg Edmondson, Trustees of the Edmondson Heritage Trust.

The Applicant is now applying for a General Lease – Recreational Use, for the use and maintenance of an existing joint-use pier, two open-sided boathouses, two boat lifts, and three mooring buoys. The existing mooring buoy adjacent to 5394 North Lake Boulevard (Assessor Parcel Number, or APN, 115-010-029) was never under lease with the Commission.

The Applicant registered the boatlift and two mooring buoys adjacent to 5390 North Lake Boulevard (APN 115-010-035) with TRPA on January 24, 2023 (Registration No. 10187). The boat lift and mooring buoy adjacent to 5394 North Lake Boulevard were registered with TRPA on February 10, 2022 (Registration No. 10014).

Staff recommends the Commission accept compensation from the Applicant in the amount of \$1,667 for the unauthorized occupation of state land by the existing improvements through April 30, 2023. The proposed lease will also require that the Applicant agree to indemnify the State for its unauthorized occupation of State land.

The pier, open-sided boathouses, boat lifts, and mooring buoys are privately owned and maintained and facilitate recreational boating. Recreational boating is a water-dependent use that is generally consistent with the common law Public Trust Doctrine. The California Legislature has identified private recreational boating facilities as an authorized use of Public Trust land. (Pub. Resources Code, § 6503.5.)

The buoys are located directly lakeward of the upland properties and occupy a relatively small area of the lake. The proposed lease does not alienate the State's fee simple interest or permanently impair public rights.

The pier and boathouses with boat lifts are built on pilings with the immediate upland area of the pier being slightly sloped and rocky. Public access for pedestrians and lake-related activities is available at varying water levels by passing underneath the pier.

The lease is limited to a 10-year term, does not grant the lessee exclusive rights to the lease premises, and reserves an easement to the public for Public Trust-consistent uses. Upon termination of the lease, the lessee may be required to remove all improvements from State land and restore the lease premises to their original condition. The proposed lease requires the lessee to insure the lease

premises and indemnify the State for any liability incurred as a result of the lessee's activities thereon. The lease also requires the payment of annual rent to compensate the people of the State for the occupation of the public land involved.

CLIMATE CHANGE:

Climate change significantly affects inland non-tidal lakes such as Lake Tahoe. The frequency and severity of natural disasters like flooding, wildfire, drought, extreme heat, and storms are increasing throughout the state of California, including the Sierra Nevada mountains, and will continue to accelerate through the end of the century. Structures along the shores of inland lakes are particularly vulnerable to the more frequent and extreme weather events and shifts in seasonal characteristics.

According to [California's Fourth Climate Change Assessment](#), released in 2018, the most significant impacts of climate change in the Sierra Nevada Region are more intense heat, precipitation extremes, declining snowpacks, and changes in streamflow timing. The long-term warming trend will lead to warmer and shorter winters, and longer and dryer summers. Successive dry and warm winters are resulting in minimal snowpack, increased winter stream flows and floods, and decreased spring and summer runoff. Prolonged low lake levels will become normal. Low lake level conditions can create more expansive beaches and increased shoreline access in dry months. However, these conditions interfere with boat launching and mooring facilities. This impact is most noticeable where the facilities are sited on shallow, low gradient lake bottom locations.

Dry winters will be punctuated with exceedingly wet years where prolonged and excessive precipitation can produce flash floods. High precipitation in these years will result in higher lake levels, causing beaches to narrow and reducing public access. Extra saturation of the soil can increase erosion, especially following intense wildfire seasons. Surface runoff water may carry more sediment into the lake, adversely impacting water quality and clarity.

Climate change may also lead to more intense and unpredictable storm events and winds. These storms may deviate from prevailing wind patterns for the region. These winds can accelerate shoreline erosion in some areas or cause erosion in areas not typically subject to erosion. Additionally, these winds can increase wave damage on structures and boats along the lake.

Improvements authorized under this lease may require more frequent inspection and maintenance to ensure they are not displaced during storm events. Watercraft

moored to buoys, piers, or docks are also vulnerable to damage from high wind events and excessive waves.

CONCLUSION:

For all the reasons above, staff believes the issuance of this lease will not substantially interfere with Public Trust needs at this location, at this time, and for the foreseeable term of the proposed lease; is consistent with the common law Public Trust Doctrine; and is in the best interests of the State.

OTHER PERTINENT INFORMATION:

1. Approval or denial of the application is a discretionary action by the Commission. Each time the Commission approves or rejects a use of sovereign land, it exercises legislatively delegated authority and responsibility as trustee of the State's Public Trust lands as authorized by law. If the Commission denies the application, the Applicant may be required to remove the pier, two open-sided boathouses, two boat lifts, and three mooring buoys and restore the premises to their original condition. The lessee has no right to a new lease or to renewal of any previous lease.
2. This action is consistent with the "Leading Climate Activism" and "Meeting Evolving Public Trust Needs" Strategic Focus Areas of the Commission's 2021-2025 Strategic Plan.
3. Staff recommends that the Commission find that this activity is exempt from the requirements of the California Environmental Quality Act (CEQA) as a categorically exempt project. The project is exempt under Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

Authority: Public Resources Code section 21084 and California Code of Regulations, title 14, section 15300 and California Code of Regulations, title 2, section 2905.

RECOMMENDED ACTION:

It is recommended that the Commission:

CEQA FINDING:

Find that the activity is exempt from the requirements of CEQA pursuant to California Code of Regulations, title 14, section 15061 as a categorically exempt

project, Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

PUBLIC TRUST AND STATE’S BEST INTERESTS:

Find that the proposed lease will not substantially impair the public rights to navigation and fishing or substantially interfere with Public Trust needs and values at this location, at this time, and for the foreseeable term of the lease; is consistent with the common law Public Trust Doctrine; and is in the best interests of the State.

AUTHORIZATION:

1. Authorize acceptance of compensation from the applicant in the amount of \$1,667 for unauthorized occupation of State land for the periods through April 30, 2023.
2. Authorize issuance of a General Lease – Recreational Use to the Applicant beginning May 1, 2023 for a term of 10 years, for the use and maintenance of an existing joint-use pier, two open-sided boathouses, two boat lifts, and two mooring buoys previously authorized by the Commission and one existing mooring buoy not previously authorized by the Commission; annual rent in the amount of \$1,820, with an annual Consumer Price Index adjustment; and liability insurance in an amount no less than \$1,000,000 per occurrence.