

CHAPTER 1

INTRODUCTION

Introduction

When U.S. Transportation Secretary Pete Buttigieg gave the keynote address at the 28th annual Lake Tahoe Summit in August 2024, he told the crowd of 1,200 people how he would explain his visit to his 3-year-old daughter.

“I went to a place full of people who are working to make their roads safer, to make their air cleaner, and to keep their lake safe,” said Secretary Buttigieg.

The 2024 Summit, *Connecting Tahoe: Investing in Transit, Trails, and Technology for the Future*, underscored the link between supporting transportation solutions to protect Lake Tahoe’s renown environment.

“You’re innovative. You’re leading. You’re crossing political lines and state lines. And we’re proud to be your partner in that work,” he said.



Lake Tahoe has a legacy of bringing people together. High in the Sierra Nevada on the California and Nevada border, Lake

Tahoe is one of the world’s largest, deepest, clearest, and most spectacular mountain lakes. In the 1960s Lake Tahoe faced a critical crossroads as rapid development threatened its future. Regulatory authority for the 500-square-mile watershed was fractured, split among the two states, five counties, and a city. In response to the crisis, and growing concerns Lake Tahoe would be irreparably harmed, the two states decided to come together to create an agency to manage growth and development in the watershed and lead a shared, cooperative mission to conserve and restore the lake and its unique environment.

In 1969, Nevada and California established the Tahoe Regional Planning Agency (TRPA) with the consent of Congress through a bi-state compact. TRPA is the nation’s first environmental organization with land use authority crossing state lines and continues to be unique in the United States.

Mission:

TRPA’s mission is to lead the cooperative effort to preserve, restore, and enhance the Lake Tahoe Region, while improving local communities and people’s interactions with our irreplaceable environment.

Vision:

Tahoe’s transportation system is interconnected, inter-regional, and sustainable, connecting people and places in ways that reduce reliance on the private automobile.

The bi-state compact charges TRPA with establishing a regional plan for the Lake Tahoe Basin with the mandate to achieve environmental goals while balancing economic and community vitality. Recognizing that transportation solutions play a key role in protecting Lake Tahoe’s environment, TRPA also serves as the metropolitan planning organization for the area. The Regional Transportation Plan (RTP, Plan) serves

as the transportation element of the Regional Plan. The RTP guides project and program design and implementation through goals, policies, and projects linked to foreseeable revenues. It is the guide for improving Tahoe’s transportation system and complements the Regional Plan’s goals for environmental conservation and restoration, and community revitalization through better, wiser, and more sustainable transportation choices.

The Tahoe Transportation District (TTD), the other agency established under the Bi-State Compact, is responsible for implementing projects listed in the RTP and coordinating with local partners to advance regional transportation goals.

Tahoe Tradition of Care

The creation of TRPA underscored the need for stewardship of this unique, sensitive area. This need has long been recognized by the Washoe people.

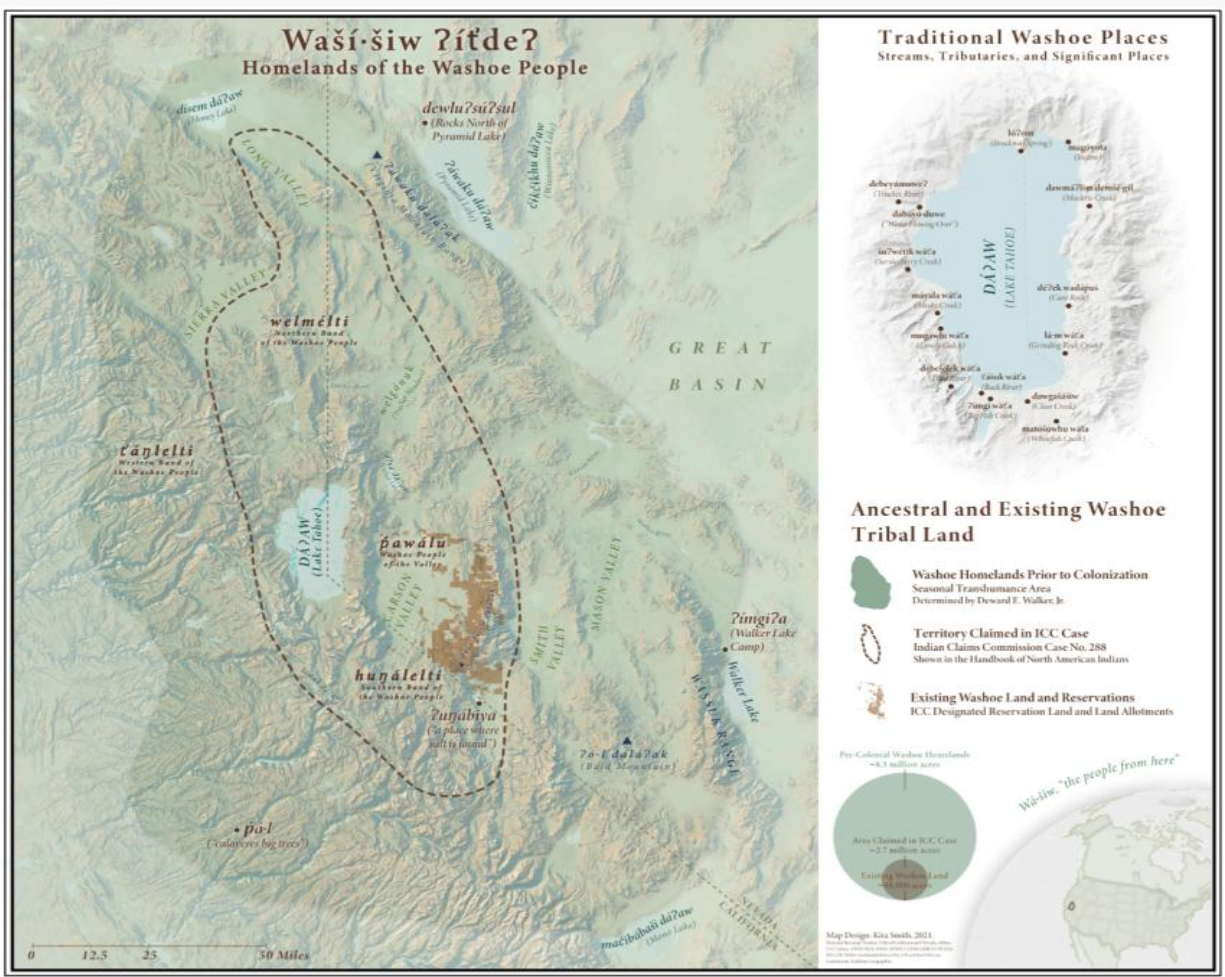


Figure 1: Homelands of the Washoe People

TRPA acknowledges Daḡaw (Lake Tahoe) is the homeland of the waš-šiw (Washoe people – the people from here). The waš-šiw are the aboriginal stewards of the land in and around the Lake Tahoe Basin since the beginning of time and as a sovereign nation the Washoe Tribe of Nevada and California, as it is

known today, continues to advocate for the protection and preservation of waší-šiw ʔítdeʔ (the Washoe people’s homelands).

Building on Past Successes

The Tahoe Region is well-poised to upgrade and expand its transportation system. The groundwork for these changes has been developing for over a decade. The 2012 Regional Plan Update and 2012 Regional Transportation Plan strengthened development policies and implementation incentives to spur compact, walkable, bikeable, small community centers. The 2020 RTP established funding policies and milestones to support a new Sustainable Communities Threshold Standard and to address regional revenues identified in the 2020 RTP funding forecasts.

The 2025 RTP, called Connections 2050, prepares for accelerated implementation of transportation projects and addresses the funding needs identified in the last plan update. It provides an updated transportation vision for the region and identifies which projects and programs have constrained funding (**foreseeable projects**), and which do not have identified funding or a schedule for implementation (**illustrative projects**). The Plan also outlines strategies for the region to collectively address funding shortfalls through new funding milestones for transit operations and maintenance.



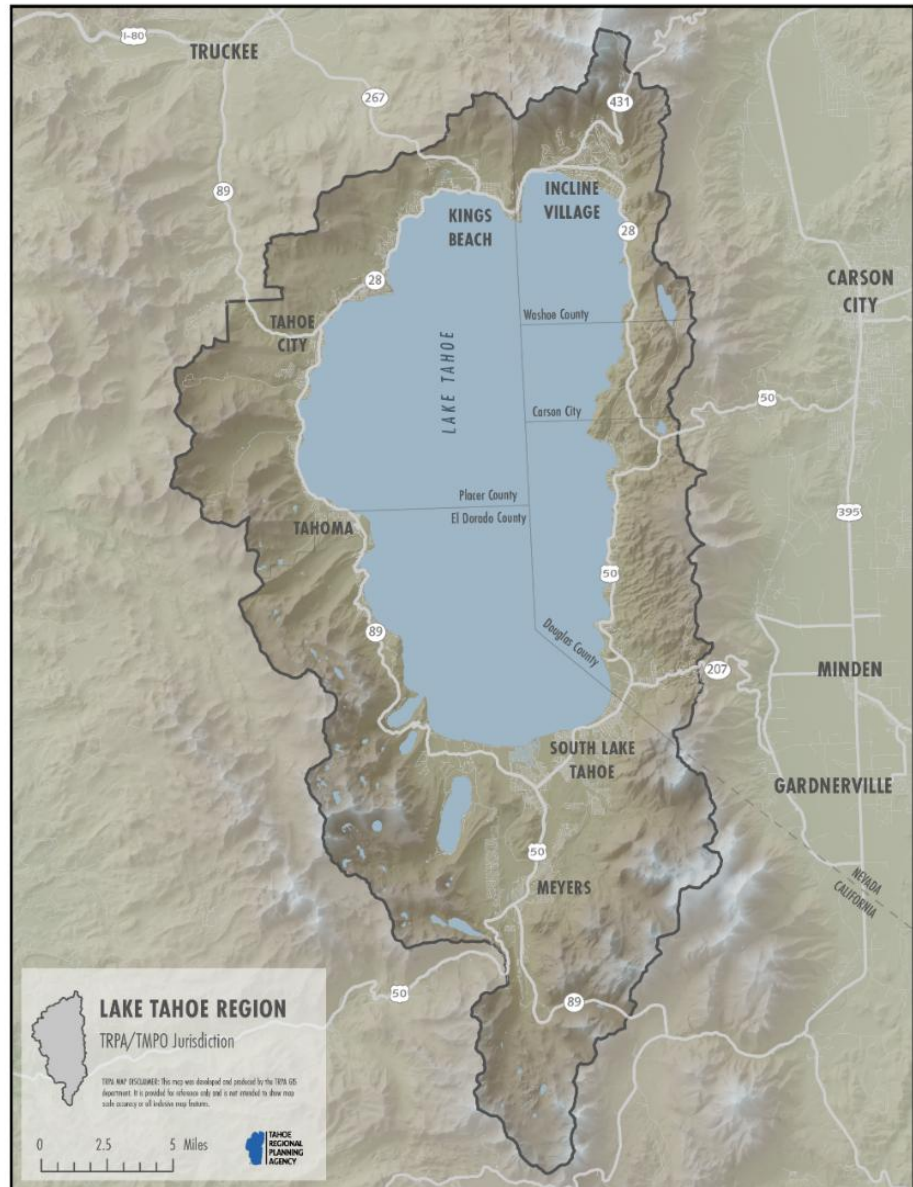
Photo: Tahoe Regional Planning Agency

THE TAHOE REGION

Lake Tahoe is situated in a beautiful and environmentally sensitive enclosed watershed, and its communities are supported by a robust seasonal recreation tourist economy that supports just over 55,000 residents and attracts millions of visitors each year. Town centers and popular recreation destinations are dispersed around the lake,

connected by state and federal highways, local roads, bicycle lanes, and shared use paths. Split by the California-Nevada border, the Tahoe Region is a uniquely complex transportation planning landscape. The region includes two states, five counties, one city, one transportation district, and multiple public land management agencies and public utility districts. Tahoe residents represent a range of racial and ethnic backgrounds, income levels, and age. While not every resident owns a car, the current mode share is dominated by the automobile, which is a consequence of the limited transportation choices available around the lake.

Figure 2: Lake Tahoe Region Map



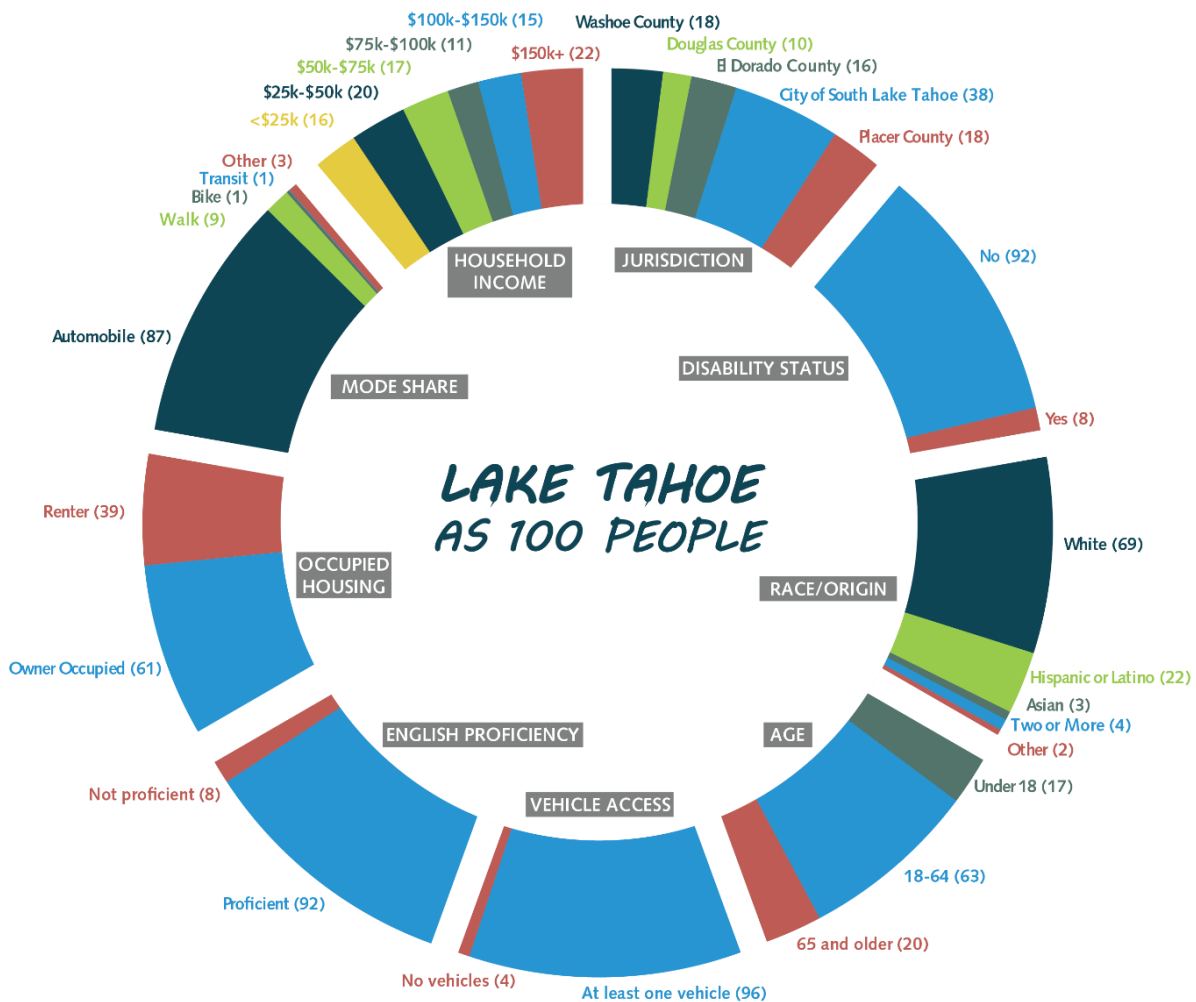


Figure 3: Lake Tahoe as 100 People

MEGA REGION

Known commonly as the “Jewel of the Sierra,” Lake Tahoe serves as the outdoor playground for the neighboring metropolitan areas in Northern California and Nevada, including the Bay Area, Sacramento, Carson City and Reno, that together make up the Trans-Sierra Mega-Region. In addition to being a popular destination for overnight visitors, Tahoe also attracts a high number of day visitors who do not stay overnight. Over the next 25 years, the population of major cities surrounding Lake Tahoe are projected to grow between 24 percent and 30 percent, likely bringing more visitors from these areas to

the Tahoe Region. Lake Tahoe’s own population is expected to grow by ½ percent per year, up to seven percent by 2050.

The Lake Tahoe Basin is directly accessible by automobile and bus. The nearest public international airports are in Reno and Sacramento. Heavy rail, originally part of the transcontinental railroad, connects the major airports from northern California to Reno, Nevada, with a stop in Truckee, California, just north of the Tahoe Region.

Figure 4: 2050 Projected Population Growth

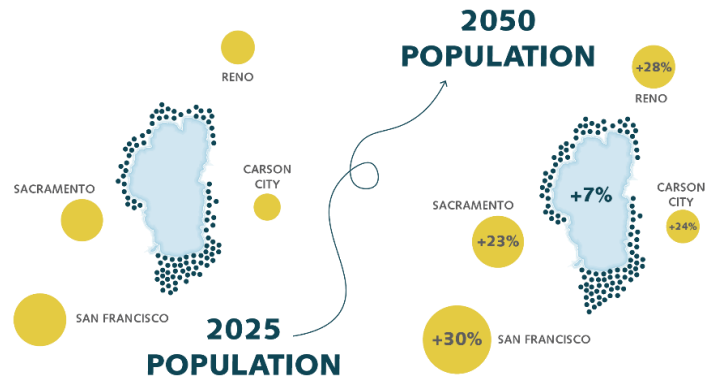


Figure 5: Lake Tahoe Mega Region Map

REGIONAL TRANSPORTATION GOALS

Regional goals and policies establish the organizing framework for transportation planning at Lake Tahoe. They represent stakeholder feedback and public input, as well as input from previous TRPA endorsed plans, such as the Active Transportation Plan, Vision Zero Strategy, Short-Range Transit Plans, and Public Participation Plan. The Regional Plan and the RTP share six major goals for the transportation system. See Appendix A for more information on the Regional Plan and RTP goals and policies.



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



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



Safety: *Increase safety and security for all users of Tahoe's transportation system.*



Performance: *Provide a dynamic, reliable, and efficient transportation network through coordinated operations, system management, technology, and monitoring.*



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



Resilience: *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.*

Planning Context

The Lake Tahoe Region is a uniquely complex transportation planning landscape. It includes federal lands, the states of California and Nevada and their respective transportation departments, El Dorado, Placer, Douglas, and Washoe counties, the City of South Lake Tahoe, Carson City and County, the Tahoe Transportation District, and multiple public utility districts, improvement districts, and land management agencies. Tahoe and the surrounding valleys are the home of the Washoe Tribe of Nevada and California, and this sovereign nation is an important partner in planning initiatives.

TRPA's planning and regulatory authority, unique among federally-designated metropolitan planning organizations, has created a long history of integrated land use and transportation planning in the Tahoe Region.

This integration can be seen when mixed-use development is concentrated in town centers, affordable and achievable workforce housing is incentivized, and town centers and recreation sites are connected to biking, walking, and transit options. As a result, the region achieves economic vitality, community revitalization, environmental restoration, and conservation goals. These actions also serve to meet California and Nevada targets to reduce air pollution and build resiliency in the transportation network.

While TRPA has unique planning and regulatory authority, the region is most effective at achieving shared goals when work is collectively completed by the region's many private, community, and local, state, federal, and tribal government partnerships.

Connecting land use and transportation planning with development is an important approach of the Regional Plan and the RTP. TRPA is committed to continuing this approach by concentrating development and incentivizing affordable and achievable housing in and near town centers and transit routes, and connecting centers with bicycling, walking, and transit options.



STATUTORY FRAMEWORK

The Regional Transportation Plan satisfies three transportation planning authorities: the TRPA Bi-State Compact, the federal metropolitan planning organization designation, and the State of California Regional Transportation Planning Agency.

Bi-State Compact Authority

The RTP fulfills the Bi-State Compact requirement for TRPA's Regional Plan to have a transportation element that reduces dependency on the automobile and reduces the environmental impacts of mobile source emissions. Under direction of the Bi-State Compact, TRPA established Environmental Threshold Carrying Capacities to measure the region's performance on key environmental quality goals. TRPA is responsible for achieving these thresholds.

Thresholds

The TRPA Bi-State Compact mandates the establishment of threshold standards and plans to attain and maintain them. The threshold standards address ten key resource areas: water quality, air quality, scenic resources, soil conservation, fisheries, vegetation, wildlife, noise, recreation, and transportation and sustainable communities. The Regional Transportation Plan is a threshold attainment plan.

Improvements in the Plan will help achieve and sustain six of ten adopted thresholds:

- **Water Quality:** Return the lake to 1960s water clarity and algal levels by reducing nutrients and sediment in surface runoff and groundwater.
- **Air Quality:** Achieve the strictest of federal, state, or regional standards for carbon monoxide, ozone, and particulates. Increase visibility. Reduce U.S. 50 traffic. Reduce vehicle miles traveled.
- **Scenic Resources:** Maintain or improve 1982 roadway and shoreline scenic travel route ratings. Maintain or improve views of individual scenic resources. Maintain or improve the quality of views from public outdoor recreation areas.
- **Noise:** Minimize noise disturbance from single events and minimize background noise disturbances in accordance with land use patterns.
- **Recreation:** Preserve and enhance high-quality recreational experiences. Preserve undeveloped shorezone and other natural areas and maintain a fair share of recreational capacity for the public.
- **Transportation and Sustainable Communities:** Reduce dependence on the automobile, support greenhouse gas emission reduction, and increase mobility.



TRPA updated its air quality thresholds, including the vehicle miles traveled (VMT) threshold through the approval of the 2020 Regional Transportation Plan. The threshold now aligns with state mobile source GHG emission reduction policies and more closely links the Plan's vision to Regional Plan goals. This update further integrates the land use and transportation system to improve mobility, reduce reliance on the private automobile, and address roadway congestion. The VMT threshold standard measures the progress of implementing the Plan by measuring VMT per capita of residents and visitors. Implementing the VMT threshold at the project level occurs through project impact assessment, which focuses on VMT as the basis for evaluation.

Federal Authority

The federal government designated the Tahoe Region as a Transportation Management Area administered by TRPA. This designation recognizes the complexity of transportation issues in the region and the high level of travel demand that the region's transportation system must accommodate.

In accordance with Titles 49 and 23 of the Code of Federal Regulations, the Tahoe Metropolitan Planning Organization (TMPO) has a continuing, comprehensive, and coordinated transportation planning process — known as a 3C process — that considers all transportation modes, provides a forum for public input, and supports social and economic vitality. The 3C process consolidates TMPO's region-wide and local transportation projects into one regional transportation plan.

TRPA and partners also develop the Transportation Improvement Program (TIP) for the region, fulfilling a requirement for the TMPO and the Transportation Management Area to identify and prioritize projects for funding and implementation over a four-year period. Chapter 4 provides more information about the TIP.

The Plan complies with several federal laws:

- Title VI of the Civil Rights Act of 1964, through the Public Participation Plan.
- The Americans with Disabilities Act of 1990, through incorporation of ADA into planning processes for this report and the plan's policies and strategies.
- Fixing America's Surface Transportation Act (FAST Act), through development of a congestion management plan.
- Clean Water Act (Section 303(d)), through implementing roadway maintenance and operations projects that remedy Lake Tahoe's designation as an impaired water body by reducing transportation pollutants entering the lake and achieving the deep-water transparency standard of 97.4 feet. This work is implemented through the Lake Tahoe Total Maximum Daily Load Program.

Washoe Tribe of California and Nevada

TRPA recognizes that Native American governments are domestic sovereign nations within the United States and as such that they are more than a stakeholder in any outreach process. TRPA is committed to furthering meaningful partnerships with the federally recognized Washoe Tribe, and consulting with its Tribal government prior to making decisions, taking actions, or implementing programs that may impact their communities. TRPA strives to ensure that programs and activities avoid or minimize adverse impacts on cultural and other important Washoe resources.

For more information on how TRPA consults with the Tribe on transportation, see Appendix C of the [2024 Public Participation Plan](#).

Total Maximum Daily Load Program

TRPA is the designated Water Quality Management Planning Agency per section 208 of the Clean Water Act. The policies of the Water Quality Management Plan are included in the Regional Plan. The federal Clean Water Act also requires states to compile a list of impaired water bodies that do not meet water

quality standards and to establish a Total Maximum Daily Load (TMDL) program to reduce the primary pollutants affecting these waters. Lake Tahoe is designated an impaired water body because of its clarity loss. The primary pollutants causing its water quality degradation are phosphorus, nitrogen, and fine sediment particles. The TMDL for Lake Tahoe, established in 2011, identifies strategies for local, state, and federal jurisdictions around the lake to reduce these pollutant loads so that Tahoe's deep-water transparency can be restored to meet a standard of 97.4 feet, as measured by a Secchi disk. The RTP alongside federal and state vehicle emissions standards contribute to the Tahoe TMDL program goals to reduce nitrogen loading to the atmosphere from mobile sources. According to the TMDL program, reducing basin wide atmospheric nitrogen loading by at least 1% by 2025, and 2% by 2075 will be necessary to restore Lake Tahoe's clarity. Based on the proposed strategies to reduce VMT and the anticipated improvements in vehicle emissions technology documented in California's emission factors (EMFAC) 2014 model (which is used to calculate nitrogen load), TRPA expects nitrogen load reductions by 2025 to be significantly greater than the 1% reduction target.

State Authority

TRPA is the California designated Regional Transportation Planning Agency (RTPA) for the Tahoe Region covering El Dorado and Placer Counties. RTPAs are required to complete a regional transportation plan and a Regional Transportation Improvement Program (RTIP), which identifies funding for transportation projects in the California portion of the region. Chapter 4 provides more information about the RTIP.

As a metropolitan planning organization in California, the Plan also meets the Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS) as required by California Senate Bill 375 (SB 375). See the next section on Land Use and Transportation Connection for more information on how land development and transportation improvements will work together to reduce the region's mobile-source GHG emissions and meet reduction targets in accordance with SB 375.

The California Air Resources Board (CARB) sets greenhouse gas reduction targets for the Tahoe Region. More information about these targets can be found in the Measuring Success chapter and Appendix I.

Development projects in the region undergo TRPA's environmental review process, as required by TRPA Article VII. The review process includes a project impact assessment that uses vehicle miles traveled (VMT) to calculate both impact and mitigation fees. In this way, the updated processes implement the VMT threshold standard at the project level.

On July 1, 2020, California Senate Bill 743 (SB 743) took effect. SB 743 changes how California jurisdictions evaluate the impact of development projects under state environmental review requirements by replacing level of service standards with VMT and incorporating mitigations for VMT to advance the goals of the Plan. This change aligns local and regional processes to provide a consistent, streamlined, and predictable process for assessing project impacts to transportation at the local and regional level.

Department of Transportation

The Regional Transportation Plan is also aligned with both California and Nevada departments of transportation, long-range transportation planning documents, complete street plans, and greater transportation system improvements.

Cross-Cutting Regulation

Protecting Natural Resources

Natural habitat and rare, threatened, or endangered species are protected in the Tahoe Region by the federal Endangered Species Act, the California Endangered Species Act, and the TRPA Code of Ordinances. The TRPA Code of Ordinances also sets rules regarding development within the 100-year flood zone. In accordance with the requirements of SB 375, TRPA identifies protected parkland, open space, natural resource areas, and flood zones. Protecting the environmental health of Lake Tahoe and the surrounding natural resources includes discouraging development in open space, flood zones, and natural habitats where rare, threatened, or endangered species live. This is a fundamental responsibility of TRPA and many of the region's other public agencies. The Tahoe Region is part of the Sierra Nevada Conservation Unit in California's State Wildlife Action Plan which identifies key pressures affecting conservation targets in the Sierra Nevada. These pressures include natural hazards; fire and fire suppression; housing and urban areas; invasive plants and animals; livestock, farming and ranching; recreational activities; renewable energy; and roads and railroads. Some projects proposed in the Plan do not yet have site-specific designs so their relation to species of concern is not yet known. California agencies permitting individual projects for construction will be required to consult with California Fish and Wildlife to ensure that site designs avoid or mitigate any negative impacts to sensitive species, including those listed in the federal State Wildlife Action Plan. The Plan's implementation improves environmental conditions and requires all projects to use best management practices to manage invasive species. As a result, the Plan and the listed projects will not interfere with land conservation strategies in the federal/CA/NV State Wildlife Action Plan(s).

State & Local, Conservation and Historic Resources Consultation

TRPA analyzed the effects of the RTP on natural, cultural and historic resources, consistent with TRPA environmental review requirements. The Initial Environmental Checklist determined that there would be no significant impact to these resources provided mitigation measures are in place. TRPA notified the California Department of Fish and Wildlife and the Nevada Division of Environmental Protections to ensure measures to protect fish and wildlife species are adequate. For cultural resource protection, the California and Nevada state offices of Historic Preservation, the Washoe Tribe and all interested Tribes were consulted consistent with California Assembly Bill 52.

Public Participation

The 2024 Public Participation Plan guided public outreach and engagement for the RTP with goals of transparency, engagement, and consensus building.

While developing the RTP, TRPA reached the public through a plan webpage (<http://trpa.gov/connections2050>), an online participatory budgeting survey, advertisements in traditional and online media outlets, social media, promotional materials, partner and project meetings, webinars, public presentations, and virtual meetings. TRPA engaged with Spanish-speaking members of the public and members of priority communities (as identified in previous planning efforts including the 2020 RTP) by creating bilingual materials and collaborating with North and South Shore social service organizations and school districts. More information about the Plan's public engagement can be found in Appendix D.



Photo: Tahoe Regional Planning Agency

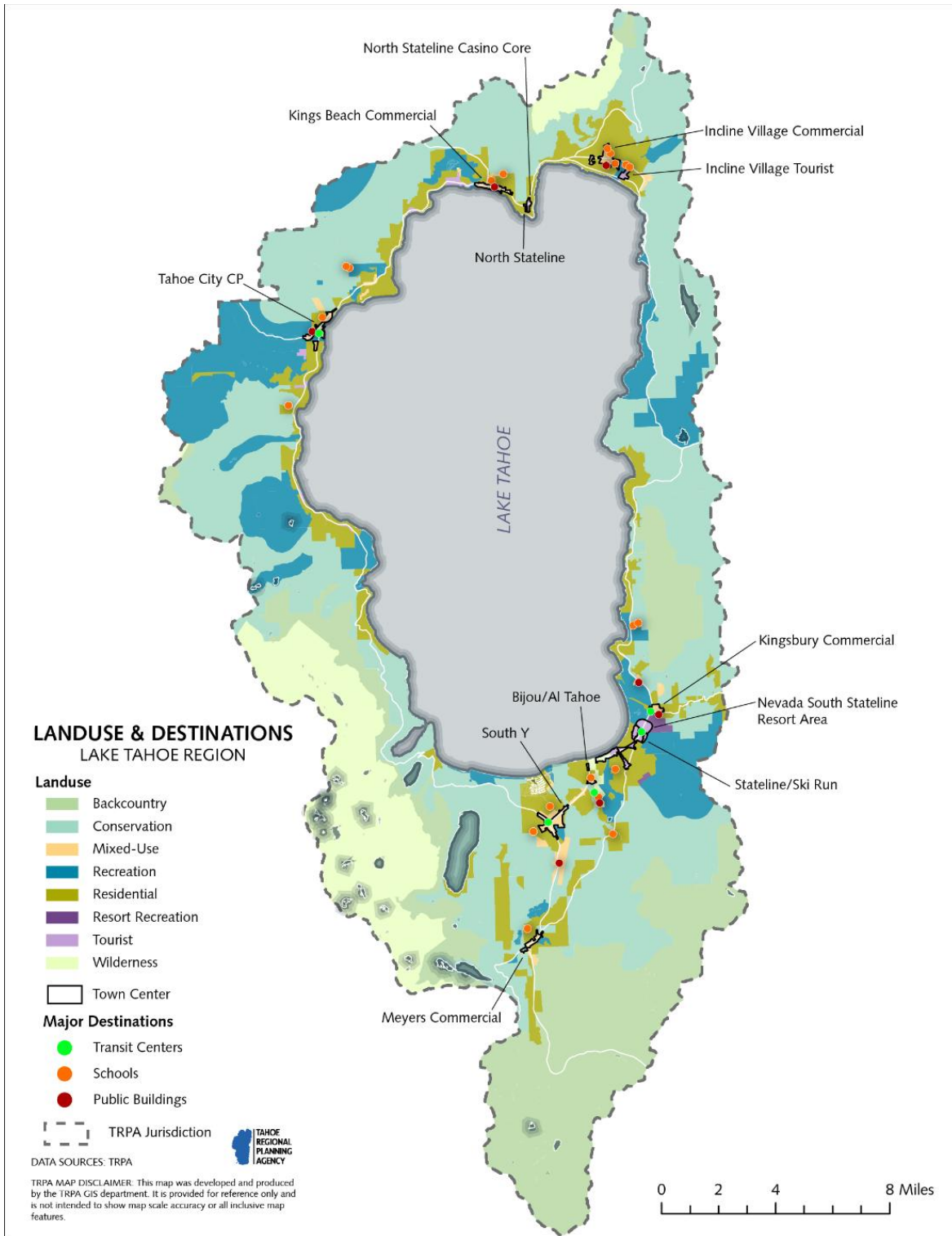
LAND USE AND TRANSPORTATION CONNECTION

California's legislature recognized the land use and transportation connection in 2008 when it passed SB 375, the Sustainable Communities and Climate Protection Act. Under SB 375, metropolitan planning organizations develop an RTP/SCS, demonstrating how the proposed regional land use pattern, housing supply, and transportation strategy support each other to meet regional carbon emission reduction targets from cars and light trucks. The RTP, which incorporates the land use and growth management goals of the Regional Plan, constitutes the RTP/SCS for the Tahoe Region.

Land Use

The Tahoe Region's permanent population is about 55,000 people, and projections show only a seven percent increase in year-round residents by 2050. The approach of the Regional Plan and the RTP is to concentrate development in town centers and incentivize affordable, moderate, and achievable housing in or near to those centers and transit routes that connect to them. The RTP analyzed existing land use for its ability to house today's residents and new residents that will call Tahoe home over the next 25 years. While housing affordability is a top concern, an analysis of residential housing density throughout the basin found available supply through 2050.

Figure 6: Lake Tahoe Region Land Use & Destinations Map



Housing Supply

The State of California sets housing targets for individual jurisdictions through its Regional Housing Needs Assessment (RHNA) process. In the Tahoe Region, El Dorado County, Placer County, and the City of South Lake Tahoe are required to show how they will meet these targets through their Housing Elements. The RTP/SCS must also show that it can accommodate the RHNA. The following table shows the RHNA requirements for 2021-2029. More information about the RHNA, how these requirements compare to TRPA’s available development rights, and the plan’s land use and transportation connection can be found in the Towns and Corridors section of Chapter 2.

Table 1: Regional Housing Needs Assessment (RHNA) Requirements (CA Only)

Jurisdiction	Very Low + Low Income RHNA Requirement	Moderate RHNA Requirement	Above-Moderate RHNA Requirement	Total RHNA Requirement
Placer County (Tahoe Portion)	177	77	181	435
El Dorado County (Tahoe Portion)	146	63	150	359
City of South Lake Tahoe	120	42	127	289
Total	443	182	458	1083

Table 2: Existing and Projected Housing Units by Jurisdiction

Jurisdiction	Base Year 2022 Total Units	Model Year 2050 Projected Total Units	Change in Total Units from 2022 to 2050	Percent (%) Change from 2022 to 2050
City of South Lake Tahoe	15,586	17,336	1,750	11.2%
Carson City (Tahoe Portion)	2	2	0	0%
El Dorado County (Tahoe Portion – unincorporated)	9,073	9,970	897	9.9%
Douglas County (Tahoe Portion)	5,076	5,333	257	5.1%
Placer County (Tahoe Portion)	11,711	12,844	1,133	9.7%
Washoe County (Tahoe Portion)	7,942	8,292	350	4.4%

Disaster Preparedness and Responsible Infrastructure

Natural hazards and their impacts pose significant and growing risks to the safety, reliability, effectiveness, and sustainability of the Tahoe Basin and its transportation network.

Higher temperatures, changes in seasonal precipitation, the intensity of rain events, and extreme weather can degrade roadways, damage culverts, and disrupt traffic. Preparing for extreme weather events is an important element of protecting the integrity of Tahoe's transportation system, the investment of taxpayer dollars, and the achievement of the Plan's goals. Additionally, TRPA recognizes the broader need to address infrastructure resiliency in a holistic manner that supports the needs of all people who live in and visit Lake Tahoe.

Regional Evacuation Planning

While evacuation planning fundamentally rests with local cities and counties, metropolitan planning organizations must coordinate with the local jurisdictions throughout the planning process, including in regional transportation plans and other planning documents. The Plan incorporates planning documents prepared by local agencies involved in forest management and protection to document responsibilities for evacuation planning and infrastructure recommendations to ensure all proposed projects are consistent and support evacuation efforts. A key element of emergency preparedness planning for cities and counties is designing adequate infrastructure if new development is proposed in areas designated as high hazard. Recently passed laws in California increased the requirements for safety elements and Local Hazard Mitigation Plans as part of General Plan updates. Local Hazard Mitigation Plans must identify and describe hazards, identify community assets, analyze impacts, and summarize vulnerabilities. Ongoing transportation planning includes consultation with agencies and officials responsible for other planning activities within the region including natural disaster risk reduction strategies and projects.

The Tahoe Fire and Fuels Team developed the 2025 Lake Tahoe Basin Community Wildfire Protection Plan (CWPP) with ample feedback from community members, local businesses, and numerous organizations throughout the basin. The CWPP has a companion on-line tool that demonstrates the importance of technology in supporting evacuations and protecting the environment. The Tahoe Resource Conservation District, in conjunction with the region's fire agencies, introduced a web-based platform that makes wildfire information more accessible and interactive. The Lake Tahoe Basin CWPP landing page, available on ArcGIS Hub, offers interactive story maps that enable users to explore the CWPP through dynamic maps, graphics, and other engaging resources. The community-driven plan prioritizes wildfire risk reduction where the built environment interfaces with wildland vegetation, uses local input and data to guide fuel reduction strategies, improves preparedness through online resources, and addresses structural ignitability along evacuation routes. This Plan plays an important part in transportation planning, near-term and long-term with the need to continually improve the broadband network so that information is disseminated expeditiously.

Additionally, the Draft 2024 Regional Evacuation Plan includes strategies for managing evacuations by all public safety agencies in Lake Tahoe Basin. The Draft 2024 Regional Evacuation Plan provides transportation considerations and guidance for utilizing the system and resources to reach all individuals and is considered a living document that will be updated periodically. TRPA will continue to coordinate with local jurisdictions to improve transportation resiliency in the face of natural hazards.

California Greenhouse Gas (GHG) Emission Reductions

The Plan's regional transportation demand model estimates that the region will meet California Air Resources Board (CARB) mandated GHG reduction targets.

CARB established new, more aggressive GHG reduction targets for the Tahoe Region. Under these new targets, the Tahoe Region is required to meet GHG reduction targets of eight percent by 2020 and five percent by 2035, based on 2005 emission levels. The projects and programs in the RTP meet these reduction targets with an estimated 5.5 percent reduction in 2035.

See Appendix I for more information on the RTP/SCS Mobile-Source Greenhouse Gas Emissions for California Portion of Basin analysis.

Appendix F provides more information about the transportation demand model estimates, the assumptions made, and the results of the GHG reduction target analysis completed as part of the Plan's expanded environmental checklist. That analysis discusses the differences between the Plan and the prior regional transportation plan approved in 2020.

Advancing Nevada's Resiliency Goals

Adopted in 2019, Nevada Senate Bill 256 established Nevada's resiliency goals. These include long-term reductions of GHG emissions to zero or near-zero by the year 2050. Additionally, Governor Steve Sisolak signed Executive Order 2019-22 in 2019. The order recognizes that as of 2015, fossil fuel use in the transportation sector is now the largest GHG and carbon emitting sector in Nevada. Both SB 256 and Executive Order 2019-22 emphasize the importance of reducing emissions from the transportation and land-use sectors. The executive order outlines the actions and state priorities needed to reach climate goals, including reducing GHG emissions by at least 26% to 28% below 2005 levels by 2025, and raising Nevada's renewable portfolio standard to 50% by 2030.

In 2023, Nevada Governor Joe Lombardo signed Executive Order 2023-07 to increase in-state energy generation and make Nevada a leader in exporting solar, wind, and geothermal resources. As Nevada climate and energy plans and actions are further developed, TRPA will continue to leverage the intersection of transportation and land use planning to reduce air pollution and build responsible infrastructure. The Plan identifies strategies to reduce per capita GHG emissions consistent with California SB 375 and Nevada SB 256 and to build a resilient transportation system.

Identified Environmental Mitigation

The projects and programs outlined in TRPA's 2050 Plan provide the region's implementing partners with appropriate mitigations to offset forecasted transportation demand, including the development community who will build better projects that also advance implementation of the Plan.

PLANNING APPROACH

Unlike many other areas in Nevada and California, a significant portion of the Tahoe Region's vehicle miles traveled (VMT) comes from people who travel from outside the region to Tahoe, as well as those who commute into and out of the basin for work or school. Forecasts estimate that an additional four million-plus people will be living in Northern California and Northern Nevada by 2050, which may

increase the total number of people driving to and from Tahoe, the number of VMT produced by that travel, and carbon emissions.

With growth capped and development metered in the Tahoe Region, population growth within the region is not anticipated to significantly increase its portion of carbon emissions.

This RTP proposes new active transportation facilities and transit services, traffic signal improvements, adaptive corridor management strategies that utilize existing roadways to implement transit priority and/or reversible travel lanes, and basic parking management programs within the Tahoe Region and from the broader Northern California and Northern Nevada regions. When implemented, these improvements will reduce VMT and air pollution by providing more efficient and cost-effective non-automotive transportation choices that are linked to the destinations people want to visit.

Supporting Plans

The policies, focus areas, and projects identified in the RTP are aligned to and consistent with existing plans and programs of other jurisdictions. Short and Long-Range Transit Plans of the North and South Shore transit operators and the Coordinated Human Services Plan informs the Transit section of the Plan. The TRPA Active Transportation Plan and Vision Zero Strategy informs the Trails section, which highlights Tahoe’s walking, bicycling, and rolling network. The Plug-In Electric Vehicle Readiness Plan and the Intelligent

Transportation Systems Strategic Plan informs the Technologies section. The Towns and Corridors section is informed by multiple plans: corridor and area plans coalesce regional and local land use and transportation policies and strategies at a community scale, the Lake Tahoe Destination Stewardship Plan focuses on transportation solutions at recreation sites, and the Airport Master Plan and Shoreline Plan further inform these focus areas.



Figure 7: Regional Transportation Plan Framework

Corridors

For planning and project implementation purposes, the Tahoe Region is divided into six travel corridors based on unique transportation, recreation, and quality of life needs.

Corridor planning considers and integrates different travel options, solves implementation challenges, incorporates multiple stakeholder perspectives, and aligns related projects to maximize their benefits, effectiveness, and funding opportunities. Corridor plan projects are incorporated into the RTP project list to advance implementation. Changes to corridor plans must be approved by the TRPA Governing Board and amended in the Regional Plan.

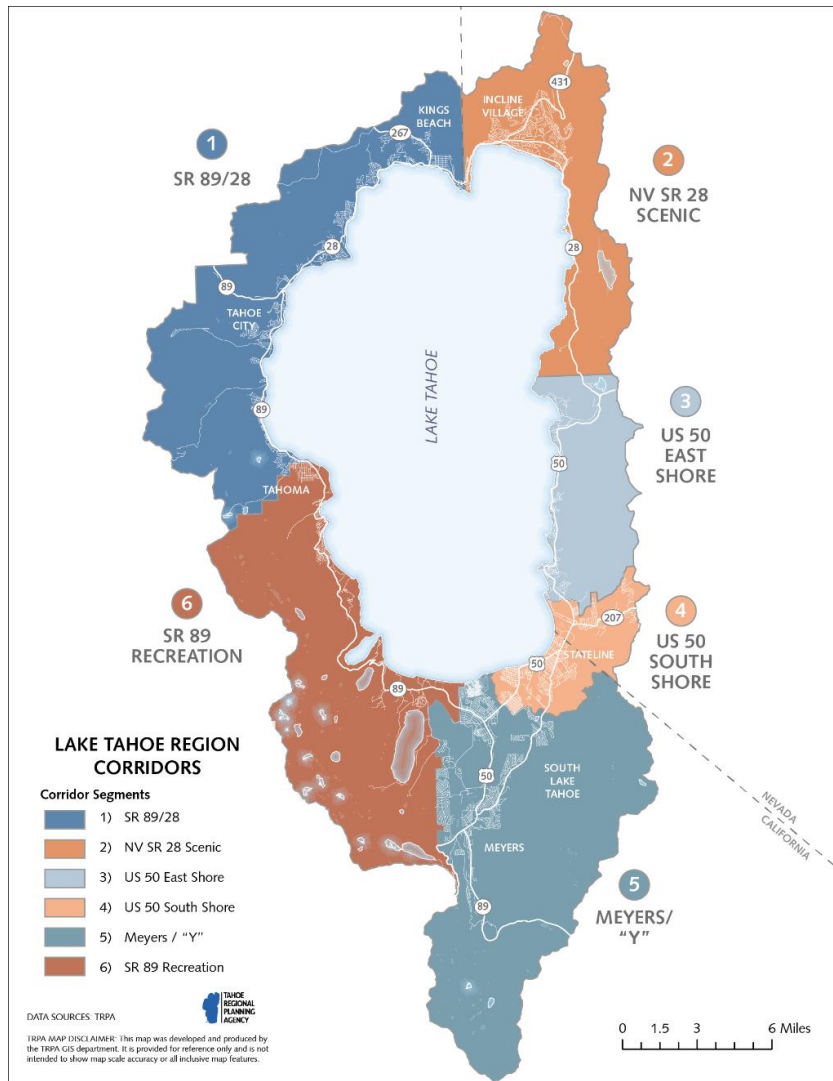


Figure 8: Lake Tahoe Region Corridors Map

addition to long lines for restaurants and disrespectful behavior, pushed local residents to a tipping point. Demands arose for urgent action.

A new collaboration of land managers, business owners, public agencies and nonprofits from across the region was formed to address immediate recreation issues. This group secured over \$1 million to

Corridor planning requires multi-agency collaboration, commitments, and resources to address shared issues that cross jurisdictional boundaries. The Corridor Planning Framework is outlined in the Bi-State Corridor Planning memorandum of understanding (MOU) which was adopted through the 2018 Bi-State Consultation on Transportation and signed by 17 agencies committed to the corridor planning framework.

Destination Stewardship

During the summers of 2020 and 2021, along with many special places across the United States, the Lake Tahoe region experienced an influx of visitors seeking respite from Covid-19 pandemic restrictions in outdoor spaces. Traffic congestion, parking violations, environmental impacts such as litter on beaches and trails, in

expand Clean Tahoe’s litter abatement program to the East and North Shores, launched an ambassador program to educate visitors, and piloted a regional responsible recreation campaign through Take Care Tahoe.

While the pandemic sparked this initiative, there was widespread recognition that these issues were not entirely new and needed a long-term solution. The [Destination Stewardship Plan](#) was created to provide the long-term solution.

The Lake Tahoe Destination Stewardship Plan is an unprecedented collaboration of public and private sector organizations from the greater Tahoe Region that have come together to develop a shared vision to better manage outdoor recreation and visitation. For the first time, regional land managers, local governments, visitor authorities, the Washoe Tribe, and non-profits are working together on a coordinated destination management plan framework that will inspire all to take care of Tahoe.

In destination stewardship planning, transportation is a key strategy to ensure that people can access outdoor recreation without the need for a personal vehicle. Within the Destination Stewardship Plan, transportation projects are implemented in accord with one of the plan’s pillars, to *improve the Tahoe experience for all*, by providing infrastructure and services to reduce vehicle miles traveled, congestion, and parking issues at recreation sites. Many of the projects and programs included in this Plan are informed by the Destination Stewardship Plan’s goals and strategic pillars.

From Plan to Project Implementation

Strong partner coordination ensures that projects are recognized in both the RTP project list and in partners’ plans, making them eligible for funding. Project champions are key to moving corridor plans and projects to construction and ensuring partners commit to long-term operations and maintenance.

Once the project is listed and eligible for funding in the RTP and local jurisdiction plans, the project can move toward construction through completion of a study which includes counting how many people are traveling by foot, bike, car, or transit in the project area, conducting a land survey of the project area and rights-of-way to better understand opportunities and constraints for construction, and gathering public input to inform the final project design. Studies can be undertaken by TRPA and/or partner agencies.

The final step is securing funding and constructing the project, which is typically undertaken by the jurisdiction or organization that is both capable and committed to seeing a project through to completion.

TRPA and partners each monitor the effectiveness of the completed transportation improvements and identify additional needs for future planning, policy updates, and project designs. See Chapter 3 and Appendix I for more information on project monitoring.

Partnering and Collaborating

Implementing the Connections 2050 RTP vision requires broad collaboration. In Tahoe that can easily include at least a dozen or more agencies and partners for any single project.

This collaboration is required to achieve almost every project and program proposed in the Plan: from planning to design, funding to construction, and most importantly, maintaining the system through its lifespan.

For example, the SR 89 Corridor Plan aligned multiple local governments, law enforcement agencies, public and private land managers, and utility and special improvement districts. The collaboration built through the planning process is key to developing the support and alignment needed to implement the plan over the next several years.

TRPA also participates in planning processes in adjacent regions that directly or indirectly connect or serve the Tahoe Region. For example, TRPA and the Washoe Regional Transportation Commission, Carson Area Metropolitan Planning Organization, and Incline Village/Crystal Bay Visitors Bureau are working together to develop transit options between Reno, Carson City, and Tahoe's East Shore recreation corridor. These transit routes will serve work commuters traveling between Reno and the Carson Valley to North Tahoe and day visitors to Tahoe's popular East Shore beaches, including Sand Harbor State Park. Details on planned transit services are included in the Transit section of Chapter 2 and in Appendix H.

Tahoe Transportation Implementation Committee (TTIC)

Local agency partners play an important role in constructing the RTP priorities and projects. The TTIC coordinates the efficient implementation of key transportation investments and programs that support local and regional transportation goals. The diverse makeup of the TTIC provides a venue for coordinating project delivery, funding, and the sharing of best practices across the Tahoe Region. TTIC partners participate in the prioritization and sequencing of transportation projects for the Regional Transportation Plan, regional funding programs (Regional Grant Program), and other discretionary grant requests. The TTIC reviews and provides input on the Federal Transportation Implementation Program (FTIP) and provides technical input on sustainable regional revenue proposals. The TTIC is not a formal committee, but rather a partner driven collaborative to provide technical input to policy boards and work through transportation challenges by sharing resources. The committee provided valuable feedback for the development of the RTP and played a large role in the development of its final policy list (Appendix A), project list (Appendix B), and revenue forecast (Appendix C). Members of the TTIC include:

- Local jurisdictions
- Public utility districts
- Resource conservation districts
- State departments of transportation
- Transportation management associations
- The Tahoe Transportation District
- USDA Forest Service

Transportation Technical Advisory Committee (TTAC)

Transportation planning is rapidly evolving and uses complex transportation modeling and technical inputs from increasingly sophisticated data sources. With completion of the 2020 RTP, the TRPA Governing Board adopted a new sustainable communities threshold category and associated vehicle miles traveled (VMT) per-capita standard known as TSC-1 to be led by a Transportation Technical Advisory Committee (TTAC) through an adaptive management process. Along with adoption of the new standard, the TRPA Governing Board also adopted a new goal in the Development and Implementation Priorities sub-element of the TRPA Goals and Policies (DP-5) that includes a suite of adaptive management actions to achieve and maintain the new TSC-1 standard. The TTAC led efforts to identify performance standards and a performance management process through development of the Transportation Performance Report adopted in 2024. Members of the TTAC include representatives from:

- Placer County
- Douglas County
- Washoe County
- El Dorado County
- City of South Lake Tahoe
- Carson City
- Tahoe Transportation District
- Truckee North Tahoe Transportation Management Association
- South Shore Transportation Management Association
- Nevada Department of Transportation
- California Department of Transportation
- League to Save Lake Tahoe
- USDA Forest Service
- General Public Representative

Private Partners

Private partners play an important role in achieving the transportation vision of the RTP by providing easements, constructing improvements, paying fees, maintaining paths, and offering transportation services for Tahoe travelers. For example, new development projects are charged mitigation fees based on the calculated VMT impact of the project to Tahoe's transportation system. Local jurisdictions use mitigation fee revenues to leverage larger grant opportunities to implement projects that advance the vision, programs, and project list of the RTP. In short, mitigation fees can multiply available project funds. Input from organizations representing public interests, advocacy groups, business associations, and others is essential to project and program development and delivery. For example, TRPA's Commute Tahoe program provides resources for the region's public and private employers to help manage traffic congestion by encouraging their employees to walk, bike, use transit, carpool, or vanpool to and from work.