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2026

Transportation and Sustainable Communities

Performance and Recommendations Report

TAHOE REGIONAL PLANNING AGENCY | FINAL DRAFT

TAHOE REGIONAL PLANNING AGENCY

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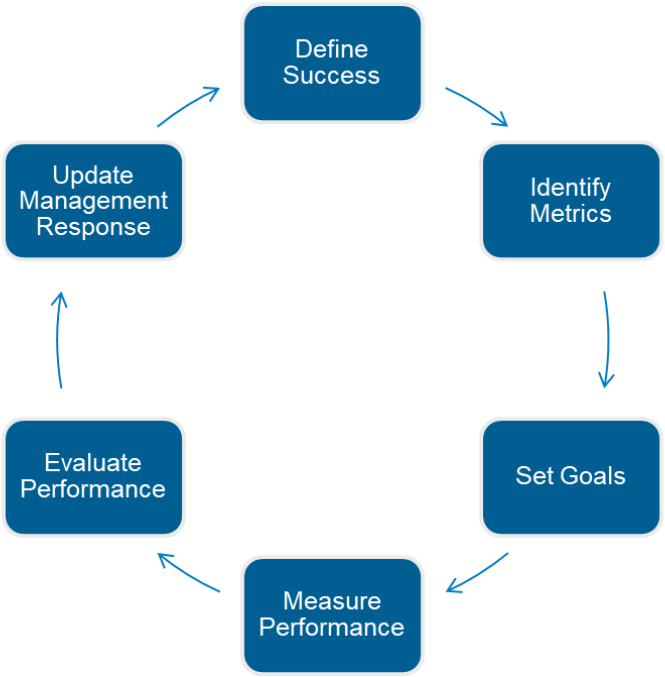
INTRODUCTION

The Tahoe Regional Planning Agency (TRPA) and its partners analyze ongoing transportation data to manage transportation resources across the Tahoe Region. This report links data collected by monitoring programs to the regional planning process and recommends adjusting transportation strategies to ensure alignment with goals established by the Regional Plan, Regional Transportation Plan, and other local, state, and federal requirements.

The Transportation Performance and Recommendations Report is prepared every four years as part of the adaptive management framework adopted in the Regional Plan (DP 5) to promote attainment of Transportation and Sustainable Communities Threshold Standard 1 (TSC-1). The report focuses on trends in seven primary metrics in three focus areas identified by the Transportation Performance Technical Advisory Committee (TPTAC). The TPTAC is an advisory body comprised of TRPA staff, local, state, and regional transportation partners, a representative from the environmental community, and a general public representative. The committee is responsible for the regular reporting and collaborative recommendations that guide management responses.

The transportation measures are grouped into primary and explanatory metrics. Primary metrics track the performance of key aspects of Tahoe's transportation system. Explanatory metrics provide additional detail and context for understanding change in primary metrics. This multi-level approach enables the partnership to contextualize change and adjust strategies accordingly in response to data.

Figure I. Adaptive Management Framework



Regional Plan Transportation Goals

The Lake Tahoe Regional Plan and 2025 Regional Transportation Plan Sustainable Communities Strategy (RTP/SCS) share six major transportation goals that serve as the backbone of the metric system proposed in the adaptive management framework. These goals support TRPA's vision for a transportation system that is "interconnected, inter-regional, and sustainable, connecting people and places in ways that reduce reliance on the private automobile." The goals reflect the multimodal nature of the transportation system in the Lake Tahoe area, which includes three public transit providers providing fixed-route and microtransit service and 135 miles of bicycle/pedestrian facilities. The metric system proposed under the adaptive management framework responds to these goals via a tiered approach that highlights key system performance in the multimodal transportation system, while capturing user experience and effectiveness of management responses through a set of explanatory sub-metrics.

Safety

Goal: Increase the safety and security for all users of Tahoe's transportation system.

Environment

Goal: Protect and enhance the environment, promote energy conservation, and reduce greenhouse gas (GHG) emissions.

Mobility

Goal: Enhance and sustain the connectivity and accessibility of the Tahoe transportation system, across and between modes, communities, and neighboring regions, for people and goods.

Prosperity

Goal: Foster economic well-being, sustainability, and community vitality by optimizing the movement of goods and people and advancing transportation solutions in centers and throughout the Tahoe Region.

Resilience

Goal: Provide for the preservation and sustainability of the existing transportation system by actively identifying and pursuing new transportation funding and by performing maintenance activities that support transportation resiliency, water quality, and safety.

Performance

Goal: Provide dynamic, reliable, and efficient transportation network through coordinated operations, system management, technology, and monitoring, and targeted investments.

Regional VMT Threshold

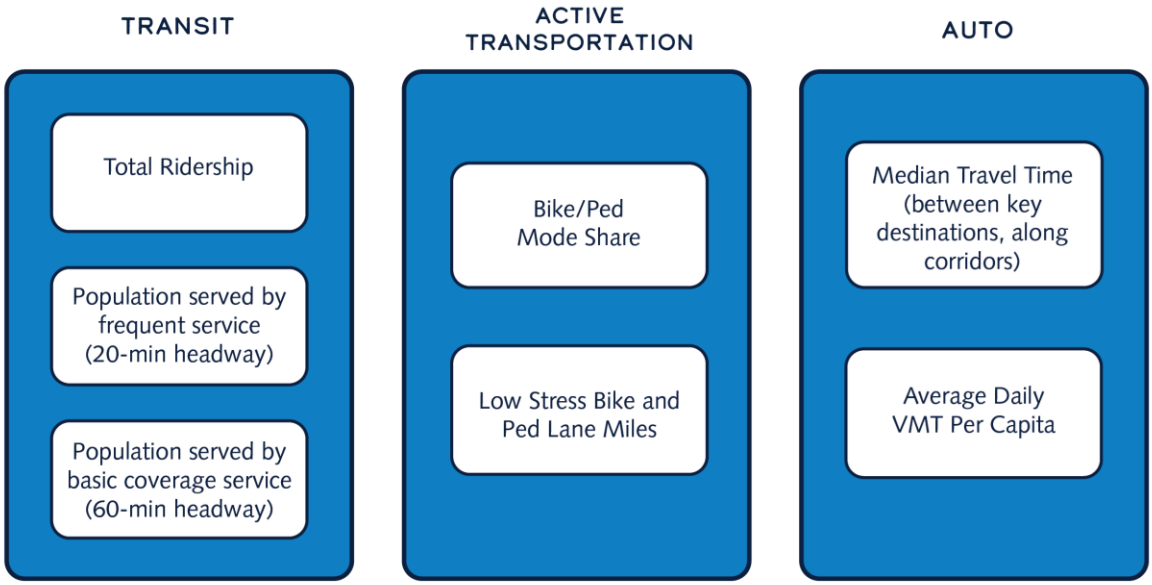
To ensure the natural beauty and economic productivity of the region persists for generations to come, the Bi-State Compact directs TRPA to establish "environmental threshold carrying capacities," defined as "an environmental standard necessary to maintain a significant scenic, recreational, educational, scientific or natural value of the region or to maintain public health and safety within the region." The

environmental threshold carrying capacities (threshold standards) establish shared goals for environmental quality and restoration in the Tahoe Region. The standards shape the goals and policies of the Regional Plan and guide millions of dollars of public and private investment in the basin through the Environmental Improvement Program (EIP).

A goal of reducing annual average daily VMT per capita was adopted as a threshold standard in 2021. The standard (TSC1) established the goal of reducing annual average daily VMT per capita by 6.8% by 2045. The standard provides a robust measure of the success of the integrated transportation and land-use vision of vibrant town centers connected through a walkable, bikeable, transit-friendly transportation system.

Metrics

The 2026 Performance Report provides a summary of seven primary metrics tracked across three main categories of travel in the Tahoe Region: Transit, Active Transportation, and Auto.



To provide context for changes in the primary metrics, a secondary set of explanatory metrics may be presented to drill down into the underlying factors driving that change. Further information on programs and policies is available at trpa.gov/transportation in the Active Transportation Plan, Vision Zero Strategy, Short Range Transit Plans, and the Regional Transportation Plan.

1 TRANSIT METRICS

1.1 TRANSIT

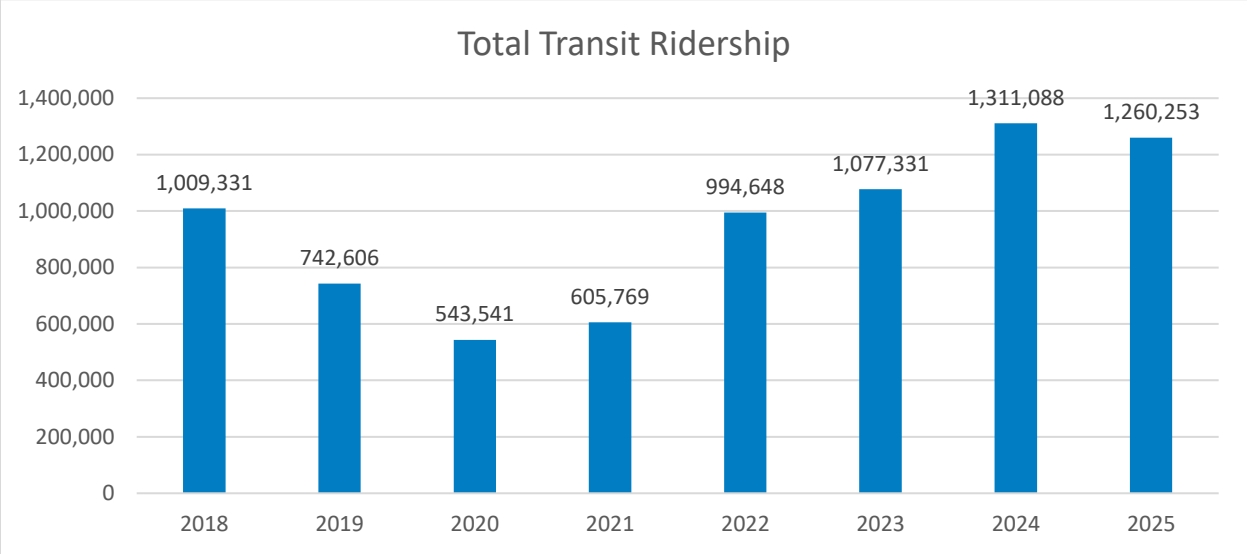
Three operators provide the primary transit services across the Tahoe Region. The North Shore is served by Truckee Tahoe Area Regional Transit (TART), which provides microtransit and fixed-route services. The South Shore is served by Tahoe Transportation District (TTD), which provides fixed route and regional service to the Carson Valley and summer recreation services on the east shore. The South Shore Transportation Management Association (SS/TMA) contracts with Downtowner, LLC to operate Lake Link, a microtransit service on the South Shore. Transit service reduces reliance on the automobile and supports the environmental, connectivity, economic vitality, quality of life, and congestion management goals of the RTP. TRPA tracks two primary metrics for transit ridership and coverage/frequency:

- Total ridership
- Population and neighborhoods served by frequent service (<20-minute headways) and basic service (< 60-minute headways)

Total ridership

Transit ridership is the total number of people trips on transit service in the region. After declining in 2019 and during Covid, ridership has steadily increased. Since 2023, ridership has exceeded 2018 levels (Figure 1-1). This is notable because the 2018 ridership included South Shore ski shuttles operated by the Tahoe Transportation District. Today, the ski shuttles are provided by private operators and are not included in the totals. 2025 ridership declined slightly from 2024, but remained above pre-2023 levels.

Figure 1-1. Total Transit Ridership*



Includes available ridership data for public fixed routes, airport shuttles, vanpools, park & ride or event shuttles, the Round Hill shuttle, and the Emerald Bay shuttle.

Transit ridership by month (Figure 1-2) provides insight into the seasonal fluctuations that shaped ridership. Winter months consistently have the highest level of ridership, followed by summer months. High winter ridership is primarily driven by ridership on the north shore and the influx of employees and users of the regional ski resorts. Figure 1-3 shows annual ridership by operator. Fixed-route ridership in 2024 and 2025 is near 2019 levels. The region's recent increase in ridership has primarily been driven by microtransit (Lake Link and TART Connect) and steady ridership gains on TTD fixed route services. The TART Connect micro-transit service area was reduced in December 2025 and no longer includes Incline Village. The reduced service area, coupled with the introduction of fares in the Incline zone before its suspension, is likely partially responsible for the decline in ridership between 2024 and 2025.

Additionally, staffing and vehicle shortages in 2025 prompted Placer County to reduce some services, which led to slight declines in ridership across all TART services.

In 2024, the Truckee North Tahoe Transportation Management Association (TNT/TMA) and the South Shore Transportation Management Association (SSTMA) each received funding to support new vanpool programs for commuters. Both the North and South Shore vanpool programs have been very successful with regular monthly ridership around 3,000 and 4,000 riders, respectively. According to Commute with Enterprise—the vanpool provider—in FY 2025, the North Shore program supported 15 vanpools with 75 daily riders that annually reduced 1,160,632 commuter miles and 884,502 pounds of CO_2 emissions. Similarly, the South Shore program—also operated by Commute with Enterprise—supported 19 vanpools with 89 daily riders that annually reduced 1,230,789 commuter miles and 879,128 pounds of CO_2 emissions.

Figure 1-2. Transit Ridership By Month

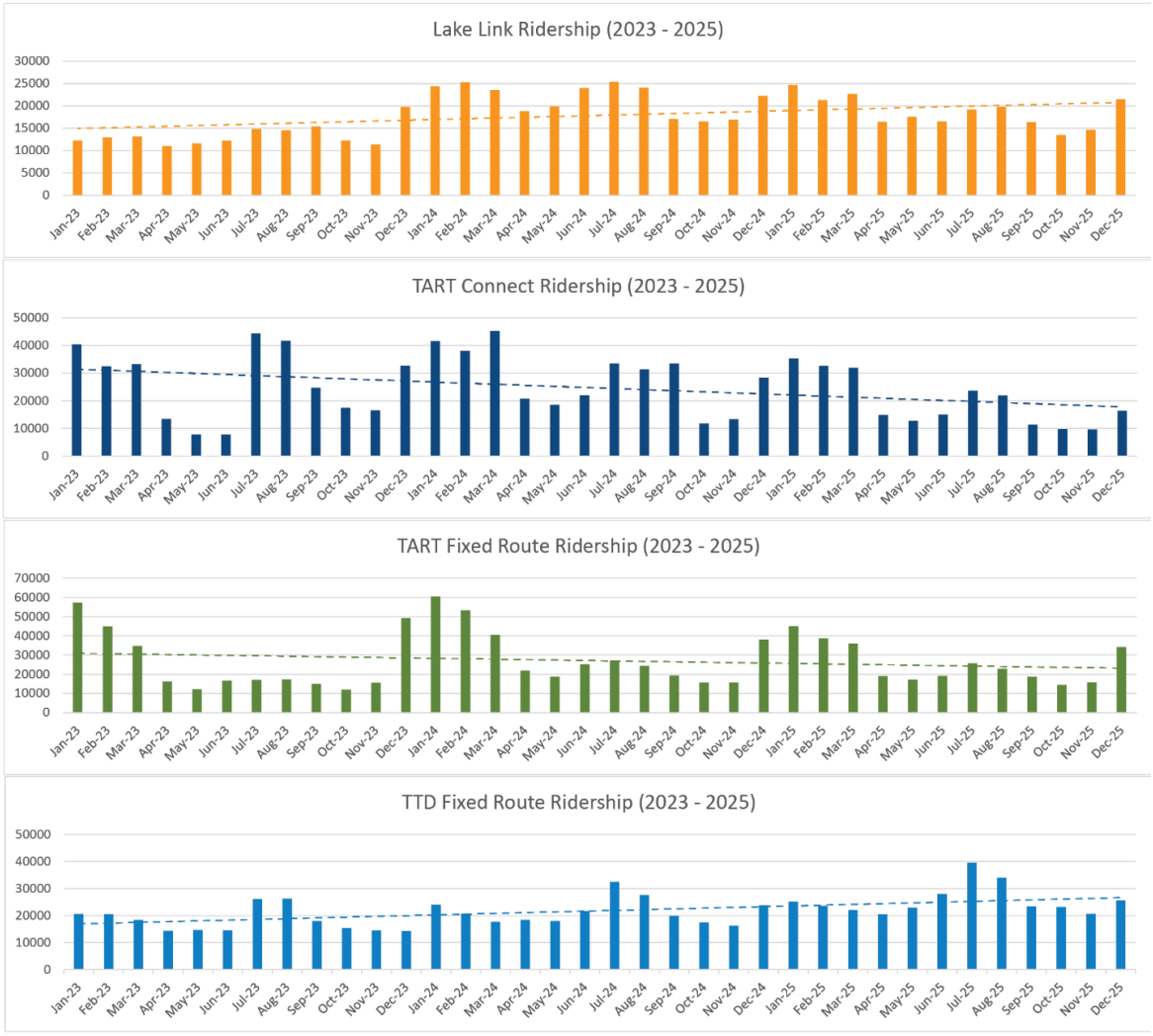
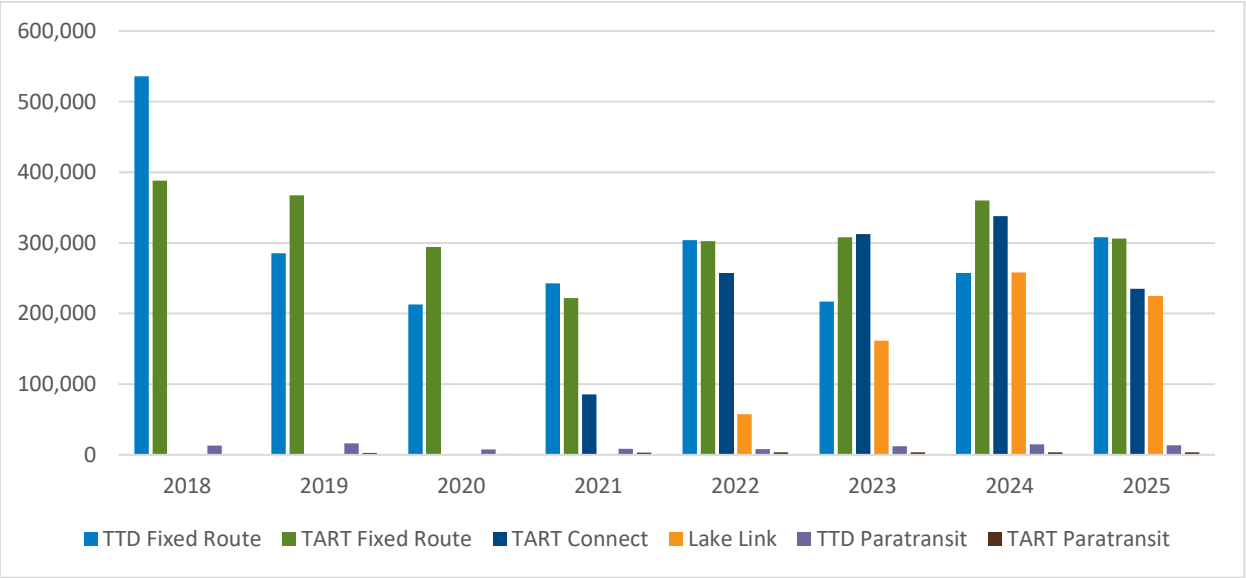


Figure 1-3. Transit Ridership by Service Type and Operator



Frequency and Coverage

Frequent service is defined as service with headways of 20 minutes or less, and basic service is any service with headways between 20 and 60 minutes. Except for one quarter in 2018 on the South Shore along US 50, there have been no frequent services offered in the Tahoe Region based on this definition. TTD has made progress towards more frequent transit service, with Route 50 increasing from 60 minutes to 30 minutes as of September 2024. Regionally, 72 percent of the population is served by basic service. Microtransit wait times typically average around 15-30 minutes. For the purposes of this analysis, microtransit is considered basic 60 minute service.

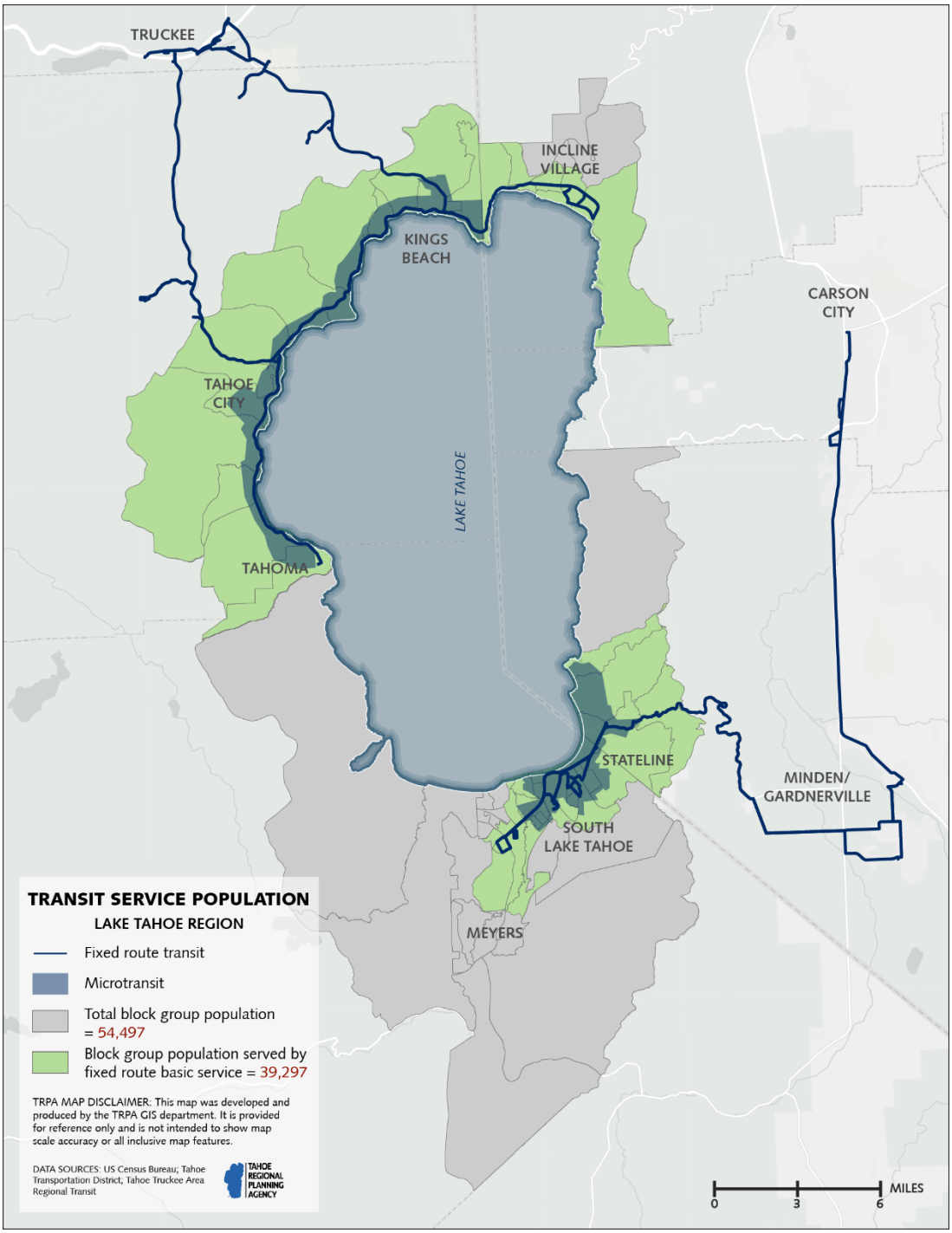


Figure 1-4. Population and Neighborhoods Served by Frequent and Basic Service

The 2024 report recommended tracking microtransit, including changes in coverage, hours of service, and wait times, to better assess the whole transit network. Since 2024, microtransit coverage on the

South Shore has expanded to include Kingsbury, Roundhill, Sierra Tract, and more of Douglas County (Figure 1-6). Service was reduced on the North Shore, with the suspension of TART Connect Zone 3 due to funding constraints. Microtransit wait times exhibit the same seasonal fluctuations observed in fixed-route ridership. Wait times increase in summer and winter and drop in the fall and spring. Wait times peaked during the winter of 2022-2023, attributed to the historic snowfall, which caused delays for all vehicles.

Figure 1-5. Microtransit Average Wait Time by Zone

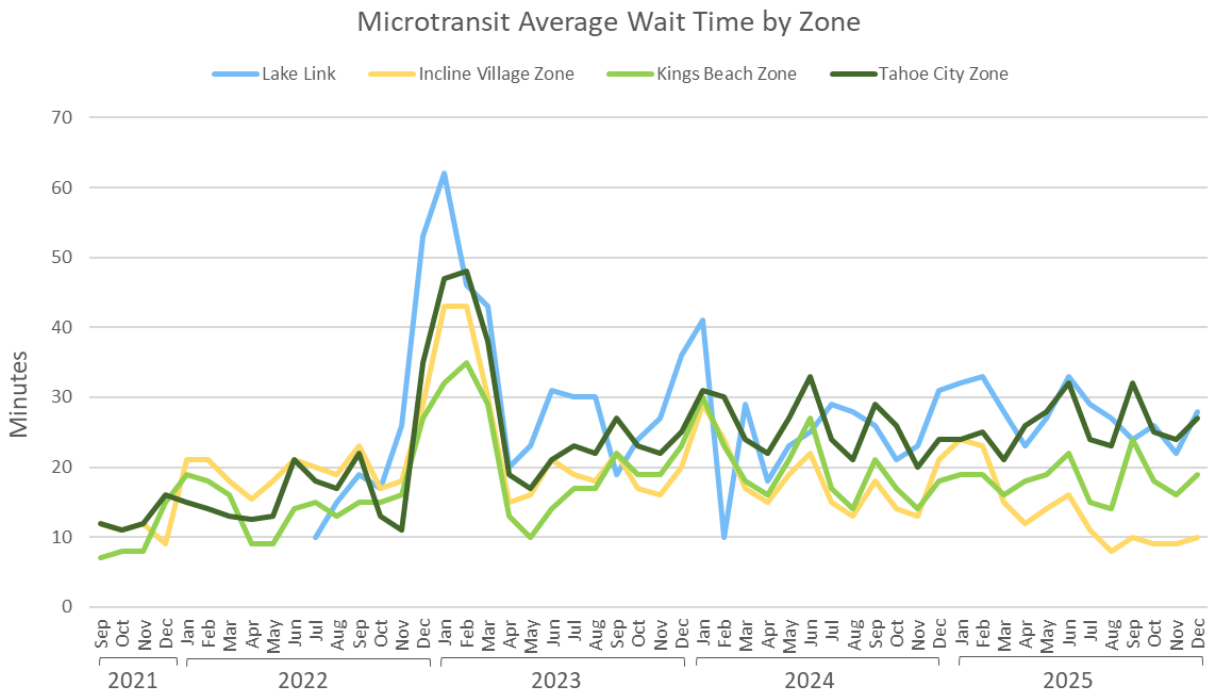
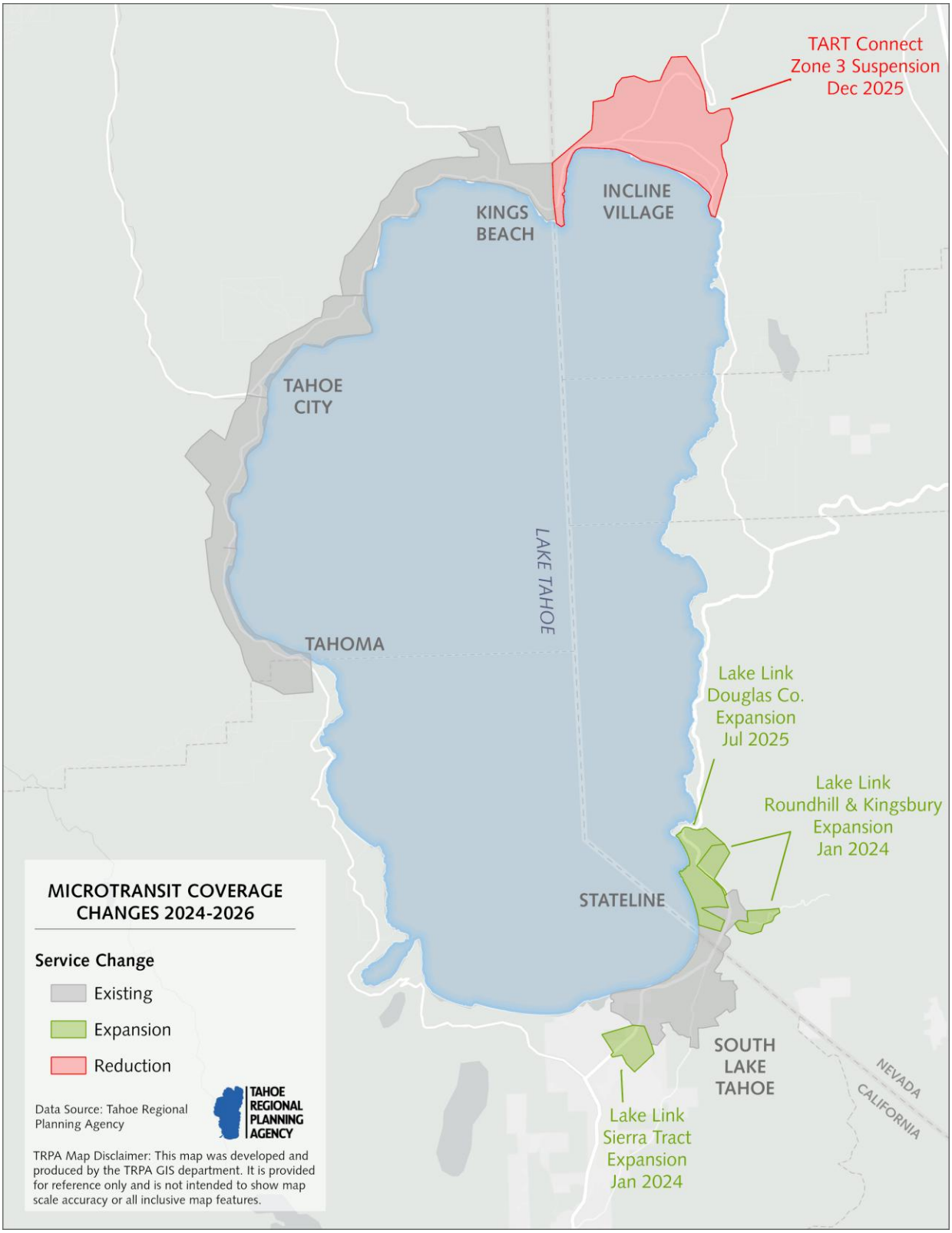


Table 1-1. Microtransit Coverage Changes

Microtransit Coverage Changes	Area (mi^2)
Existing (pre-2024)	19
Expansions (Jan 2024 – Mar 2026)	3
Reductions (Jan 2024 – Mar 2026)	-8
Net Change	**-5**
Current Coverage	**14**

Figure 1-6. Microtransit Service Area Changes



1.2 TRANSIT EXPLANATORY

The transit industry, in Tahoe and nationwide, is rebounding from the COVID-19 Pandemic. Operating costs are rising, and many transit providers are facing staffing issues. The cost of training and onboarding new CDL drivers can be burdensome, estimated around $9,000 per driver by Tahoe Transportation District. The national housing crisis is also impacting the Tahoe Region, adding to the challenges of filling and keeping operator positions. TTD experienced a turnover rate around 35% over the last six months (October 2025 to April 2026). Adding to these challenges are a rise in passenger-related safety incidents on buses, particularly unruly passenger incidents. On the South Shore, TTD just recently replaced its fleet, which has led to a more efficient service and lower maintenance costs in the last year. Despite continued staffing challenges, TTD's new fleet has allowed them to deliver more consistent service, which has at least partially contributed to ridership gains on the South Shore.

TART, on the North Shore, has faced similar challenges with hiring and training drivers, but it is in a different position with fleet. TART is just starting to replace its fleet and is experiencing fleet-related service challenges, like on-time performance and high maintenance costs, as they wait for buses to be delivered. In late 2024 and early 2025, TART was forced to replace its West Shore fixed route service with microtransit due to staffing and fleet constraints. The West Shore fixed route service has since returned, but the aforementioned fleet and staffing factors are partially driving decreased ridership on the North Shore.

Adding to these challenges, many federal programs primarily provide resources for capital investments, leaving a gap in resources for operations and maintenance. Transit operators are turning to locals more and more for funding to help fill gaps in operating costs.

Planned Improvements:

While operators face challenges related to labor and funding, they are still working to improve existing services and expand where possible. TART's recently adopted Systems Plan Update calls for increased frequency on mainlines from 60 minutes to 30 minutes. On the South Shore, SSTMA is planning to expand the Lake Link service area to cover the City of South Lake Tahoe city limits in July 2026.

2 ACTIVE TRANSPORTATION

2.1 ACTIVE TRANSPORTATION

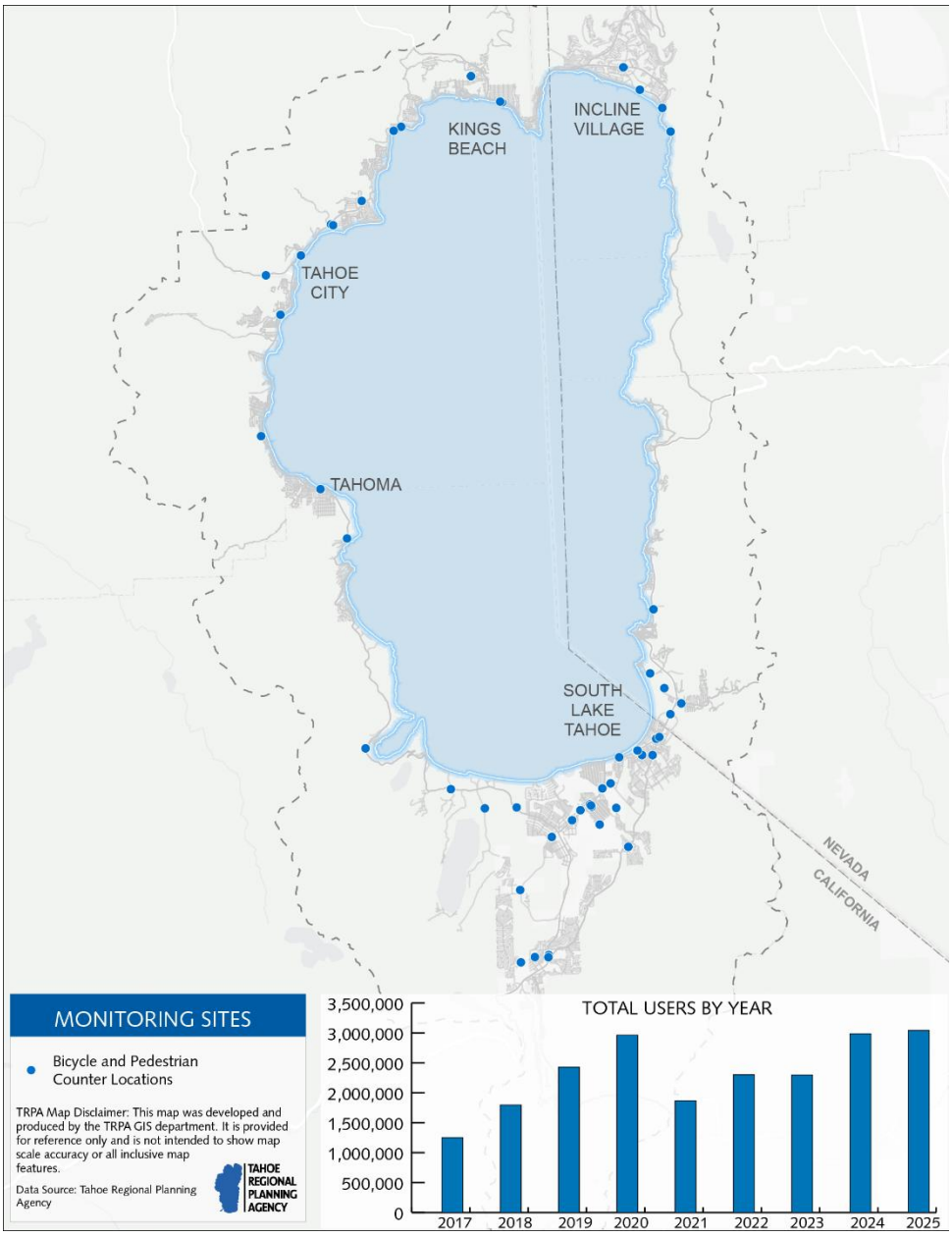
Active transportation includes human-powered modes (i.e., walking, biking, skateboarding, and e-scootering). The active transportation program performance is evaluated based on two primary metrics: (1) utilization, and (2) network quality. Utilization is the proportion of trips in the region taken using active modes, measured by mode share. Network quality is the level of stress experienced by bicyclists and pedestrians on the active transportation network

Mode share (bicycle and pedestrian)

Mode refers to the method of travel (e.g., car, bicycle, walk) used to complete a trip, reported as the proportion of all trips that use an individual mode. A large number of residents and visitors use Lake Tahoe's extensive active transportation facilities, but getting exact counts of all trips in the region is impossible. Data are collected through surveys, combined online sources (a.k.a., big data), and counts at 55 monitoring locations to help to define trends (Figure 2-1). While most of the measured use occurs during the summer, 13 percent of total counts are recorded during the winter months (December-

March). The bicycle and pedestrian count data at the monitoring locations are continually uploaded and available on the TRPA Lake Tahoe Info monitoring dashboard (LT Info | Lake Tahoe Info Monitoring Dashboard).

Figure 2-1. Locations of Bicycle and Pedestrian Counters in the Lake Tahoe Region

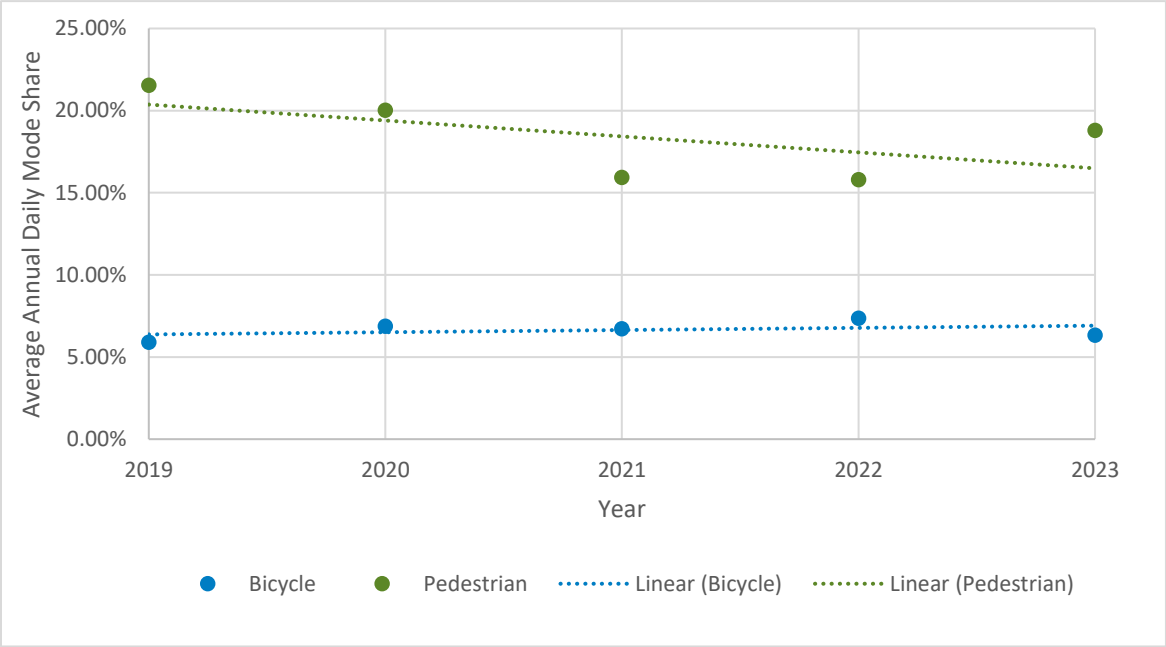


TRPA has long been collecting data that is intended to provide insight into regional mode share, though this is a difficult figure to compute. Prior to the COVID-19 pandemic, TRPA conducted spot mode share surveys at several locations throughout the region every 2 years, with each survey cycle alternating

between winter and summer. These surveys were discontinued after Winter 2020. In 2023-24, TRPA also examined the use of Replica for mode share data. Replica's most detailed dataset only considered the spring and fall seasons, traditionally the low seasons in the Region. Both of these sources are described in detail in the 2024 Biennial Transportation Report.

TRPA continues to explore other options for estimating mode share and began using StreetLight Data in 2025. Streetlight provides year-round mode share estimates, but does not include estimates after 2023 and does not cover the entire region. Figure 2-2 shows available StreetLight data for the Tahoe region. Mode share estimates from StreetLight are significantly higher, ranging from 16% to 22% for pedestrians (green) and 5% to 8% for bicyclists (blue).

Figure 2-2. StreetLight Active Transportation Mode Share, 2019 to 2023



A detailed travel survey, including household, visitor, and commuter surveys, is planned for the summer and fall of 2026. These surveys will provide updated mode share data for the Tahoe region that can be used to indicate current trends and influence the Tahoe Travel Demand Model. The surveys will be a statistically robust sample tailored to the Tahoe region, providing high confidence in mode share.

Low-Stress Bicycle and Pedestrian Facilities Lane Miles

The ability to move about without exceeding a user's tolerance for traffic stress has been identified as a key determinant of the attractiveness of active transportation networks. This metric quantifies the

availability of bicycle and pedestrian facilities and their relative comfort level for users. It reflects considerations of connectivity, safety, economic vitality and quality of life, and system preservation goals.

Bicycle Level of Travel Stress (BLTS) analysis is an approach used by transportation planners and engineers to evaluate the level of comfort of bicycling at a given location. It is a deterministic method of assessing the level of stress that bicyclists might experience when traveling on a particular street, intersection, or other bicycle facility

The BLTS analysis uses the Oregon Department of Transportation guidance for conducting segment and intersection BLTS analyses as published in the Oregon Analysis Procedural Manual, Chapter 14. The BLTS analysis takes into account various factors that influence rider discomfort. These include traffic volume, vehicle speed, the presence of bike lanes or other bicycle facilities, land use type, and other roadway characteristics. The analysis results in a numerical score from 1 to 4, with higher numbers indicating higher levels of stress. The project team added a score of 4.5 to the analysis to account for exceptionally stressful locations for cyclists within the Tahoe Basin. (See Figure 2-3). The Pedestrian Experience Index (PEI) incorporates similar built environment data, such as the presence of sidewalks, sidewalk condition, posted travel speeds, and other metrics to qualify the pedestrian experience for each block face. An online version of the BLTS and PEI map can be found at www.trpa.gov/atp.

Table 2-1. 2025 Tahoe Region Bicycle Level of Traffic Stress Lane Miles

BLTS	Miles (Neighborhoods Streets Excluded)	Change from 2023 Report	Miles – Neighborhood Streets Only
1	90.99	+13.27%	533.95
2	1.75	No Change	2.72
3	41.71	-4.90%	1.21
4	70.42	+2.82%	0
4.5	36.24	No Change	0

BLTS segments are classified as stressful if they have a BLTS score of 4 or higher. The goal is to reduce the level of stress on the network. A summary of the 2026 BLTS for the region is presented in Table 2-1. The total lane miles of BLTS includes 63.41 miles of Class 1 shared-use paths. While the Bicycle Level of Traffic Stress analysis includes scores for all roadways, the 2024 report excluded neighborhood streets to focus on Tahoe's main transportation network and the most utilized segments. In this updated report, two totals are included: 1) BLTS miles with neighborhood streets are excluded again for a fair comparison to the last report and 2) BLTS miles for neighborhood streets only. This reporting method will allow us to track changes across both categories; the most utitlized segments and the first/last mile segments in neighborhoods.

In the 2025 analysis, most of the BLTS 1 increase is due to low-stress facilities not included in the 2023 analysis being included. The decrease in BLTS class 3 miles and increase in BLTS class 4 miles is a result of speed limit increases on SR 89 along the west shore in 2025. It is also noteworthy that the City of South Lake Tahoe reduced speed limits along Sierra Blvd, Pioneer Trail, Lake Tahoe Blvd, and Ski Run Blvd. The 2025 BLTS analysis included these updated speed limits; however, scores remained the same for these roadway segments. This is likely due to the presence of adjacent low-stress shared-use paths.

Figure 2-3. Bicycle Level of Traffic Stress Segments

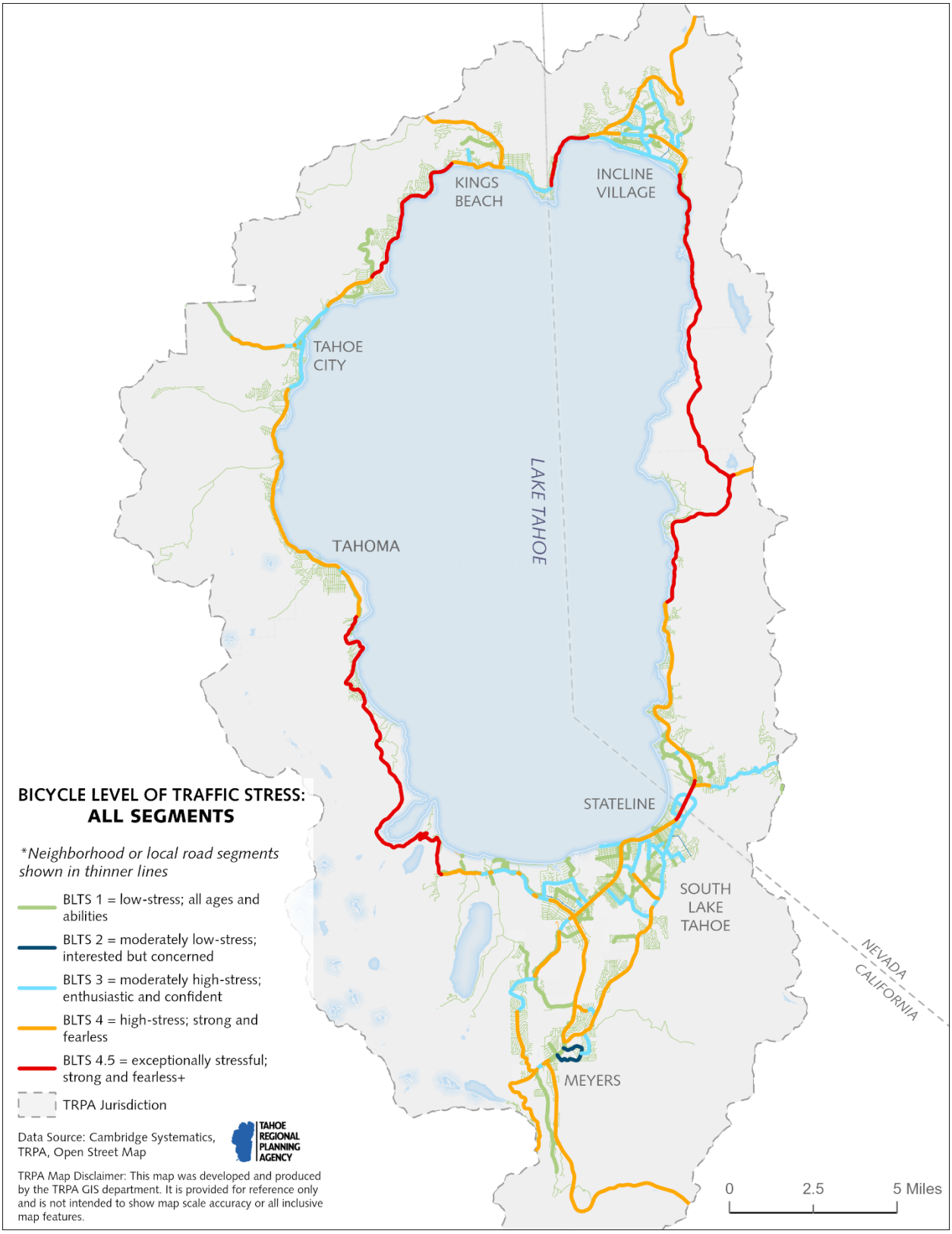
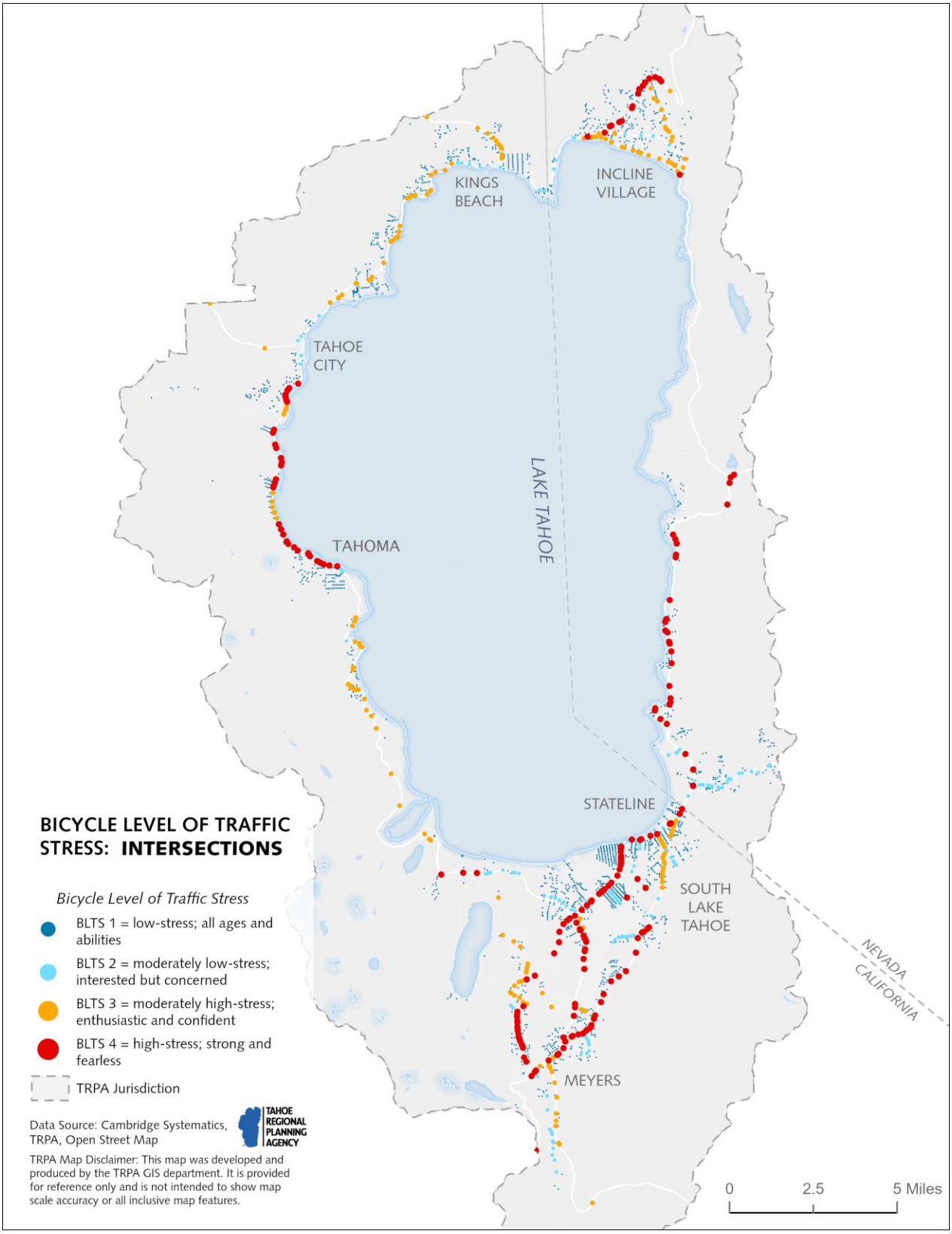


Figure 2-4. Bicycle Level of Traffic Stress Intersections



Pedestrian Experience

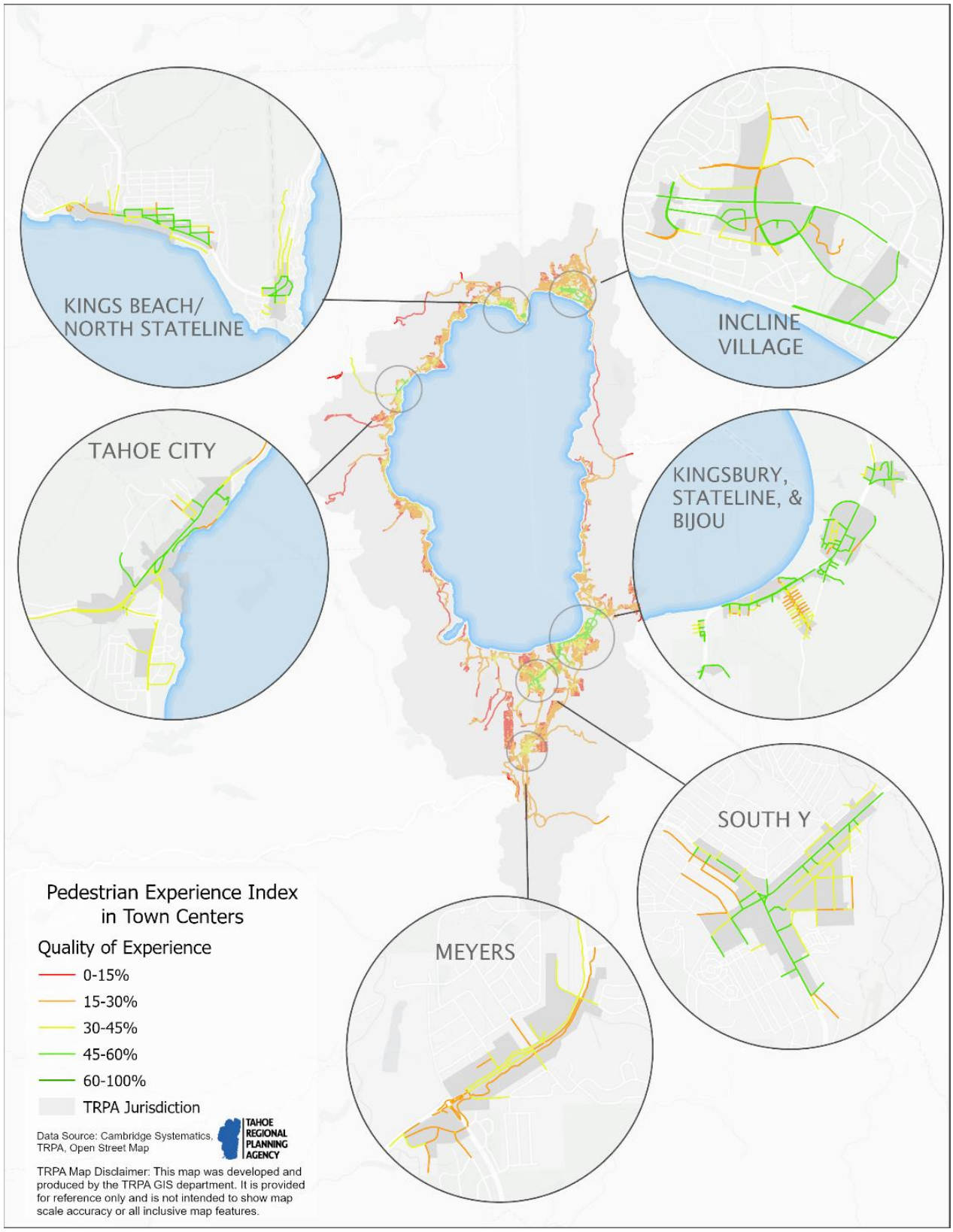
The Pedestrian Experience Index (PEI) provides an index quantifying the quality of pedestrian user experience of the roadway network. The score is calculated based on the presence of infrastructure such as sidewalks, curb ramps, and mid-block crossings. Scores of zero percent to 45 percent are classified as a low-quality experience (ie, no sidewalk present), and scores from 45 percent to 100 percent reflect a higher quality of experience (Table 2-2). Because updating the PEI is data and time-intensive, the proposed update frequency is every four years. The goal is to increase PEI to 45 percent or higher outside town centers and to 60 percent or higher within town centers. Striving for a high PEI index score within town centers aligns with TRPA's goals of creating more walkable, vibrant town centers. Figure 2-6 indicates a higher quality of experience in a few locations around the lake, mainly overlapping with town centers and class 1 paths. The analysis presented here is the same as that presented in the 2024 report. Since the 2024 report, completed projects that may improve the Pedestrian Experience index include a new sidewalk and shared-use path along Apache Avenue in Meyers (Figure 2-5) and improved sidewalks along Pioneer Trail, among others. Future reports will update the Pedestrian Experience Index.

Figure 2-5. Apache Avenue Improvements

Table 2-2. 2024 Pedestrian Experience Index Region-wide and in Town Centers

Region-wide		Town Centers	
Tier	Miles	Tier	Miles
0-15%	186.3	0-15%	0
15-30%	472.3	15-30%	12
30-45%	71.6	30-45%	23
45-60%	**37.4**	**45-60%**	**27**
60-100%	**0.1**	**60-100%**	**0**

Figure 2-6. 2024 Pedestrian Experience Index: Regional and Town Centers



2.2 ACTIVE TRANSPORTATION EXPLANATORY

Network safety, or the perception of safety, strongly influences a user's decision to walk or bike. From 2013-2023, there were 15 fatal and 74 severe injury crashes involving pedestrians and bicycles in the Lake Tahoe Region; an average of 1 fatal and 7 serious injury crashes each year. By analyzing crashes, TRPA can assist with prioritizing improvements where they are most beneficial to safety.

These details are available on a monitoring dashboard (LT Info | Lake Tahoe Info Monitoring Dashboard) along with a list of priority projects for implementors to focus on in the future. Safety projects have multiple benefits that not only help the region achieve the Vision Zero Strategy, but also increase safe non-auto travel opportunities.

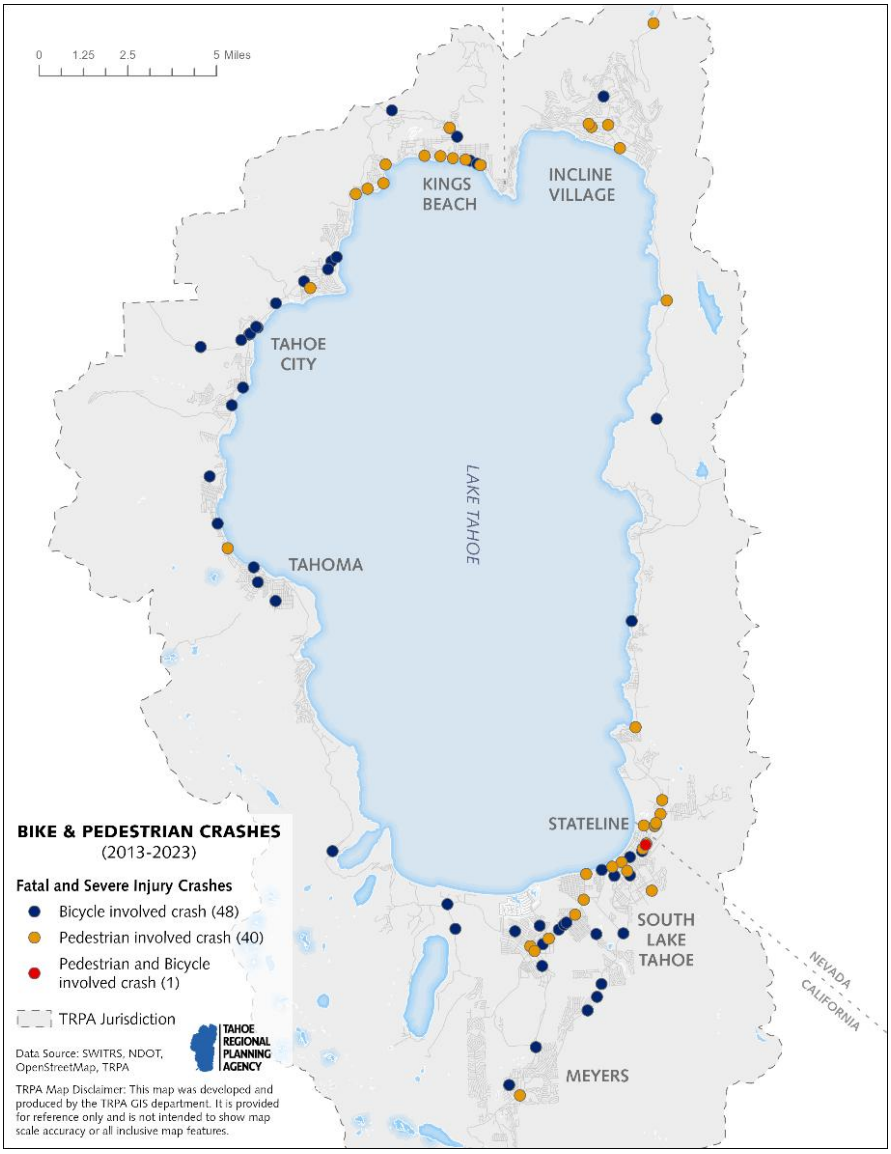
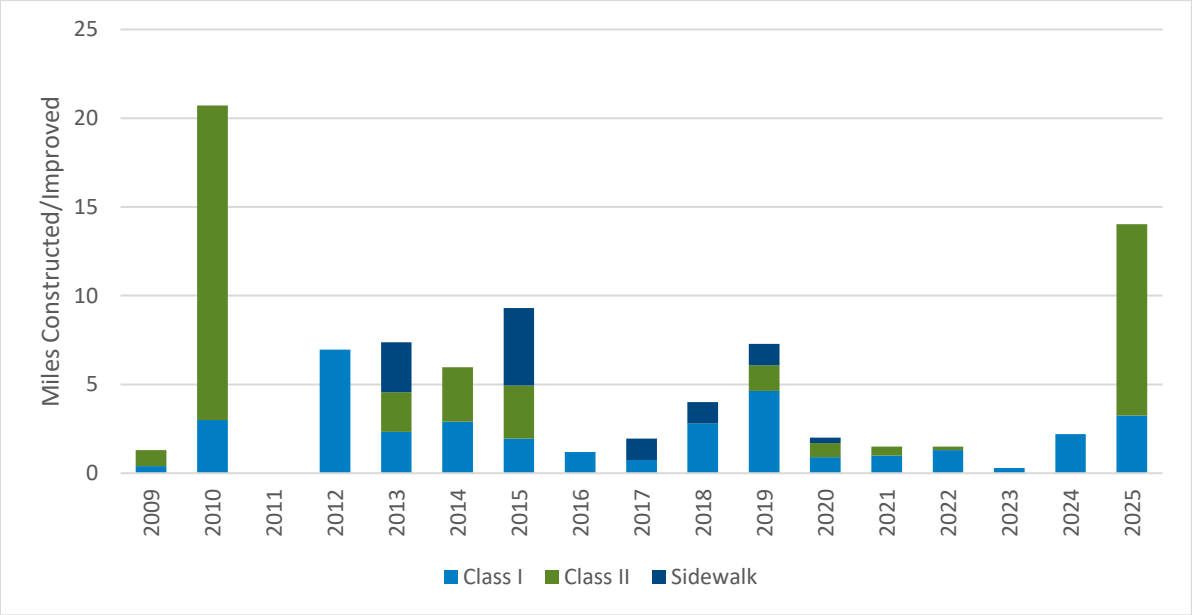


Figure 2-7. Bicycle and Pedestrian Crashes 2013-2023

The Environmental Improvement Program has tracked the "Miles of Pedestrian and Bicycle Routes Improved or Constructed" since 2009. Figure 2-8, shows the constructed mileage of shared-use paths (class I), on-street bike lanes (class II), and sidewalks. While the pace of construction has ebbed and flowed through the years, Tahoe has added or improved nearly 90 miles of paved paths, bike lanes, and sidewalks since 2009, with 16 miles constructed or improved in 2024 and 2025.

Figure 2-8. Miles of Pedestrian and Bicycle Routes Improved or Constructed



TRPA maintains a network of path counters to measure the number of bicycles and pedestrians using the regional trail network. Since 2016, the counter program has grown from 10 counters in 2016 to over 25 in 2025. Some of these counters are moved around the region to maximize count coverage, with many locations counted every other year. To account for differences in active counters and the locations counted, Figures 2-9 and 2-10 show normalized versions of active transportation counts. Figure 2-9 contains average daily users recorded by TRPA's counters, and Figure 2-10 contains annual counts divided by the number of counters active that year. By both metrics, trail use peaked in 2020 at the height of the COVID-19 pandemic. Usage decreased sharply in 2021, likely due to heavy smoke conditions and the Caldor Fire impacting the Lake Tahoe region, before rising through 2025. Both measures show 2025 usage nearing peak pre-pandemic levels.

Figure 2-9. Average Daily Trail Users at TRPA Counting Sites

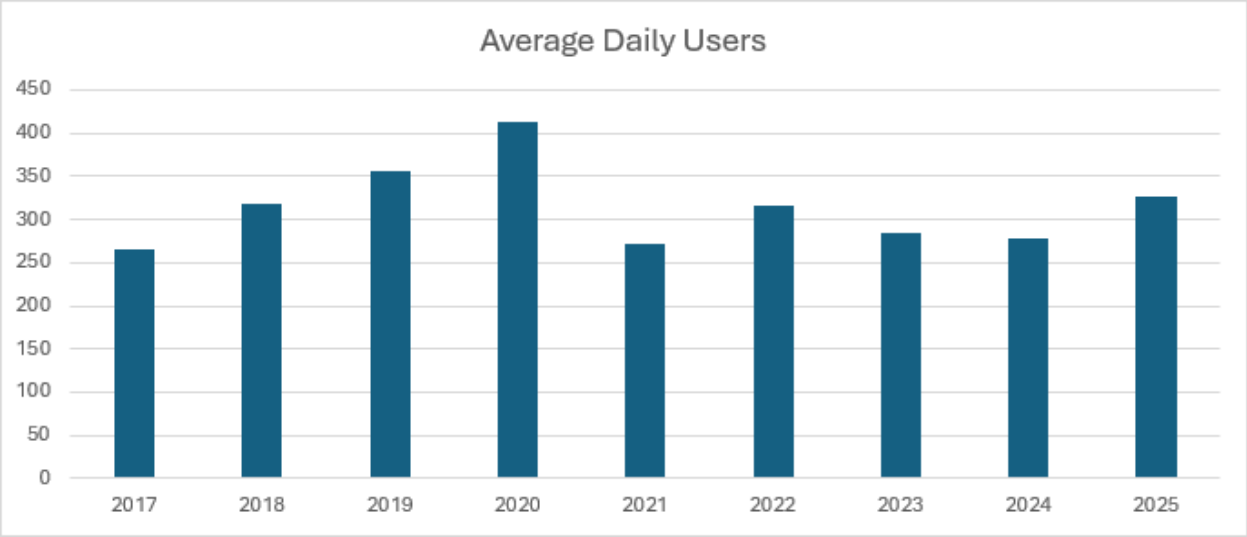
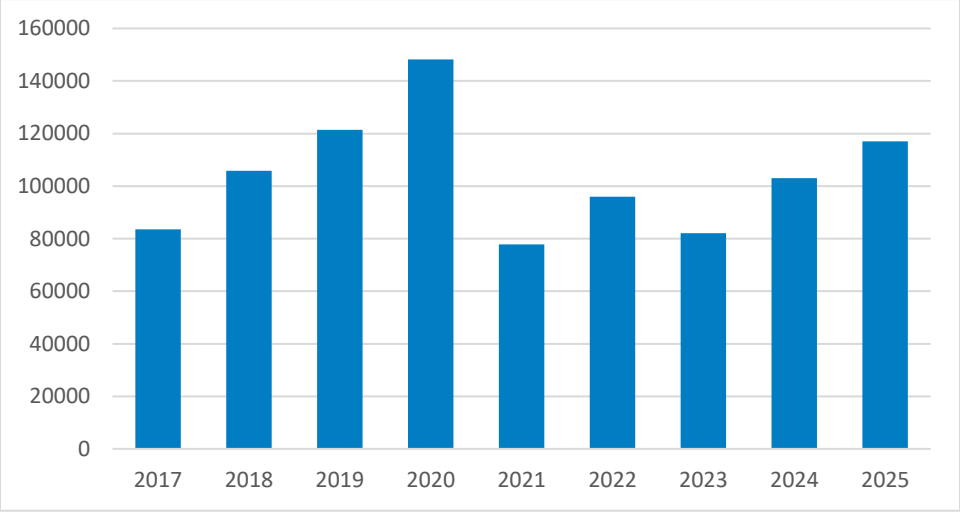


Figure 2-10. Average Annual Trail Users per Active Counter



Typically, trail counts peak in the summer, with the highest volumes around the July 4 holiday. Figure 2-11 shows a trail counter at Lakeview Commons in South Lake Tahoe, a location measured during odd-numbered years. In 2025, the peak volume occurred on July 4, with noticeable spikes around Memorial Day and Labor Day. Peak volumes tend to occur on weekend days. Similar trends are present in prior years at this location, as well as at other locations around the Lake Tahoe region.

Figure 2-11. Lakeview Commons Trail Counter, 2025 Counts

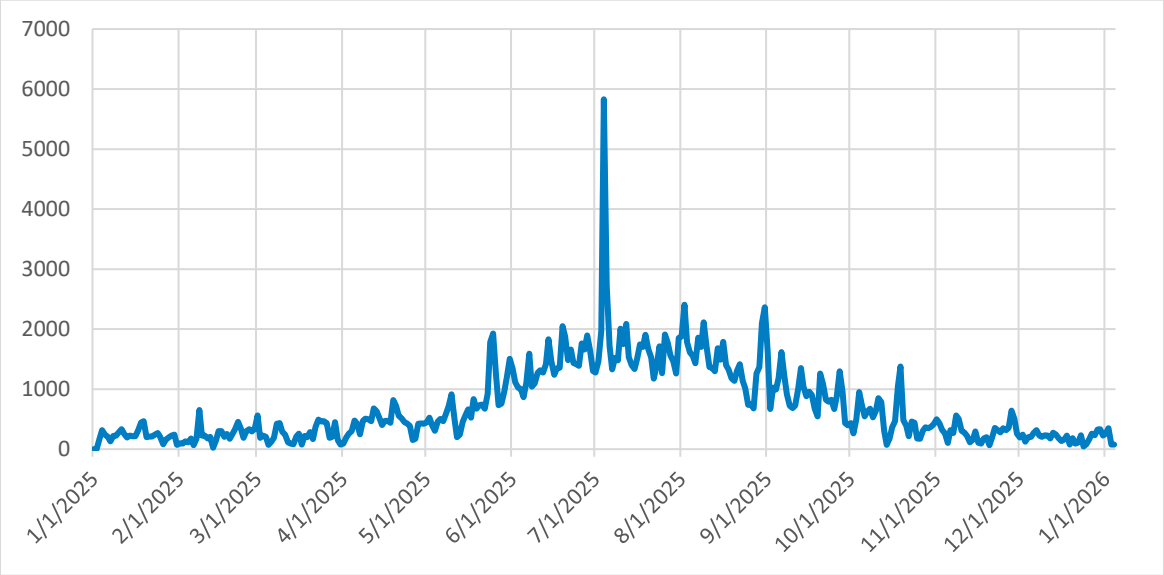


Image: Lakeview Commons Shared Use Path, South Lake Tahoe

3 AUTO METRICS

3.1 AUTO

Driving is the dominant mode of transportation in Tahoe for residents and visitors alike. Well-managed roadway infrastructure plays a key role in ensuring the region's accessibility and economic vitality. Two primary metrics are used to track the performance of the auto network in Tahoe.

- Average daily VMT per capita
- Median travel time (between key destinations and along corridors)

Average Daily VMT Per Capita

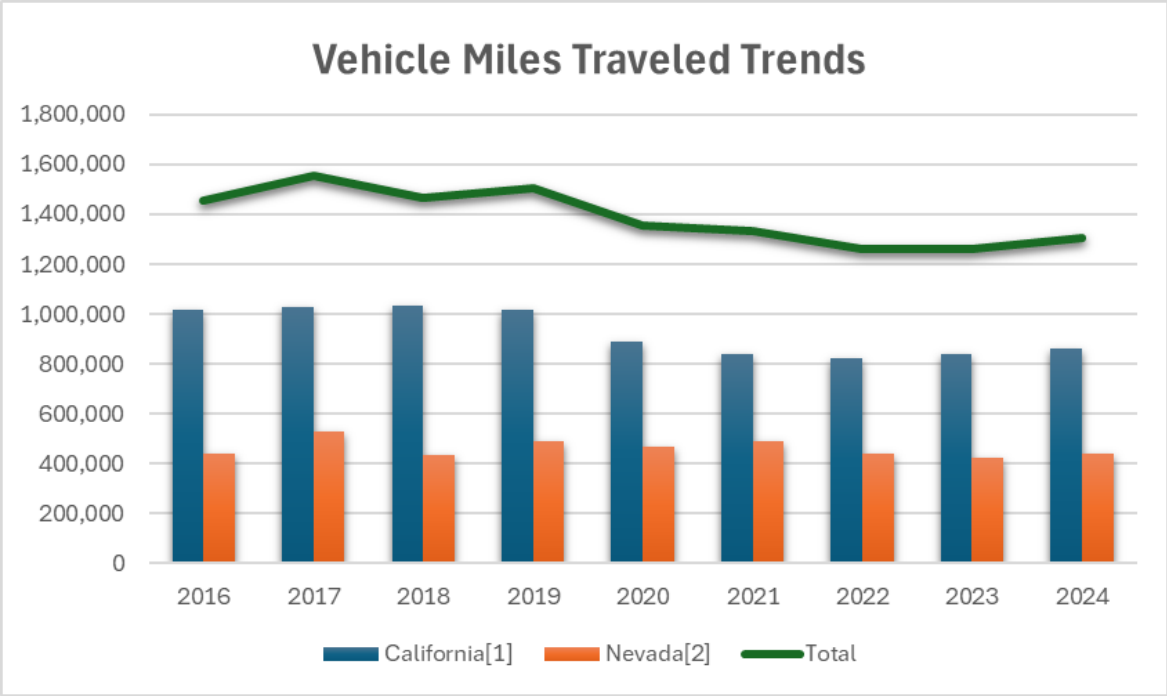
VMT per capita is a measure of the interaction between land use and the transportation system and its efficiency in moving individuals between places. Higher VMT per capita regions are those where individuals travel farther distances to get between home, work, shopping, etc., and are more reliant on the automobile to get between their destinations. Lower VMT per capita regions are those characterized

by individuals traveling shorter distances to their desired destinations and where options other than the car (e.g., bike paths, transit systems) are chosen more frequently as means of taking those trips.

The Lake Tahoe Region has a substantial day and overnight visitor population that generates about half the region's VMT on an average day. Because VMT in the region is heavily influenced by nonresident travel, the region uses a different measure of its population when calculating per capita VMT. In calculating the population, Tahoe uses an "effective population" or an estimate of the total number of people in Tahoe on an average day. To estimate the total number of people in Tahoe, including residents, visitors, seasonal residents, day visitors, and workers, the region uses the Tahoe Effective Population Model (TEPM) and big data. The TEPM estimates the number of people present in the Lake Tahoe Region on an average day using information drawn from a variety of sources, including the US census, traffic counts, tax returns, and surveys.

Vehicle Miles Traveled (VMT)

Figure 3-1. Vehicle Miles Traveled Trends



Caltrans and NDOT report VMT for the Lake Tahoe Region as part of the Highway Performance Monitoring System (HPMS). The latest reported data for each state is from 2024.

VMT is estimated using local and regional traffic counts. The counts indicate declines in volumes during and after the COVID-19 Pandemic. As of 2023 (the last year for which counts are published for both states)[1], counts have not fully recovered to pre-pandemic levels. 2024 VMT is published for both states and showed a slight increase from 2023, but was largely in line with VMT since 2021. VMT remains below pre-pandemic levels (2016-2019). The Tahoe Transportation District has a pilot project underway that provides additional traffic counting equipment throughout the region, which may provide more frequent and robust data in the future.

The TSC1 threshold standard uses the three-year average VMT as the basis for assessment to insulate the assessment from variation in VMT due to exogenous factors that influence annual VMT. When the TSC1 threshold standard was adopted in 2021, the adoption materials noted that Caltrans' VMT estimate for 2019 was still preliminary[2]. Caltrans revised the preliminary estimate for 2019 VMT in Tahoe from 937,268 VMT to 1,014,920 VMT. The increase in reported VMT affects the baseline for the threshold standard. The revised 3-year average estimates are presented below in Table 3-1. A comparison of 3-year average VMT from the earliest period on record (2016-2018) to the most recent (2022-2024) suggests that VMT decreased by 14.5 percent. The decline in VMT during that period is concentrated on the California side, which declined from just over a million to 840,000. Nevada VMT has also decreased in recent years, with a drop of approximately 30,000 daily VMT between 2020-2022 and 2022-2024.

Table 3-1. 3-year Average VMT

Years	California	Nevada	Total
2016-2018	1,025,577	466,184	1,491,761
2017-2019	1,024,920	483,217	1,508,137
2018-2020	979,720	463,242	1,442,962
2019-2021	915,707	481,764	1,397,471
2020-2022	851,203	464,947	1,316,150
2021-2023	832,943	451,510	1,284,453
2022-2024	840,217	435,023	1,275,240

[1] Caltrans has released 2024 VMT figures, but not AADT

[2] https://www.trpa.gov/wp-content/uploads/2021/04/Attachment-A-VMT-Threshold-Update-Standard-Recommendation-and-Implementation.pdf

Effective Population (TEPM)

The second component of VMT per capita is an estimate of the total population of the Region on an average day. The first input of the effective population is the resident population. Over the past decade, Tahoe's resident population has remained relatively stable. The US Census estimated it increased by 230 residents between 2010 and 2020. The 5-year average population estimates released annually as part of the American Community Survey also suggest there has been minimal population change between 2010 and 2023.

Key demographic and economic inputs for the effective population model are summarized in Table 3-2. Hotel occupancy has decreased, while short-term rental units rented increased in 2023. Traffic counts at regional entry points also decreased slightly per DOT reports, though this is less clear with respect to StreetLight. Table 3-2 shows a comparison of inputs across all years from 2018 to 2023. 2023 is the last year for which data is available for all inputs to the effective population model.

Table 3-2. Effective Population Model Inputs Comparison (2018 – 2023)

Value	2018	2019	2020	2021	2022	2023	% Change
Hotel Rooms Rented (Source: County TOT reports)	1,754,130	1,763,632	1,121,665	1,458,771	1,562,150	1,459,740	-17%
Short Term Rentals (Source: County TOT reports, AirDNA)	482,940	553,033	581,843	616,170	582,183	586,782	22%
Entry Volumes (StreetLight)	25,281	29,956	28,469	29,478	28,929	28,434	12%
DOT Entry Volumes (Caltrans and NDOT)	31,325	31,500	28,400	30,025	29,925	29,950	-4%
Second Homes (American Community Survey*)	20,580	19,431	18,159	18,715	20,460	20,631	0%
Resident Population (American Community Survey 5-year estimates)	51,577	52,339	54,674	54,497	53,842	53,477	4%

*Second Homes source: American Community Survey 5-year estimates, subtracts out known short-term rental units

The effective population estimate of the TEPM is calibrated based on entry-exit volumes to the region, and is sensitive to variability in the estimate and thus requires a consistent data source to produce comparable estimates. Between 2018 and 2019, StreetLight revised its methodology, causing its estimated entry volumes to increase. These changes in detail below.

For the 2026 report, the TEPM effective population was estimated using both DOT counts (Table 3-3) and StreetLight estimates (Table 3-4). In most cases, StreetLight values are lower than DOT values at a given location.

Table 3-3. Entry/Exit Traffic Volumes Caltrans /NDOT (2018-2024)

Route	2018	2019	2020	2021	2022	2023	2024[3]
SR431 – Mount Rose Summit/ Incline Village	5,050	6,700	6,450	7,050	5,350	5,050	5,200
US50 – Spooner Summit	15,700	14,300	13,800	15,000	14,800	14,100	17,000
SR207 – Daggett Pass/ Stateline	5,050	5,150	5,700	6,250	4,550	5,300	5,550
SR267 – Brockway Summit/ Kings Beach	10,600	10,600	8,900	9,000	10,200	10,200	
SR89 – Tahoe City	11,200	11,200	9,700	10,800	14,600	14,900	
US50 – Echo Summit/ Meyers	11,100	11,100	10,200	9,200	8,300	8,800	
SR89- Luther Pass/ Meyers	3,950	3,950	2,050	2,750	2,050	1,550	
Total	62,650	63,000	56,800	60,050	59,850	59,900	

Table 3-4. Entry/Exit Traffic Volumes Streetlight (2018-2024)

Route	2018	2019	2020	2021	2022	2023	2024
SR431 – Mount Rose Summit/ Incline Village	6,186	6,172	5,923	5,913	5,671	5,886	6,104
US50 – Spooner Summit	14,044	13,159	12,989	14,122	14,183	14,436	15,158
SR207 – Daggett Pass/ Stateline	6,860	5,236	5,153	5,239	4,925	4,927	4,880
SR267 – Brockway Summit/ Kings Beach	9,314	10,954	10,481	10,915	10,479	9,900	10,816

[3] 2024 AADT estimates for California have not yet been released.

SR89 – Tahoe City	9,098	9,406	9,224	10,173	10,619	10,300	11,038
US50 – Echo Summit/ Meyers	7,632	12,534	11,060	10,602	10,055	9,613	9,556
SR89- Luther Pass/ Meyers	1,860	2,091	2,108	1,991	1,926	1,806	2,347
Total	54,994	59,552	56,938	58,955	57,858	56,868	59,899

TSC1 is evaluated based on the point year estimate for the effective population and the 3-year average HPMS VMT estimate. Table 3-5 lists VMT per capita and the percentage change since 2018 for 2018-2023, and Table 3-6 compares actual VMT per capita to the reduction targets. In all years since 2019, VMT per capita has been significantly below the target estimation. The 2018 target and subsequent targets are based on the TSC1 threshold standard before Caltrans revised the 2019 VMT.

Table 3-5. Average VMT Per Capita, Tahoe Effective Population Model

Year	Effective Population	HPMS VMT	VMT per capita	% Change in VMT per capita
2018	118,856	1,508,137	12.69	
2019	124,293	1,442,962	11.61	-8.51%
2020	124,198	1,397,471	11.25	-11.32%
2021	122,487	1,316,150	10.75	-15.32%
2022	118,431	1,284,453	10.85	-14.53%
2023	114,995	1,275,240	11.09	-12.60%

Table 3-6. VMT Per Capita, TEPM Actual Compared to Target, Annual

Year	VMT Per Capita	Target VMT Per Capita	% Reduction Actual	% Reduction Target	Difference
2018	12.69[4]	12.48			
2019	11.61	12.45	8.51%	0.24%	8.27%
2020	11.25	12.41	11.32%	0.56%	10.76%
2021	10.75	12.38	15.32%	0.80%	14.52%
2022	10.85	12.35	14.53%	1.04%	13.48%
2023	11.09	12.32	12.60%	1.28%	11.32%

[4] Based on revised Caltrans 2019 VMT

Regional Plan Goal DP-5.2 requires that the report include an assessment of progress toward the VMT per capita reduction milestones established in DP-5.5. The first milestone of DP-5.5 is the 2024 milestone states that "Per Capita VMT between 2020-2022 shall be equal to or below 12.35." Table 3-7 shows a 3-year average of VMT per capita as required by Regional Plan Goal DP-5.5. Actual VMT per capita between 2020-2022 was 10.95, a 13.72% reduction from the baseline.

Table 3-7. VMT Per Capita, TEPM Actual Compared to Target, 3 Year Average

Year	VMT Per Capita	Target VMT Per Capita	% Reduction Actual	% Reduction Target
2018 Baseline	12.69	12.48		
2018-2020	11.85	12.45	6.61%	0.27%
2019-2021	11.20	12.41	11.72%	0.53%
2020-2022	10.95	12.38	13.72%	0.80%
2021-2023	10.89	12.35	14.15%	1.04%

Median Travel Time

Congestion affects residents' quality of life and visitor experience in the Tahoe Region. This report focuses on median travel time between key destinations and along key corridors. The median travel time is the midpoint of how long it took to travel the length of the segment; 50 percent of trips were faster than this time, and 50 percent were slower.

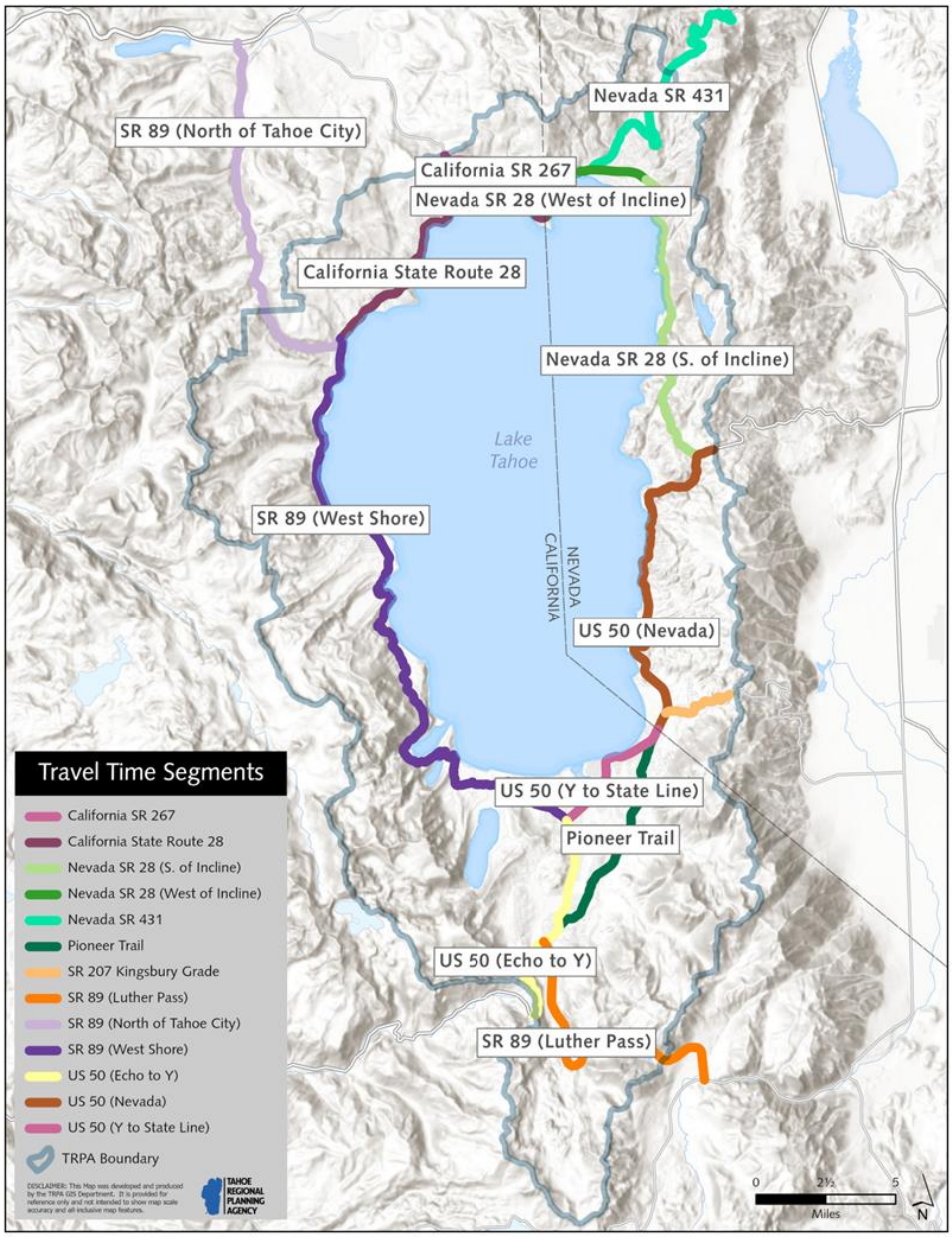
Median travel times are based on the INRIX Regional Integrated Transportation Information System (INRIX) Probe Data Analytics Suite, produced by the University of Maryland Center for Advanced Transportation Technology and accessed through a license obtained by the Nevada Department of Transportation. The platform allows analysis of INRIX probe data for congestion monitoring. INRIX estimates travel times through billions of data points from connected cars, mobile devices, cameras, and sensors on roadways. All data are anonymized.

Figure 3-4. shows the locations of the twelve segments covering 104 miles of roadways within the Tahoe Region where congestion is monitored.

Table 3-8. Median Travel Time (minutes)

Segment	2017	2018	2019	2020	2021	2022	2023	2024	2025
CA 267	4.4	4.5	4.4	4.3	4.3	4.2	4.5	4.4	4.3
NV 28 (Country Club - US 50)	16.8	18.1	16.7	16	15.8	15.9	16.9	17.2	16.7
NV 28 (California - Country Club)	8.7	8.9	8.7	8.6	8.7	8.7	9.1	8.9	8.6
CA 28	19.7	19.2	18.9	18.9	19.4	19.7	20.1	19.9	19.5
CA 89 (CA 28 - I-80)	18.1	17.7	17.9	17.2	17.2	17.3	18.2	17.7	17.2
CA 89 (CA 88 - US 50)	13.7	14.4	13.5	13.5	13.3	13.2	13.6	13.7	13.4
NV 207	5.2	5.2	5.2	5.2	5.3	5.3	5.5	5.4	5.4
NV 431	16	15.8	15.8	15.3	15.3	15.7	16.4	16	15.5
Pioneer Trail	12.9	12.9	12.7	12.4	12.7	12.5	13.4	12.9	12.7
US 50 (Echo Summit - South Lake Y)	13.4	12.9	13.3	13.1	13.2	13	13.5	13.2	13
US 50 (South Lake Y - State Line)	11.6	11	11	10.2	10.3	10	10.3	10	9.9
US 50 (State Line - Spooner Summit)	19.3	18.9	18.8	18.1	18	17.8	18.5	18.3	18.3
All Segments	160	159	157	153	153	153	160	158	155

Figure 3-2. Lake Tahoe Region Roadway Segments Monitored for Travel Time



Median travel times around the Tahoe Region have remained steady since 2017 (see Table 3-8). Years in which travel times differed from the period of record (2017-2025) by 5 percent or more are highlighted, with times above the mean in red and times below the mean in green. Only five of the 108 reported segment travel times varied by more than 5% from the long-term average, and none varied by 10%. Median travel times did not increase along any segment in 2025. More analysis will be provided in the detailed Congestion Report that will be released before the next Regional Transportation Plan.

3.2 AUTO EXPLANATORY

The 95th-percentile travel time assesses conditions during the most congested or slowest travel periods of the year. The 95th-percentile (hereafter referred to as slowest) travel time is the time it takes for the slowest 5 percent of trips to travel through the segment. The slowest travel times are more sensitive to short-term disruptions like construction, severe winter weather, and peak demand.

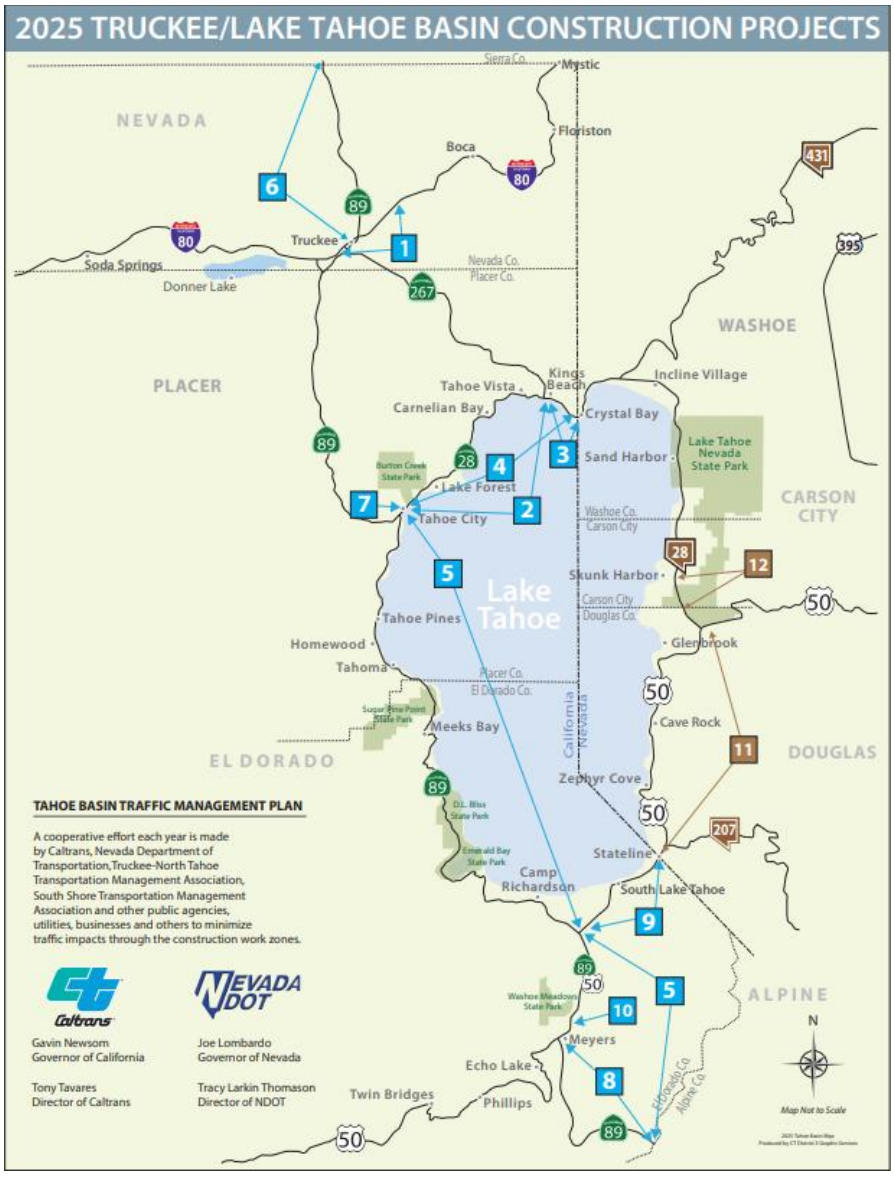


Image: 2025 Truckee/Lake Tahoe Area Construction Projects

The slowest travel times in 2025 were at or below the long-term average for all corridors (Table 3-9). Segments that had travel times more than 5 percent below the period of record mean are highlighted in

green, while those that had travel times more than 5 percent above the period of record mean are highlighted in red. Darker colors represent a difference of more than 10 percent. The longest travel times observed in the last nine years were generally associated with the winter of 2023, when record snowfall caused extensive delays.

The median travel time to drive the 104 miles of monitored roadways in the Tahoe Region was 155 minutes in 2025 and 189 minutes during the slowest periods. Both are consistent with the long-term averages.

Table 3-9. Slowest (95th Percentile) Travel Time (minutes)

Segment	2017	2018	2019	2020	2021	2022	2023	2024	2025
CA 267	5.6	5.6	5.5	5.2	5.4	5.1	5.8	5.4	5.2
NV 28 (Country Club - US 50)	21.3	22.2	19.5	18.7	19	19.2	21.2	20.5	20.5
NV 28 (California - Country Club)	10.3	10.3	10.5	10.4	10.9	10.3	12.1	10.5	10
CA 28	23.4	22.7	23.4	22.9	25.4	25.6	25.5	24.7	23.7
CA 89 (CA 28 - I-80)	22	20.1	21.4	19.6	20.6	20.6	23.9	21.4	20.1
CA 89 (CA 88 - US 50)	16.3	17.1	15.5	15.8	15.7	15.5	16.7	16.7	16
NV 207	5.9	6	6.4	6.2	6.3	6.3	6.9	6.4	6.3
NV 431	19.8	20	20	19	19.4	20.6	22.4	20.2	19.6
Pioneer Trail	15	15.3	15.3	14.7	16.1	15.4	17.7	15.6	14.9
US 50 (Echo Summit - South Lake Y)	17.6	16.9	18	16.5	18.1	17.5	18.8	17.4	16.7
US 50 (South Lake Y - State Line)	18.4	16.5	16.4	14.3	14.7	13.4	14	13.2	13
US 50 (State Line - Spooner Summit)	23.4	23	23.1	21.9	22.4	21.3	24	22	22.6
All Segments	199	196	195	185	194	191	209	194	189

The most recent trends are available on the travel times dashboard on LT Info at LT Info | Congestion-Travel Time (laketahoeinfo.org).

4 PROGRESS & RECOMMENDATIONS

The first part of the chapter assesses progress on the recommendations included in the 2024 report. The second part presents additional recommendations.

4.1 2024 REPORT RECOMMENDATIONS & PROGRESS

Transit

I. **2024 Recommendation:** Support strategies for **securing and maintaining flexible operating dollars** to increase the frequency and coverage of services.

Status: On the South Shore, Lake Link extended their service zone to Zephyr Heights through additional funding from Douglas County and through private sector funding added a seasonal fixed route between the Casino Core and Round Hill Pines beach resort. However, microtransit services were eliminated in the Washoe County portion of Tahoe in December 2025. Local matching funds for additional planned transit services are still needed; therefore, this recommendation will remain for the 2026 report.

II. **2024 Recommendation:** Where microtransit and fixed routes are present, integrate operations to establish the most **efficient and accessible services** possible.

Status: On the South Shore, the SSTMA and TTD have increased coordination, and the Lake Link app now directs riders to TTD fixed routes when they try to book a ride within the walkshed of Route 50 or 55. There have also been new funding agreements between the Tahoe Transportation District and Douglas County to pass funding to SSTMA, allowing TTD to receive credit for Lake Link ridership. On the North Shore, TART's 2025 System Plan Update recommended implementing fares on TART Connect when fixed routes are operating to improve cost efficiency. While progress has been made, there are additional areas where microtransit and fixed routes could be integrated; therefore, this recommendation will remain for the 2026 report.

III. **2024 Recommendation:** Maximize limited transit operating funds through **support for operators promoting services and improving service efficiency**.

Status: On the South Shore, TTD implemented operational changes to Routes 50 and 55 to improve efficiency and user experience. Route 55 was truncated at the Lake Tahoe Community College to reduce redundancy between LTCC and the Y, and Route 50 was extended to the Kingsbury Transit Center from the Stateline Transit Center. Beyond that, regional transit partners are currently engaged in a Transit Comprehensive Operational Analysis for the region, which will include an assessment of service efficiency. This recommendation is carried forward for the 2026 report.

IV. **2024 Recommendation:** Prioritize funding for transit operations where possible with the TRPA **Regional Grant Program**.

Status: The 2025 Regional Grant Program supported funding for transit operations, awarding $1.7M towards three projects: $1M for TTD's Free to the User Transit Program, $540,000 towards Emerald Bay Transit and Parking Mitigation Project, and $193,000 for Route 51 Evening Service.

V. Support **workforce housing** for transit employees.

Status: The Tahoe Transportation District is currently conducting feasibility studies for their maintenance facility and incorporating a housing component to potentially include employee housing. As the committee may have limited ability to track and addresss housing, this recommendation is not carried forward in the 2026 report.

VI. **Update the transit metric** to include microtransit coverage, hours of service, and wait time to better assess progress.

Status: The report includes additional data on microtransit service, including coverage, hours of service and wait time.

VII. **2024 Recommendation:** Seek ways to **obtain stop-level ridership and travel time** on public and private services

Status: TTD and TART have both been working on software platforms that would collect real-time data. TTD installed Syncromatics software on its new fleet, enabling the sharing of stop-level ridership data. TART's System Plan Update included an evaluation of real-time information software and the benefits and drawbacks of different providers. TART plans to equip all new buses with Automatic Passenger Counters (APCs) and begin collecting stop-level ridership. While progress has been made, there are still gaps in stop-level ridership and travel time data, so this recommendation will remain in the 2026 report.

VIII. **2024 Recommendation: Obtain ridership data from private transit services.**

Status: As part of the Tahoe Transit Study, which kicked off in Fall 2025, TRPA reached out to private transit services, including resorts and the South Tahoe Airporter, to request data. TRPA will continue to develop relationships with private transit services, and this recommendation will remain in the 2026 report.

IX. **2024 Recommendation:** Review **TRPA code of ordinances** for opportunities to further the goals and policies of transit.

Status: The active transportation and the employer trip reduction sections of the code of ordinances were revised as part of the 2025 Regional Transportation Plan. During the approval process, TRPA received feedback to consider coverage exemptions for transit infrastructure. This update was too extensive to bring forward concurrently, but may be considered in future code amendments, so this recommendation will remain in the 2026 report.

Active Transportation Progress

I. **Prioritize active transportation projects** in the RTP/SCS and the Regional Grant Program that increase safety, decrease the level of traffic stress, and increase the pedestrian experience index.

Status: The 2025 Regional Grant Program was updated to align with this recommendation. The project/performance assessment, which accounts for 30 percent of a project's score, included new questions on safety and active transportation, considering if a project would incorporate safety countermeasures, improve a segment with a lower quality Pedestrian Experience index, or improve a segment or intersection with a higher Bicycle Level of Traffic Stress.

II. Support funding for local jurisdictions and other partners to **perform maintenance, conduct year-round clearing, and improve wayfinding**.

Status: There has been an increasing efficiency in utilizing Measure S funding in South Lake Tahoe, and the initiation of a ballot measure campaign to renew Measure S. Staff have also been supporting in other ways than just funding, including working with Douglas County to update their code to include clear enforcement language for the maintenance and snow removal of sidewalks in the Tahoe Basin. This recommendation is carried forward with an update to include implementation and policy strategies that also support maintenance, year-round clearing, and wayfinding.

III. Continue to seek **better sources of data** for mode share and commute trips, and restart the on-the-ground recurrent surveys when time and resources permit.

Status: A household travel survey, visitor travel survey, and commuter survey are scheduled for Summer and Fall 2026, which will provide better mode share and commute trip data. As staff continue to seek better sources of data, this recommendation will remain in the 2026 report.

IV. Review **TRPA code of ordinances** for opportunities to further the goals and policies of the ATP.

Status: The TRPA code of ordinances sections Land Coverage Limitations 30.4, Bicycle and Pedestrian Facilities 65.3, and Development and Community Design Standards for Area Plans 13.5.3 were updated to align with the 2024 ATP and provide exemptions for sidewalks from the calculation of land coverage. These updates were approved with the 2025 Regional Transportation Plan.

V. Explore updates to expand the effectiveness of **Trip Reduction Ordinance** to reduce single-auto work trips.

Status: Updates to the Trip Reduction Ordinance were approved with the Regional Transportation Plan in 2025. These updates revised Section 65.5 to focus on large employers and allow greater flexibility for each employer to develop site-specific measures to achieve regional transportation, sustainability, and air quality objectives. FY27 MPO Work Program includes continuing this work with possible consultant support.

VI. Consider **monitoring travel time for pedestrians and bicycles** along corridors that connect popular destinations.

Status: Staff continues to seek ways to improve data collection, but has not identified a reliable source for bicycle and pedestrian travel time. This recommendation will remain for the 2026 report.

Auto Progress

I. Continue to **implement Regional Plan** policies that reduce reliance on the automobile.

Status: TRPA continues to advance its mission of reducing automobile reliance through several key efforts: approval of the Regional Transportation Plan, project approvals that require TDM programs, reporting requirements, and pedestrian and bicycle improvements. The agency also collects mobility mitigation fees from developments that generate new VMT. The mobility mitigation fees are used within the jurisdiction where the project is located. Jurisdictions often use the revenue as matching funds to leverage larger grants for projects that reduce VMT and automobile dependence. As this recommendation is already integrated in existing programs, plans, and policies, this recommendation is not necessary for the 2026 report.

II. Replace average travel time with **median travel time** as a measure of delay along corridors.

Status: Completed. Median travel time is evaluated in the 2026 report as a primary metric.

III. Promote coordination and dissemination of **real-time traveler information** on construction projects to minimize travel delay.

Status: The approved 2025 Regional Transportation Plan incorporated mitigation measures for construction project coordination to ensure that projects on major roadways notify local agencies of their traffic control plans and commit to having the work site open roadways or alternate routes in case of emergencies. Additionally, TRPA has continually shared through their media outlets the various

existing real-time information available on local and state department of transportation sites. TRPA is commencing a Transportation Systems Management & Operations Plan that will identify additional opportunities for coordination and dissemination of information; therefore, this recommendation will remain for the 2026 report.

IV. Consider updating the method for estimating the Region's **Effective Population**.

Status: TRPA continues to evaluate other methods for evaluating the effective population. The revision of the Placer.ai estimation algorithm since the last report brought the estimate closer to that of the effective population, but also highlighted the potential challenge of using other sources. The placer.ai revision did not include revised estimates for 2018 (the baseline year for the threshold), and the revised estimates are around 20% lower than the previous estimates. This recommendation remains in the 2026 report.

V. Update the **VMT Threshold baseline** to reflect Caltrans's revised 2019 VMT estimate.

Status: Additional discussion is available in the appendices on considerations related to updating the baseline. This recommendation remains in the 2026 report for further consideration.

VI. Explore the creation of a **multimodal level of service** index for the region.

Status: In November 2025, TRPA presented a draft update to the goals and policies of the Regional Plan that includes a multi-modal level of service index to support per-capita VMT reduction. The index includes factors such as active transportation infrastructure, bicycle level of traffic stress, transit service, and land use density. TRPA will continue to work on the multimodal level of service index, and this recommendation remains in the 2026 report, moved to the new "Multimodal Recommendations" section.

VII. Evaluate other methods for estimating the **regional mode share** that is representative of all traveling parties.

Status: TRPA has continued to explore alternative methods, and the 2026 report includes a streetlight-based mode share estimate. This recommendation remains in the 2026 report, moved to the new "Multimodal Recommendations" section.

4.2 2026 TRANSPORTATION PERFORMANCE RECOMMENDATIONS

Final draft recommendations, new or *revised* recommendations are denoted with an asterisk*.

Multimodal Recommendations*

I. Evaluate methods to **measure transit propensity, pedestrian propensity, bicycle propensity**, and auto propensity.*

II. Evaluate **modal accessibility every four years** in alignment with the Regional Transportation Plan requirements.*

III. Evaluate other methods for estimating regional **mode share,** *and where possible, report and track* ***mode share by jurisdiction, trip purpose, and traveler type*.***

IV. Explore the creation of a **multi-modal level of service** index for the region.

V. Incorporate **intelligent transportation system data** collection into metrics when available and as appropriate.*

Transit

I. Support strategies for **securing and maintaining flexible operating dollars** to increase the frequency and coverage of services.

II. Where microtransit and fixed routes are present, integrate operations to establish the most **efficient and accessible services** possible.

III. Maximize limited transit operating funds through **support for operators promoting services and improving service efficiency**.

IV. Seek ways to obtain **stop-level ridership and travel time** on public and private services.

V. **Obtain ridership data from private transit services.**

VI. Review the **TRPA code of ordinances** for opportunities to further the goals and policies of transit.

VII. Support **regional training coordination** and opportunities **for transit operators**.*

Active Transportation

I. Support funding, implementation, and policy strategies for local jurisdictions and other partners to **perform maintenance, conduct year-round clearing, and improve wayfinding**.*

II. Consider additional resources, staff and funding, to expand the effectiveness of the **Trip Reduction Ordinance** to support reductions in VMT and single auto work trips*.

III. Consider **monitoring travel time for pedestrians and bicycles** along corridors that connect popular destinations.

Auto

I. Promote coordination and dissemination of **real-time traveler information** on construction projects to minimize travel delay.

II. Consider updating the Region's **Effective Population Model,** to use the state Department of Transportation counts rather than StreetLight counts to improve the consistency through time of estimates.

III. Update the **VMT Threshold baseline** to reflect Caltrans's revised 2019 VMT estimate.

These recommendations will be tracked and help inform the next 2028 RTP/SCS Analysis and Performance Report. Any policy revisions required to implement the recommendations will be analyzed in the next RTP/SCS environmental review. The next RTP/SCS project list and funding element will also consider these recommendations. Additional recommendations will be incorporated into future project programming processes, such as the Regional Grant Program, which supports implementation of regional and local priorities.

Image: Emerald Bay

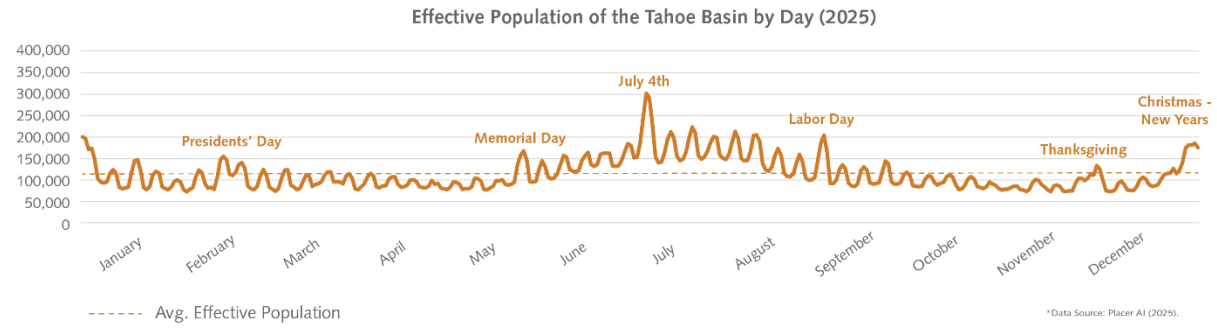
APPENDICES

APPENDIX 1. EFFECTIVE POPULATION ALTERNATIVES

Effective Population (Placer.ai)

Given the complexity and limited temporal scale of estimating the effective population using the TEPM, TRPA has continued to explore alternative methods to estimate the average number of people in the region. Many big data platforms exist to track visitation and foot traffic to businesses and major destinations, including the Tahoe Region. Since 2023, TRPA has used Placer Labs, Inc. (Placer.ai) to estimate the effective population at various times throughout the year. The Placer.ai effective population is calculated as the arithmetic mean of daily unique individuals in the Tahoe region taken across an entire calendar year. An example of the daily unique individuals Placer.ai estimates in the Tahoe region throughout the year is showin in Figure A1-1.

Figure A1-1. Placer.ai Daily Effective Population, 2025



Placer.ai revised its estimation methods in 2025 and released new estimates dating back to 2019. The revised estimates are lower than the previously released estimates. Table A1-1 compares the prior estimates (presented in the 2024 report), with the new values.

Table A1-1. Placer.ai Average Daily Effective Population Comparison, Before/After 2025 Methodology Changes

Year	Placer.ai (pre-2025 estimates)	Placer.ai (post-2025 estimates)	% Difference
2017	146,051	N/A	-

2018	166,983	N/A	-
2019	156,407	124,293	-20.5%
2020	158,789	124,198	-21.8%
2021	144,314	122,487	-15.1%
2022	146,212	118,431	-19.0%
2023	148,778	114,995	-22.7%
2024	N/A	117,318	-
2025	N/A	115,436	-
Average Difference	-	-	-19.8%

The estimates released in 2025 showed a drop of approximately 20% compared to the previous values when averaged across the year. The revised estimates align more closely with the estimates of the Effective Population Model. Assuming the average difference between old and new values for the five years in which we have both, the new values (reported in 2026) are 19.8% lower than the old values (reported in 2024). Applying this reduction factor to the previously reported 2018 estimate, the mean effective population estimate from Placer.ai is 133,871, with a range of 129,066 to 141,727, based on the maximum and minimum percentage differences across the five surveyed years.

Four methods are available to estimate the effective population between 2019 and 2023 (Table A1-2). All four estimates suggest the average number of people in Tahoe decreased over the period. Three estimates suggest that the effective population in the region was highest in 2019, while the fourth suggests it was highest in 2020. The TEPM-based estimates were lowest during the 2020 pandemic, while the Placer. All estimates suggest that the number of people in the region during COVID was higher than or similar to pre-COVID levels. TEPM estimation is sensitive to entry-exit traffic volumes and rooms rented in the region, both of which declined in 2020. Thus, the estimated decline in 2020 may be more indicative of changes in travel patterns in the region than of a decline in the number of people there during that period.

Table A1-2. Effective Population Estimates 2019-2023

Year	Placer.ai (pre-2025 estimates)	Placer.ai (post-2025 estimates)	TEPM DOT	TEPM Street-light	Placer.ai (pre-2025 estimates)	Placer.ai (post-2025 estimates)	TEPM DOT	TEPM Street-light
2019	156,407	124,293	132,880	136,926				
2020	158,789	124,198	126,355	126,174	2%	0%	-5%	-8%
2021	144,314	122,487	132,325	133,758	-8%	-1%	0%	-2%
2022	146,212	118,431	130,998	133,608	-7%	-5%	-1%	-2%
2023	148,778	114,995	128,670	132,641	-5%	-7%	-3%	-3%

Table A1-3. Comparison of Effective Population Estimates

Year	Placer.ai	TEPM DOT	TEPM Streetlight
2018		134,692	118,856
2019	124,293	132,880	136,926
2020	124,198	126,355	126,174
2021	122,487	132,325	133,758
2022	118,431	130,998	133,608
2023	114,995	128,670	132,641
2024	117,318		
2025	115,436		

APPENDIX 2. VMT PER CAPITA BASED ON EFFECTIVE POPULATION ALTERNATIVES

The 2018 VMT per capita baseline for TSC1 uses a 3-year average VMT from HPMS (2017, 2018, 2019) and an effective population as calculated by the TEPM for 2018. The 2018 effective population model utilized entry-exit counts from Streetlight. Those counts now appear to be anomalously low relative to both the Department of Transportation counts and StreetLight estimates since 2018.

TRPA continues to explore alternative methods for estimating effective population, which could then be used to estimate per-capita VMT for the Tahoe region. The simplest modification to existing methods is to utilize regional traffic counts as reported by Caltrans and Nevada DOT. Counts at many locations date back several decades and are collected at regular intervals. A caveat to using DOT-provided counts is that only two of the seven entry points have count sites at the entry point or are in locations where all traffic passing the count site is likely to cross the region boundary. Three of the remaining entry points have a count site near them. SR 207 has a counter near the eastern foot of Kingsbury Grade, while SR 431 has a counter outside the region and below the Mount Rose ski resort. The SR 431 counter will thus include traffic from Reno to the ski resort and the Mount Rose Summit trailhead that does not enter the Tahoe region. Table 3-3 in the main body of the report lists traffic counts at the location nearest each entry point, while Table A2-1 lists effective population and VMT per capita as calculated using DOT-provided counts in the TEPM.

Table A2-1. DOT Count Based Estimate of VMT per Capita

Year	Effective Population (source: DOTs)	HPMS VMT	VMT per capita	% Change in VMT per capita
2018	134,692	1,508,137	11.20	
2019	132,880	1,442,962	10.86	-3.02%
2018	126,355	1,397,471	11.06	-1.22%
2021	132,325	1,316,150	9.95	-11.17%
2022	130,998	1,284,453	9.81	-12.43%
2023	128,670	1,275,240	9.91	-11.49%

As explained in Appendix A, Placer.ai is a potential sources of effective population, which could then be utilized to estimate VMT per capita. Integrating the 3-year average VMT estimates with the effective

population from Placer.ai provides an estimate of how VMT per capita has changed in recent years. The estimate in the table below suggests a slight decline in VMT per capita since the base period when the standard was adopted. The decline was largely driven by lower regional VMT, the impact of which was moderated by fewer average people in the region. As Placer.ai generally estimates a lower effective population than TEPM, the corresponding estimated VMT per capita is higher.

Table A2-2. VMT Per Capita, Placer.ai

Year	Effective Population (source: Placer.ai)	HPMS VMT	VMT per capita
2019	124,293	1,442,962	11.61
2020	124,198	1,397,471	11.25
2021	122,487	1,316,150	10.75
2022	118,431	1,284,453	10.85
2023	114,995	1,275,240	11.09

Table 3-8. 3-year Average VMT Per Capita, 3 Methods

Source	*Period*	Effective Population	HPMS VMT	VMT per capita
StreetLight (Adopted Method)	*2018-2020*	126,030	1,442,962	11.45
	2019-2021	130,520	1,397,471	10.71
	2020-2022	129,893	1,316,150	10.13
	2021-2023	130,664	1,284,453	9.83
DOT	*2018-2020*	131,309	1,442,962	10.99
	2019-2021	132,286	1,397,471	10.56
	2020-2022	131,180	1,316,150	10.03
	2021-2023	133,336	1,284,453	9.63
Placer.ai	*2019-2021*	123,660	1,397,471	11.30
	2020-2022	121,706	1,316,150	10.81
	2021-2023	118,638	1,284,453	10.83
	2022-2024	116,915	1,275,240	10.91

APPENDIX 3. STREETLIGHT

TRPA tracks vehicle miles traveled (VMT) per capita in the Tahoe region to assess status relative to the TSC1 threshold standard's target of reducing VMT per capita by 6.8% from the 2018 baseline. Regional Plan goal DP-5.5 further established a series of milestones to assess progress towards standard attainment. will be tracked relative to the 2018 baseline of 12.48 VMT per capita.

StreetLight AADT volumes are specified as the source for the "entry volumes" input in the documentation for the Tahoe Effective Population Model. The baseline for TSC1 is based on the 2018 effective population estimate, derived from StreetLight entry/exit volumes. StreetLight reported AADT values from 2019 to the present are generally comparable to CalTrans/NDOT reported values, 2018 values are significantly lower, with a large jump from 2018 to 2019 and an even larger jump from 2017 to 2018.

StreetLight documentation states that AADT estimates from 2017 and 2018 are not comparable to AADT estimates from 2019 and later, suggesting an alternative analysis using the "Zone Analysis" tool to compare 2018 with later years. Using this tool, TRPA obtained volumes at each of the 7 entry points for the entire year 2016-2024. 2023 did not have a full year of data, thus it was omitted.

Table A3-1 compares Entry/Exit AADT estimates from Streetlight AADT Model, Streetlight Zone Analysis, and Caltrans/NDOT. The StreetLight AADT model is near DOT counts in 2019 and later, generally estimating volumes below actual reports, but there are large differences in 2017 and 2018. Similarly, the Zone Analysis tool showed volumes similar to DOT counts in 2019 and later but produced higher estimates than DOT counts in 2016, 2017, and 2018.

The differences between pre-2018 Streetlight estimates and DOT estimates, as well as between Streetlight estimates before and after 2019, raised concerns about tracking progress relative to Streetlight's AADT model-derived base-year calculations.

Table A3-1. StreetLight AADT Model and Zone Analysis volume comparison, with DOT AADT

Year	AADT Model Volume	Zone Analysis Volume	DOT AADT
2016	-	66,099	60,280
2017	32,085	70,875	61,280

2018	54,046	68,417	62,650
2019	59,552	60,460	63,000
2020	56,938	56,582	56,800
2021	58,955	61,212	60,050
2022	57,858	59,123	59,850
2023	56,868	-	59,900
2024	59,899	60,077	-

The decision to continue to use the current approach based on Streetlight counts should consider multiple factors. First, the use of the 2018 streetlight estimate likely results in an artificially low effective population estimate and, in turn, an artificially high VMT per capita in the base year. Second, StreetLight's documentation and consultations with StreetLight staff suggest that the baseline year (2018) is not comparable to estimates from later years. This is a concern given that assessing status relative to the threshold standard requires consistent, comparable data over time, and resolving the issue would require re-estimation of the baseline. An additional concern is that StreetLight may adjust its AADT methodology in the future, which would cause further time series discontinuity. Potential changes to the StreetLight AADT methodology were noted as a concern in the TEPM documentation, with a shift away from StreetLight identified as a potential necessity. Additionally, continued reliance on StreetLight requires that TRPA maintain a subscription to StreetLight and on StreetLight's continued existence.

A shift to DOT counts would require Governing Board action to revise the baseline and target in the threshold standard, and the progress milestones of the regional plan. There are both potential benefits and drawbacks of doing so. DOT-provided numbers have the benefit of being free to obtain and being calculated using more consistent methodologies that are unlikely to change in future years. Because of this, once a new methodology and associated targets are formally adopted, they are unlikely to require future modifications. There are several potential drawbacks of switching to use DOT counts, many of which were highlighted in the original TEPM documentation. The two states do not have counters directly at each entry point to the region; some are located several miles from an entry point. This is not

a large concern with the Daggett Pass entry point, as there are few destinations between the summit and the counter near the east end of Kingsbury Grade, but the nearest counter to the Mount Rose Summit entry point is east of major trailheads, a campground, and a ski resort, all of which are major destinations. These counters are not continuous, so AADT estimation is generally based on a single week of counts

Table A3-2. Effective Population Comparison based on different entry/exit traffic counts

Year	AADT Model Volume	Zone Analysis Volume	DOT AADT
2018	118,856	142,248	134,692
2019	124,293	133,598	132,880
2020	124,198	125,888	126,355
2021	122,487	135,281	132,325
2022	118,431	132,657	130,998
2023	114,995	-	128,670

Table A3-3. VMT per capita comparison based on different entry/exit traffic counts

Year	AADT Model Volume	Zone Analysis Volume	DOT AADT
2018	12.69	10.60	11.20
2019	11.61	10.80	10.86
2020	11.25	11.10	11.06
2021	10.75	9.73	9.95
2022	10.85	9.68	9.81
2023	11.09	-	9.91

APPENDIX 4. RTP PROJECT IMPLEMENTATION

Per the Regional Plan, policies DP5.2 and DP5.3, the adaptive management framework includes reporting on the implementation of transportation projects. The TRPA Lake Tahoe Info site has extensive details on environmental improvement projects, including those identified as transportation. Completed projects dating back to 1997 can be found here: LT Info | Number of Projects Completed. Table A4.1 below includes projects completed from the 2020 RTP and 2025 RTP.

Project #	TITLE	Project Description / Notes	Lead Implementer	Regional Transportation Plan Project Completion		Implementation Strategy
				2020 RTP Project	2025 RTP Project[1]	
03.02.01.0004	**SR 89/Fanny Bridge Community Revitalization Project - Phase I**	2 roundabouts, bridge and bike path improvements	Federal Highways/Federal Lands Highways/Central Federal Lands/Placer Co/Tahoe City PUD	2020		Towns & Corridors
04.02.02.0007	Parking Lot Information and Guidance System	VPPP pilot program for paid parking on the East Shore to generate revenues for financing of the Nevada Stateline to Stateline Bikeway.	Tahoe Transportation District	2021		Towns & Corridors
03.02.01.0044	West Shore Highway Crossing Improvements	Construct and enhance crosswalks on the west shore Class 1 Bike Path	Placer County	2021		Active Transportation
03.02.02.0021	Al Tahoe Safety and Mobility Enhancement Project	Class 1 Bike Path - Al Tahoe Blvd - US 50 to Johnson, Bike Lanes on both sides Al Tahoe	City of South Lake	2021		Active Transportation
03.01.02.0102	Improved Parking Management and Wayfinding	Tahoe City Town Center parking management and wayfinding improvements	Placer County	2022		Towns & Corridors
01.01.02.0005	**Highway 50 Echo Summit Bridge Rehabilitation***	On US 50 at Echo Summit Sidehill Viaduct & Bridge	California Dept. of Transportation	2022		O&M

Project #	TITLE	Project Description / Notes	Lead Implementer	Regional Transportation Plan Project Completion		Implementation Strategy
				2020 RTP Project	2025 RTP Project[1]	
03.02.02.0088	**Highway 89 Corridor Tahoe Trail Feasibility Study***	SR 89 Corridor - West Shore Tahoe Trail Feasibility Study, Meeks Bay to Spring Creek Rd	U.S. Forest Service - Lake Tahoe	2022		Active Transportation/ Corridors
03.02.02.0077	Lake Tahoe Boulevard Class 1 Bicycle Trail (Viking Way to South Wye)	Class 1 Bike Path, Lake Tahoe Blvd Viking Way - D Street to SR 89/US 50	City of South Lake	2023		Active Transportation
03.02.02.0027	Class I Bike Path: East San Bernardino - West San Bernardino	Class I Bike Path, connecting West and East San Bernardino Ave, Upper Truckee River Bridge	El Dorado County	2023		Active Transportation
03.01.02.0070	**Round Hill Pines Resort Highway Intersection Improvements***	Safety improvements, entry/intersection Highway 50	United State Forest Service/Central Federal Lands	2023		Towns & Corridors
03.02.03.0011	**Free-to-the-User Transit**	Free fares offered on Tahoe Transportation South Shore and Carson Valley Routes	Tahoe Transportation District	2021	2025	Transit
03.02.03.0015	**Free-to-the-User Transit**	Free fares offered on Truckee / Tahoe Routes	Tahoe/Truckee Area Regional Transit	2021	2025	Transit
03.02.03.0009	Additional Summer/Winter Transit Service	Added 16 vehicle hours of summer service and 16 hours of winter service	Tahoe/Truckee Area Regional Transit	2016	2025	Transit
03.02.03.0035	Microtransit Service & Expansions	South Shore services and expansions west and into NV	South Shore Transportation Management Association	2021	2025	Transit
03.02.01.0024	Dollar Creek Shared Use trail	2.2 mile segment from Dollar Hill into the northern Cedar Flat neighborhood.	Tahoe City Public Utility District		2023	Active Transportation

Notes: *bold are regionally significant projects

[1] 2025 RTP Implementation as of March 2026

Ongoing O&M projects are not included

Project #	TITLE	Project Description / Notes	Lead Implementer	Regional Transportation Plan Project Completion		Implementation Strategy
				2020 RTP Project	2025 RTP Project[1]	
01.01.01.0199	US 50 at Warrior Way Safety and Drainage Improvements	Safety improvements, US 50 at Warrior Way - traffic signal and ped crossing	Nevada Dept. of Transportation		2024	Towns & Corridors
03.02.01.0039	Transit Capital and Fleet Enhancements	purchased 1 non-revenue vehicle, 4 Gillig buses, utility trailer, vehicles and installed two transit shelters	Tahoe Transportation District		2024	Transit
03.02.01.0075	SR 89 Corridor - Emerald Bay Pilot Project	Shuttle Operations from the South Shore Y to Emerald Bay during Summer months	El Dorado/ Tahoe Transportation District		2025	Transit
03.02.02.0006	Apache Avenue Pedestrian Safety and Connectivity Project	Class I shared use path and sidewalk, Apache Ave from the US 50/ SR 89 intersection to the Meyers Elementary School	El Dorado County		2025	Active Transportation
03.02.02.0111	North Tahoe Regional Park Trail Extension	extended the existing Class 1 Pam Emmerich Memorial Pinedrop Bike Trail approximately 1,100 linear feet in the North Tahoe Regional Park	North Tahoe Public Utility District		2025	Active Transportation
03.02.01.0008	SR 89/Fanny Bridge Community Revitalization Project - Phase 2	Bridge and Complete Street Improvements in Tahoe City	Federal Highways/Federal Lands Highways/Central Federal Lands/Placer Co/Tahoe City PUD		2025	Towns & Corridors
03.02.01.0017	SR 28 Central Corridor - Thunderbird Cove to Secret Harbor	Chimney Beach parking - Parking, Transit, Trail, and Safety Improvements; completed but not open to the public as of March 2026	United States Forest Service and Tahoe Transportation District		2025	Towns & Corridors
4165	Pioneer Trail Safety Improvement Project	Pioneer Trail intersection improvements, dynamic feedback signs and widen shoulders	CSLT		2025	
01.01.01.0205	**Pioneer Trail/US Highway 50 Intersection Safety Improvement Project***	Roundabout	El Dorado County		2026	Towns & Corridors

Notes: *bold are regionally significant projects

[1] 2025 RTP Implementation as of March 2026

Ongoing O&M projects are not included

APPENDIX 5. ASSESSMENT OF 2022 AND 2024 FUNDING MILESTONES IN DP-5-4

Pursuant to Regional Plan Policy DP-5.2, the advisory body is required to assess status relative to the 2022 and 2024 milestones identified in DP-5.4. This appendix provides that assessment.

DP-5.4 establishes two milestones related to regional transportation funding. Subsection (A) requires that, by December 31, 2021, a proposal for dedicated sources of transportation funding for Tahoe be endorsed and supported by the Bi-State Transportation Consultation and submitted to the Nevada and California legislatures. Subsection (B) requires that an ongoing regional funding source or sources dedicated to transportation for the Tahoe Region, reasonably expected to meet the needs identified in the Regional Transportation Plan, commence implementation no later than December 31, 2023.

As described below, the actions identified in DP-5.4(A) were completed, but after the specified deadline. Additionally, the "7-7-7" regional funding framework constitutes an ongoing regional funding source or sources consistent with DP-5.4(B), and its implementation commenced prior to the December 31, 2023, deadline.

The sections that follow set forth the text of each milestone and assess the relevant facts in relation to that text.

Assessment of DP-5.4(A)

> *DP-5.4(A): 2022 Regional Revenue Milestone - By December 31, 2021, a proposal for dedicated sources of transportation funding for Tahoe, endorsed and supported by the Bi-State Transportation Consultation, shall be submitted to the Nevada and California legislatures.*

Led by the Secretary of the California Natural Resources Agency and the Director of the Nevada Department of Conservation and Natural Resources, the Bi-State Transportation Consultation developed the proposal referenced in DP-5.4(A), which became known as the "7-7-7" funding framework. Under that framework, federal, state, and local/private partners would each seek an additional $7 million per year for high-priority, regionally significant transportation projects, for a total of $21 million annually[5].

[5] https://www.trpa.gov/wp-content/uploads/documents/Lake-Tahoe-Bi-State-Transportation-Letter-2022.pdf

The TRPA Governing Board considered the "7-7-7" framework at its June 2022 meeting and raised no objections to supporting it. The framework was endorsed and supported by the Bi-State Transportation Consultation and was presented to the delegates from California and Nevada at the 2022 Lake Tahoe Summit (Summit). In 2022, after the Summit, the proposal was presented to the Nevada and California legislatures.

Because the framework was endorsed and supported by the Bi-State Transportation Consultation and was submitted to the legislatures of both states, the actions described in DP-5.4(A) were completed. Those actions, however, were completed after the December 31, 2021 timeframe identified in the policy. Accordingly, the advisory body finds that the 2022 Regional Revenue Milestone in DP-5.4(A) was fulfilled, albeit not within the timeframe specified.

Assessment of DP-5.4(B)

> *DP-5.4(B): 2024 Regional Revenue Milestone - An ongoing regional funding source or sources dedicated to transportation for the Tahoe Region that is reasonably expected to meet the needs set forth for it in the Regional Transportation Plan, shall commence implementation no later than December 31, 2023.*

The second milestone under DP-5.4, DP-5.4(B), focuses on the implementation of the funding framework established in DP-5.4(A). In practice, this means assessing whether the "7-7-7" framework functions as an ongoing, regional, transportation-focused funding framework sufficient to meet the needs identified in the 2020 Regional Transportation Plan[6], and whether implementation began on time.

The funding source or sources referenced in DP-5.4(B) are reflected in the "7-7-7" regional funding framework. The 2020 Regional Transportation Plan identified a "regional" funding need to support implementation of the constrained project list[7]. The "7-7-7" framework was developed to address that need through a coordinated framework under which federal, state, and local/private partners would

[6] https://www.trpa.gov/wp-content/uploads/documents/010-2020-RTP-FINAL-AppC.pdf

[7] The financial plan for an RTP must demonstrate fiscal constraint by ensuring sufficient funding will be available to invest in the transportation system as recommended in the long-range plan. Federal regulations (23 CFR 450.324(f)(11)(ii)) require, "For the purpose of developing the metropolitan transportation plan, the MPO(s), public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under § 450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified." The suite of projects with "reasonably expected" revenue sources is collectively referred to as the constrained list for the RTP.

each seek an additional $7 million per year for transportation projects in the Tahoe Region, for a total of $21 million annually.

The “7-7-7” framework was developed as a long-term funding framework rather than a one-time proposal. Partner agencies committed to the framework in 2022 and have continued to implement it. That continued implementation demonstrates that the framework is durable and ongoing.

The “7-7-7” framework is regional and dedicated to transportation for the Tahoe Region. It was developed specifically to address the regional funding need identified in the 2020 Regional Transportation Plan and reflects a coordinated effort among multiple partners to support transportation improvements in the Tahoe Basin. All elements of the framework are directed toward transportation projects and transportation revenue, rather than non-transportation purposes.

The “7-7-7” framework is reasonably expected to meet the “regional” funding need identified in the 2020 Regional Transportation Plan. That plan identified an annual regional funding need of approximately $20 million beginning in fiscal year 2026. In direct response, the “7-7-7” framework was structured to generate approximately $21 million annually beginning in fiscal year 2023. In addition, implementation to date has resulted in $83 million in transportation revenue and investments beyond those anticipated in the original Regional Transportation Plan financial forecast, further supporting the reasonableness of that expectation. (See Attachment A).

Finally, implementation of the “7-7-7” framework commenced before the timeframe specified in DP-5.4(B). Partner agencies began implementation during federal fiscal year 2023, which ran from October 1, 2022, through September 30, 2023. Implementation, therefore, commenced prior to December 31, 2023.

Based on the assessment above, the advisory body finds that the “7-7-7” regional funding framework constitutes an ongoing, regional funding source or sources dedicated to transportation for the Tahoe Region that is reasonably expected to meet the transportation funding needs identified in the Regional Transportation Plan, and that implementation commenced within the timeframe specified in DP-5.4(B). Accordingly, the advisory body finds that the 2024 Regional Revenue Milestone in DP-5.4(B) was attained on time.