

# Chapter 10

## RECREATION

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### 10.1 INTRODUCTION

The Lake Tahoe Basin is one of the nation's most popular recreation areas and as such, recreation is one of the most significant land allocation issues in the Tahoe Basin. Nearly all social groups both resident and nonresident have an interest. How recreation issues are planned and reconciled affects traffic, air and water quality, water rights, other natural resources, visual quality, as well as local economies.

Recreation activities at Lake Tahoe are typically seasonal and participants vary. Recreation is a resource which afford participants relaxation and enjoyment; however, recreation is not merely 'play-time.' It is a societal pursuit that directly translates into the backbone of the Tahoe Region's tourism economy. Many locals made their decision to live at Lake Tahoe due to the many lifestyle amenities that focus upon recreation. Both day and destination visitors contribute to the Tahoe Region's economic well-being. The many benefits recreationists gain transcend physical exercise, including spiritual connectedness and other less tangible values.

Although all of the environmental threshold carrying capacities are interconnected, the Recreation threshold has a different focus. While the other thresholds are primarily aimed at curbing the effects of urban development, the recreation threshold promotes the development of recreation facilities that can support diverse recreation opportunities for people. Additionally, the recreation thresholds go further by requiring TRPA to reserve what is termed a "fair share" of the Basin's resource capacities to facilitate the development of recreation facilities.

TRPA's Compact requires a Recreation Plan for which recreation goals and policies are found in the Recreation Element of the Goals and Polices Plan. The Recreation Element recognizes three general types of recreational sub-elements distinguished primarily between the level of facility improvement required: dispersed, developed, and urban recreation.

Dispersed recreation activities include hiking, jogging, primitive camping, fishing, backcountry skiing, kayaking and swimming. Such activities typically do not require the use of improved facilities other than access points, such as trailheads.

Developed recreation involves recreation activities enhanced by the use of man-made facilities, such as campgrounds and ski resorts. Developed recreation sites are found on both public and private lands. They may be operated by public land managers, such as State Parks or the Forest Service, the private sector, or by commercial operators on public lands under Special Use Permits.

Finally, indoor and outdoor urban recreation facilities such as athletic fields, ice skating rinks, swimming pools and neighborhood parks are primarily designed for

use by the residents of the region,. Local governments and special districts are often the operators of these facilities, which may also be enjoyed by visitors.

Code of Ordinances, Chapter 32, Section 32.3, requires TRPA to keep a list of indicators to be monitored for evaluating the attainment status of thresholds. These are referred to as the “compliance indicators,” and are the main tracking mechanism for threshold attainment in the recreation threshold compliance forms.

## 10.2 BACKGROUND

The two recreation thresholds indicators are interpretations of the “policy” threshold that is subjective in nature and does not easily lend itself to quantification, which complicates efforts to evaluate and identify deliverable research goals or measurable indicators of success. Access to recreational opportunities and the development of diverse recreation facilities is an ever increasing concern as visitation levels rise with the boom in population of northern California and Nevada. This population growth corresponds to increased visitation and demand for access to the shorezone of Lake Tahoe and other public lands for a variety of sometimes conflicting recreational activities. Additionally, many residents of Tahoe Basin communities desire urban recreation facilities such as swimming pools and ball fields.

### 10.2.1 MEASUREMENT AND MONITORING OF INDICATORS AND STANDARDS FOR R-1 QUALITY EXPERIENCE AND ADDITIONAL ACCESS

The first Recreation threshold indicator (R1) relates to the first paragraph in the threshold policy which states:

*“It shall be the policy of the TRPA Governing Body in development of the Regional Plan to preserve and enhance the high-quality recreational experience including preservation of high-quality undeveloped shorezone and other natural areas. In developing the Regional Plan, the staff and Governing Body shall consider provisions for additional access, where lawful and feasible, to the shorezone and high-quality undeveloped areas for low density recreational uses.”*

The recreation threshold is a policy threshold that does not lend itself to numerical quantification. It is the experience of recreation users that acts as one threshold indicator. The quality of recreation experiences has been and can be captured in surveys conducted by TRPA, as well as by recreation providers. Such surveys compare the importance of identified recreation attributes, such as recreation facilities and conditions, with the experience that the recreationists perceive.

A second part of the threshold indicator is the provision of additional access to the lake and other natural features by the general public. This indicator is supported by public land acquisition programs, as well as through the provision of additional trails and trailheads, including bicycle trail segments, and their supporting amenities. Interim targets provide desired quantities of such new facilities.

No additional factors were employed for in evaluating this threshold.

## 10.2.2 MEASUREMENT AND MONITORING OF INDICATORS AND STANDARDS FOR R-2 FAIR SHARE OF RESOURCE CAPACITY

The second Recreation threshold indicator (R2) relates to the second paragraph in the threshold policy which states:

*“It shall be the policy of the TRPA Governing Body in development of the Regional Plan to establish and ensure a fair share of the total Basin capacity for outdoor recreation is available to the general public.”*

The threshold indicators for the R2 threshold are more quantifiable than for R1. Three indicators provide a mechanism for evaluation: cumulative accounts of “persons at one time” (PAOT) allocations, when applicable; facility development for recreation projects that do not require PAOT assignments; and land acquisition of new public lands that support recreation purposes.

No additional factors were employed in evaluating this threshold.

## 10.3 THRESHOLD STATUS

### 10.3.1 R-1 QUALITY EXPERIENCE AND ADDITIONAL ACCESS

#### Status of Indicators

##### **Attainment**

R1 is a Policy standard, i.e., there is no numerical standard that has been established to determine attainment status of the threshold. However, various numerical indicators, such as linear feet of shoreline or miles of bike trail, are used to gain insight into whether or not the desired standard is being met. In and of themselves, these quantifiable features do not express the quality of the recreation experience at Tahoe, nor are they a true expression of access to the shorezone or other undeveloped lands but collectively they provide insight on threshold status. The measures used to assess threshold attainment are described below. Overall, the R-1 threshold is considered to be in attainment with respect to Quality Experience and Additional Access.

##### ***Quality Experience***

**User perception surveys:** The mere presence or availability of a facility does not necessarily mean it would provide high quality recreational experiences. It is difficult to singularly measure the R1 standard, as it depends upon a multitude of factors that can and do influence attainment status. For example, a facility may get constructed but be in the wrong place, too crowded, too expensive, etc. Therefore, while numeric factors can be collected and tracked, they do not always reveal the expectations of recreationists, and whether those expectations are being met. For these reasons, TRPA attempts to quantify the ‘gaps’ between recreation expectations and actual experience at Tahoe by sponsoring recreation user perception surveys. This type of gap analysis identifies those attributes that are underachieving, at least as far as the perception of the recreationist goes, which in turn identifies those areas of priority concern for the resource manager.

In an effort to prepare for the adoption of a revised TRPA Regional Plan, the recent user perception studies have focused on future needs and research for that new plan. They did not monitor the experience of recreation users as it relates to today's conditions. Previous survey efforts have indicated that the majority of recreation experience attributes either meet or exceed expectations. The quality of the region's beaches and access to forest areas/trails are rated the most positive elements of the Tahoe Basin recreation experience. Beach activities are the most popular summer pursuits, followed closely by walking and hiking. Seasonal traffic and crowding detract from the experience during peak periods. These attributes that detract from the quality of the recreation experience are beyond the purview of the recreation providers.

**Quality of recreation facilities:** Attributes that contribute to a high quality recreation experience that are within the control of recreation purveyors are rated highly. While much less glamorous than facility construction, all recreation providers are involved in maintenance and upgrades of existing facilities. Efficiently operated and well maintained facilities assist meeting all of the recreation threshold standards. Since the 2001 Threshold Evaluation, recreation improvements that improve the quality of recreation experiences are evident throughout the Region. California Tahoe Conservancy funding in partnership with local special districts has transformed locally-run facilities across the North Shore, such as at Commons Beach, Kings Beach and Carnelian Bay. The Forest Service has retrofitted many existing developed recreation sites and facilities supporting dispersed recreation. Implementation of Best Management Practices, such as the Pope Beach BMP retrofit, and installation of new and attractive restroom facilities, bear resistant food lockers and animal resistant garbage containers at recreation sites such as Kiva, Kaspian, Luther Pass Overflow Campground, and Angora Lakes Resort parking lot benefit all users. Installation of pet waste collection bag stations enables recreationists to help address a public and management concern. The Eagle Falls Desolation Wilderness Trailhead retrofit complements the new trail loop that relieves pressure on the Eagle Lake Trail. Access and Travel Management planning efforts have resulted in retrofits to enhance a sustainable trail system, defining appropriate use and signing trails in the general parts of the forest.

Investment has occurred in State Park facilities in both states to enhance the visitor experience in these popular areas. The new interpretive facility at Sand Harbor and restoration activities at Vikingsholm stand out as enhancements to already popular recreation sites. Nevada State Parks now offers food concessionaires and mountain bike rentals as part of its visitor services.

### ***Additional Access***

**Access to publicly owned shoreline:** Most visitors and residents rate access to Tahoe's beaches to be of paramount importance to their high quality recreation experience. In 1971, approximately 18%, or 13.5 miles, of the 75 miles of Lake Tahoe's shoreline were publicly owned. By 2005, that number has increased to over 44%, or almost 34.0 miles (source: TRPA GIS, 2005). While much of this property does not include developed facilities, virtually all of the publicly owned shoreline is available for dispersed recreation activities.

The Forest Service, Lake Tahoe Basin Management Unit, has continued its land acquisition program and obtained key Nevada shoreline properties in recent years.

The Dreyfus acquisitions on the East Shore added both easily accessible and visible shoreline acreage directly adjacent to a popular and seasonally congested resort (Zephyr Shoals) and an important historic site that was previously a private residence (Thunderbird Lodge) that is now available for public facility rental and tours. Other shoreline acquisitions, while adding to the linear footage of publicly-owned shoreline, have not added significantly to the general public's recreation opportunities due to access limitations (such as locations requiring access through subdivisions that restrict access by non-owners).

In addition to other public agency land acquisition programs, the California Tahoe Conservancy (CTC) has pursued the purchase of property within the California portion of the Tahoe Region. Acquisition by the CTC of lakefront in South Lake Tahoe provides not only for public access, but also for other public values such as land restoration activities. 9,910 linear feet of shoreline property are included in the CTC's land acquisitions.

**Access to other lands and recreation opportunities:** Since the beginning of their acquisition program in 1985, the CTC has purchased 6,680 acres (1985-2004), the majority of which is available to the public for dispersed recreation opportunities. CTC acquisitions near the Stateline area on South Shore enable bi-state planning for a future California/Nevada state park. Since the 2001 Threshold Evaluation, Forest Service land acquisitions have enabled new public recreation opportunities not only on the shoreline of Lake Tahoe, but also in the High Meadows area, where the Trimmer Ranch -- which had been the largest private holding remaining in the Tahoe Basin -- is now available for hiking and biking.

Urban and developed opportunities, while not specifically called out in the R1 threshold, have been addressed by local governments who have "stepped up to the plate" through the provision of new urban recreation opportunities demanded by the local population. In 2000, Measure S was approved by South Shore residents, providing a recreation funding source for certain new projects and facility maintenance. Both an indoor and an outdoor ice skating rink now serve South Lake Tahoe. New soccer fields constructed near Lake Tahoe Community College relieve some of the demand for community playfields.

Similarly, the private sector has invested heavily in providing high-quality developed recreation opportunities since the 2001 evaluation. Heavenly Resort is now linked to South Lake Tahoe through the gondola and offers new venues and vistas year-round at the top. Marina master planning on the north and south shores will result in projects that will enable people to get onto the lake. In fact new shuttles and tours provide a diversity of on-lake recreation opportunities never before available. Kayak and small boat concessions provide non-motorized boating opportunities on the waters of Lake Tahoe, Fallen Leaf, Angora and Echo lakes.

#### **Additional bike trails**

While no large bicycle trail projects have been implemented, small but critical "linkage" segments of bike trails have been installed. These segments have enabled existing bike trail systems to be better connected to neighborhoods and desired destinations, as well as address environmental concerns. TCPUD constructed two critical segments in the Tahoe City area, providing riders a way

across the Truckee River and in the congested Commons Beach area (0.4 mile). The City of South Lake Tahoe's connected the new community multi-purpose play field (0.25 mile) former US Highway 50 ROW, a future bikeway project. Another small but important segment called the 15<sup>th</sup> Street Bike Trail (.3 miles) addressed biker safety along SR 89 within the South Shore Recreation Area, while two miles of class one trail were installed along Ski Run Boulevard.

### ***Progress Towards Achieving Threshold***

The features and activities that contribute to a high quality experience are different for everyone. In fact, many external forces and circumstances influencing the recreation experience are beyond the control of most providers, including weather, traffic, and the state of the economy. Continued public land acquisitions, installation of small but critical bicycle trail linkages, and the upgrading of existing developed facilities and trails (including installation of Best Management Practices) all make a difference in visitors finding higher quality facilities than existed at their last visit. The trend for this threshold continues to improve.

Recent facility development and land acquisition projects have focused on those most easily completed. New land acquisitions may be more controversial as the private land base shrinks and land prices continue to rise. The most challenging sections of bike trail to install in the future will be those that are currently "gaps" in the network. Threshold accomplishment should consider not just total acres acquired or miles of trail constructed, but the added value of the acquisition or trail segment.

### **2006 Status Evaluation Relative to Threshold Attainment Schedules**

The contribution of compliance measures to threshold attainment and the achievement of interim targets are summarized in the compliance forms.

### ***Threshold Interim Target Status***

The attainment status for the *High-Quality Recreation Experience* component of the R1 threshold policy statement is found to be in attainment of the policy standard. While not all of the interim targets have been achieved, the timeframe for realization stretches beyond 2006. Some of the targets related to adoption of Regional Plan amendments. These targets may better be achieved with the creation of the new Regional Plan, wherein a more holistic review of the recommendations can be taken due to the multi-disciplinary approach to the development of the new plan. The interim targets for the R1 Threshold are listed in Table 10-1:

**Table 10-1: Interim R1 Threshold Targets**

Threshold	Status
<p>Annual user surveys conducted by TRPA in cooperation with the recreation providers which include questions regarding user satisfaction levels and perceptions of the quality of the outdoor recreation experience. Surveying efforts should occur during the winter and summer recreation seasons.</p>	<p>Surveys were conducted by both the TRPA and the Forest Service in both summer and winter; however, surveys were not funded/conducted annually. This target should be retained.</p>
<p>Additional miles of bicycle and multi-use trails developed between 2001 and 2007 include 85 miles of paved bike trails (38.5 miles Class 1, 32 miles Class 2, and 13 miles Class 3) and 25 miles of multi-use trails.</p>	<p>New trails were constructed in all classifications. The mileage did not meet the targets; however, the importance of the segments to system connections should not be discounted. Critical links were installed in the City, Tahoe City and on National Forest System lands (including the Tahoe Rim Trail completion). This target should be retained and extended, with mileage numbers tied to the regional Bike and Pedestrian Master Plan.</p>
<p>Develop the Regional Recreation Plan according to the following schedule:</p> <ul style="list-style-type: none"> <li>• April 2003: New R1, R2 Threshold</li> <li>• November 2003: Regional Capacity Estimates</li> <li>• January 2004: New R3 Threshold</li> <li>• April 2004: Complete Master Plan</li> </ul>	<p>A plan was drafted but not adopted. Staff determined than rather than adopt a plan at the end of the existing Regional Plan, that its contents should be integrated into the Pathway 2007 documents.</p>
<p>By June 2002, TRPA should amend the Regional Plan, and evaluate appropriate permit application requirements to ensure preservation of existing legal public rights-of-way and easements which provide public access to public lands, including Lake Tahoe.</p>	<p>No amendments were adopted; however, staff's awareness of the issue was increased agency-wide and no relinquishment of easements resulted from TRPA project approvals. New language reflecting the need to preserve existing legal public rights-of-way and easements which provide public access to public lands, including Lake Tahoe is recommended as part of this evaluation for incorporation into the updated Regional Plan</p>
<p>In 2001, 44% of Lake Tahoe's shoreline was in public ownership. Tahoe land management agencies shall attempt to increase this inventory to 50% of the shoreline by 2007.</p>	<p>While this target has not been met, significant and important progress has been made towards its achievement in terms of the quality of recent acquisitions. Over 44% (176,388 linear feet) of Lake Tahoe's shoreline is now in public ownership. Significant land acquisitions have occurred in recent years (Thunderbird Lodge, Zephyr Shoals, Barton Meadow). Shoreline land acquisition costs and opportunities make acquisition of significant amounts of new public shoreline a challenge. New language recommended as part of this evaluation is: "Tahoe land management agencies shall attempt to increase this inventory to 50% of the shoreline by 2011."</p>

The *Additional Access* component of the R1 threshold policy statement is found to be in **attainment**; however, this standard faces political, financial and social pressures that must be addressed to ensure its attainment status in the future. Besides the challenges of new land acquisitions and the difficulty of filling gaps in the bike trail system, there are the challenges of reconciling potentially polarizing issues such as closing or restricting public access to areas to protect natural or cultural resources or to preserve an experience for specific social groups. One example is the competing interest in managing and acquiring shoreline for public use versus restricting access to shoreline to protect and enhance habitat and populations of Tahoe Yellow Cress (*Rorippa subumbellata*).

The interim target of a 6% increase in public ownership of the Lake Tahoe shoreline between is in jeopardy of not being achieved if issues like land acquisition for recreation purposes are not equitably addressed. Maintenance of existing access levels is not adequate for the future based upon new housing starts and visitation trends. To remain in attainment, preservation of access and opportunities is essential and must be accompanied by the creation of new or expanded opportunities.

#### ***Threshold Target Dates***

The threshold is in attainment for Quality Experience and Additional Access.

### **10.3.2 R-2 FAIR SHARE OF RECREATION CAPACITY**

#### **Status of Indicators**

##### **Attainment**

R2 is also a Policy standard. Three indicators currently provide a mechanism for evaluation of the R2 threshold: cumulative accounts of “*persons at one time*” (PAOT) allocations, when applicable; facility development for recreation projects that do not require PAOT assignments; and land acquisition of new public lands that support recreation purposes. These indicators attempt to ensure that recreation development keeps pace with other urban development pressures. At the time of adoption of the 1987 Regional Plan, there was a concern that rapidly occurring private land development would usurp the remaining resource capacity without required preservation of a “fair share” of such capacity for meeting future public recreation facility demands, which were predicted to be slower to develop than private projects. Previously conducted research was unable to definitively determine “fair share” resource requirements (e.g., water, sewer capacity) for outdoor recreation facility development (Recreation Resource Allocation and Capacity Study, 1996, RRC Associates/ Vasey Engineering). Such resource capacities have not proven to be the limiting factor to date in the development of new recreation facilities. The three indicators of the R2 threshold are discussed below. Overall, based on these indicators the threshold is considered to be in attainment.

##### ***PAOT allocations***

It was assumed that the 1987 Regional Plan planned an appropriate level of outdoor recreation facility development, controlled by a people-at-one-time (PAOT) capacity system. PAOTs attempt to both promote and control recreation facility



development by acting as are both a target and a cap. PAOT capacity limits are a planning tool developed in the 1970's as a means to determine the appropriate size of a facility and the suitable number of patrons the site should accommodate, providing a snapshot of the capacity at any one time. PAOTs can theoretically be translated into numbers of parking spaces, restrooms, campsites, ski lifts and other site improvements. Thus, PAOT limitations are useful for designing a 'closed system' facility such as a ski resort. However, the regulations apply PAOTs only to downhill ski facilities and new cross country operations do not require PAOT allocations. Further, estimates of PAOT limitations, even for closed systems, can be affected by changing circumstances such as transit becoming available and "feeding" a facility that already provided parking capacity suited to its size, or if an area of beach expanding and contracting with fluctuations in the lake level.

PAOTs do not apply to or translate well for dispersed recreation activities, such as trail hiking, nor are they an indication of visitation to a recreation facility. In the latter context, visitation means the total number of persons that have been to a site over the course of a specified time period (turnover), whereas PAOTs are an indication of the number of patrons a site was designed to accommodate at one particular point in time. Further, directing, ensuring, and appropriately locating the development of recreation facilities that meet visitors' and residents' demands does not stem from the PAOT allocation system. It is a result of the efforts of experienced public land managers and private recreation providers. Opportunities to allocate PAOTs to private vendors that provide public recreation opportunities are limited by the definition of recreation providers and uses that are eligible to receive PAOTs. Theoretically, identical, adjacent beaches would or would not require a PAOT allocation depending upon the ownership.

While upgrades of existing recreation sites and facilities are ongoing and directly improving recreation experiences, facility expansion or creation from the main public recreation providers has been more limited. The opening of Thunderbird Lodge to the public and the new interpretive center at Sand Harbor are notable exceptions. The limiting resource for public facility development tends to be funding rather than natural or municipal resources (e.g., land coverage and sewer/water capacity). Public agencies are increasingly relying on private partners for implementation of projects that improve facilities, such as at ski areas or Forest Service resorts.

**Table 10-2: PAOT Disposition September 1986 to January 2006**

PAOT Categories	Original Regional Plan PAOT Allocations	Permitted as of 2001 Evaluation	Permitted as of January 2006	PAOT increase since last Evaluation	Total Percentage of All PAOTs used	PAOTS Remaining
Summer Day Use	6,761	89	546	457	8.1%	6,215
Summer Overnight	6,114	124	394	270	6.4%	5,720
Winter Day Use	12,400	3,585	4,473	888	36.1%	7,927
<b>Total</b>	<b>25,275</b>	<b>3,798</b>	<b>5,413</b>	<b>1,615</b>	<b>21.4%</b>	<b>19,862</b>

\* 2,000 of these reserved in Subsection 33.6.C.3. (c)(i) of the TRPA Code for marina and boat launching facility expansion pursuant to a master plan.

\*\* Only for downhill ski areas pursuant to a master plan pursuant to Subsection 33.6.C.3. (b)(i) of the TRPA Code

### ***Facility development for recreation projects that do not require PAOT assignments***

Not all facilities which increase public recreation capacity are captured under the current PAOT allocation system pursuant to the requirements of Chapter 33 of the TRPA Code. Specifically, summer day use PAOTs apply to all marinas, boat launching facilities, rural sports golf courses, visitor information centers, off-road vehicle courses, and tour boat operations. Summer overnight PAOTs apply to all developed campgrounds, group facilities, and RV parks. When they provide additional recreation capacity, PAOTs also apply to commercial boating and water-oriented recreation concessions. They apply when a Federal agency or State Department of Parks and Recreation (or their permittees) operate a recreation center, participant sports facility, sport assembly facility, beach recreation area, or day use area. They do not apply if those same facilities are created by other agencies, organizations or the private sector. No other recreation projects require PAOT assignments (e.g., non-water oriented recreation concessions, cross country ski courses, dispersed recreation and its support facilities such as hiking and riding trails, snowmobile courses, undeveloped campgrounds).

Thus, many projects have been developed that do not require PAOT assignments. For example, most urban recreation facilities and all CTC funded improvements installed through grants to a local government or special district are not required to obtain PAOTs, including the many North Shore Beach facilities that have seen significant improvement. The Kahle Community Center (Douglas County) and the South Lake Tahoe Community Playfields provide examples of newer urban recreation facilities which did not require a PAOT assignment. The BMX (bicycle motor-cross) track in South Lake Tahoe and the two south shore ice skating rinks similarly did not require assignment of PAOTs. The threshold indicator does not specify how success or lack thereof for non-PAOT facilities should be measured.

### ***Land Acquisitions***

Refer to R1 discussion regarding additional access.

### ***Progress Toward Achieving Threshold***

The R2 threshold is a difficult threshold to implement due to the high level of uncertainty associated with resource needs and facility development. Its main goal was to ensure that resource capacity, such as water and sewer, was retained to provide for new public recreation opportunities, rather than being exhausted by private development projects. While well intended, the main limitations on outdoor recreation facility development appear to be available funding for capital expenditures, operation, maintenance and staffing, and land available for acquisition rather than deficient resource capacity. There is a need to ensure that a diversity of new recreation facilities are provided for residents and visitors that keep pace with the rate of urban development rather than because there is a risk that sewer and water capacity will run out.

The status for the 'fair share of resource capacity' component of the policy standard was reported as in attainment in 2001 and no interim targets were established.

Aside from the disposition of PAOTs, there are not quantifiable benchmarks for the recreation policy standard to be evaluated against. Given the current status of

PAOT allocations alone, coupled with limited time remaining to utilize those PAOTs which were to be allocated over the life of the current Regional Plan, an argument can be made that the Basin is not attaining the Fair-share policy standard. To date projects have permitted 8.1% of the allocated Summer Day-use PAOTs, 6.4% of the Overnight PAOTs and 36.1% of the Winter Day-use PAOTs.

Between the years 1987 and 2003, approximately 5,413 PAOTs were developed: 4,473 for winter recreation facilities and 546 summer activity PAOTs. Thus, 82% of the PAOTs developed since 1987 have been for winter recreation (alpine skiing). By way of comparison, between the years 1992 and 2002, approximately 2,823 new residential units were constructed. The 2000 Census reports that the average residential occupancy for the Tahoe basin is between 2.0 and 2.5 persons per household. Therefore, 2,823 units multiplied by 2.5 persons per unit equates to 7,057 people. That is, 5,413 recreation opportunities were developed over a 17 year period, for 7,057 people that developed residential structures over a ten-year period. That is a person per opportunity ratio of 0.76 recreation opportunities for each individual, not accounting for existing residents, overnight visitors, or day-visitors or existing recreation opportunities.

This simple comparison, alone, could be construed to demonstrate that the recreational facility development has not kept pace with urban development. However, it presumes that houses constructed are occupied by residents, which has not proven to be the case. Further, development of additional tourist accommodation units to create new demand has not occurred; in fact, the number of such units has decreased. Other variables not included in the numerical PAOT tracking system affect recreation opportunities, including "day tripper" visitation.

The Forest Service Land and Resource Management Plan asserted that the regional demand analysis at the time of Regional Plan and Forest Plan adoption showed that the recreational demand for "fair share" would take 50 years to fill. Thus, it is reasonable to conclude that the PAOT capacity was a reservation of resource capacity because of the extended time period needed for implementation. If viewed as the Forest Service's 50 year target for achievement, assignment of 21% of overall PAOT capacity in a 20-year time frame is on track for accomplishment.

In addition to cumulative accounts of PAOT disposition, the two other indicators for this threshold include facility development of non-PAOT projects and land acquisition for recreation use purposes. Urban forms of recreation have expanded during this period, on both the north and south shores, as described in subsection 10.3.a. These non-PAOT projects – including Ice rinks, ballfields, and beaches -- have all seen development and improvement. Key land acquisitions previously discussed have opened up new public beach opportunities and dispersed access to the backcountry. Consequently, the use of PAOTs as a measure of success or failure, alone, does not adequately address progress towards attainment of the recreation threshold.

Additional facilities development includes two marinas. Tahoe Keys and Tahoe City marinas have completed Master Plans since 2000. PAOTs, however, are not assigned at the Master Plan level, but rather upon project-level approvals of

implementing projects. Consequently, use of some of the marina-specific PAOTs can be anticipated.

It is likely that, with the exception of marinas, private land will provide limited public recreation opportunities in the future. Private concessionaires on public lands, however, will be a major force in financing recreation opportunities. Further, as the private market contemplates land reuse as build out approaches, it is private lands supporting seasonal recreation facilities that will be viewed as “underperforming” where potential revenues are considered. Clearly, a new timeshare would bring in more revenue than an old, seasonal RV park or campground. As restoration projects and even other recreation upgrades are contemplated, preservation of, or mitigating the loss of, existing PAOTs and Tahoe resource-dependent recreation uses will be of paramount importance. Since the adoption of the 1987 Regional Plan, one formerly-public marina has become a residential use marina and four campgrounds (both public and private) are being contemplated for other uses. If public agencies accept dollars as mitigation for the loss of these facilities from private land to support new development on public land, it will possibly move project implementation forward more quickly than previously anticipated. However, development of such new public facilities (e.g., camping opportunities at Burton Creek State Park) had been previously contemplated and thus if they are used to mitigate the loss of existing facilities, there will not be cumulative increases in the number of facilities that had previously been anticipated by the creation of the PAOT pool.

### **2006 Status Evaluation Relative to Threshold Attainment Schedules**

PAOT assignment has been consistent with the 50-year development timeframe articulated by the Forest Service in its Forest Plan, but is lagging behind expected levels for the 20-year Regional Plan timeframe (see Table 10.3.1). PAOT assignment has been heavily weighted toward achievement of winter (downhill skiing) opportunities compared with summer opportunities.

Fortunately, development of non-PAOT projects and land acquisition have added new and diverse summer and winter recreation opportunities. Further, land acquisitions have obtained for the public important tracts of land that have expanded recreation opportunities. Consequently, the policy standard for preserving a fair share of the basin’s resource capacity for general public recreation pursuits is found to be in attainment when PAOT and non-PAOT projects are balanced and land acquisitions are considered.

This determination is paired with reservations that future land management planning requires considering sustainability in setting resource priorities. The disparity between residential development rates and PAOT allocations exemplified in the previous analysis coupled with few capacity-increasing recreation facility development projects being contemplated are some of the political, financial and social issues that must be addressed to ensure this standard’s attainment status in the future. Further, the potential loss of existing recreation opportunities, whether due to protection of other resource values such as stream environment zone restoration removing a campground or a private recreation provider changing the use to achieve higher revenue production, could undermine future achievement.

### ***Threshold Interim Target Status***

Because this threshold had been previously determined to be in attainment, no interim targets were established. New interim targets could be established to address the concerns raised with regard to possible trends that could undermine threshold achievement. The Pathway process may modify this threshold.

The recommended interim targets is:

1. With the adoption of the new Regional Plan, TRPA shall evaluate appropriate permit application requirements and/or regulations to ensure preservation or mitigation for the loss of recreation facilities/opportunities.

### ***Threshold Target Dates***

Threshold is in attainment.

## **10.4 EIP IMPLEMENTATION STATUS**

### **10.4.1 COMPLETED EIP PROJECTS AND CONTRIBUTION TO THRESHOLDS**

Approximately 66 environmental improvement projects focused on recreation resources have been identified in the Environmental Improvement program. TRPA records indicate that 31 of these improvement projects have been completed or partially completed to date (Table 10.-3). Overall these projects benefit attainment of the Recreation Thresholds. Benefits of paramount importance include projects that provide new and improved opportunities for public access to the lakeshore and other public lands, as well as onto Lake Tahoe itself. Other important projects provided new facilities, or improved existing facilities, to better meet environmental standards, to provide opportunities for public education, and to overall improve the visitor experience to better meet expectations regarding sanitation facilities, picnic amenities and the like.

Additional programmatic and research projects have been completed and are parts of ongoing programs so that recreation trends may be assessed, providing an overall benefit to the recreation program. In addition, two of four recreation-related operations and maintenance projects have been completed since the inception of the EIP program.

The EIP program is currently in the process of being updated. Therefore, recommendations for projects directed toward meeting attainment of the recreation thresholds will be made through that process.

**Table 10-3: Completed EIP Capital Improvement Projects**

EIP #	Title	Project Description	Status
59	Heavenly Phase I	Heavenly Ski Resort will construct new ski lifts and runs within their permit boundary portion of the Tahoe Region.	Multiple subprojects have been completed
131	Lake Side Trail	TCPUD implementation of bikeway network.	Multiple subprojects have been completed
287	Tahoe City Public Utility District Lake Forest Boat Ramp Expansion	Renovate and expand existing boat ramp and public pier; expand parking; add information kiosks. May require additional PAOTs.	Completed
293	USDA Forest Service Tahoe Rim Trail Additional Segments	USDA Forest Service, the California Tahoe Conservancy, and the Tahoe Rim Trail Foundation will construct additional rim trail segments (approximately 22 miles) to complete the system. Project will include: construction of trailhead at Fountain Place, 2.5 miles of new trail, whole access trail at Truckee River, bridge construction in Ward Canyon, GPS of entire trail segment, and trail segment brochures.	Completed
294	City of South Lake Tahoe Ski Run Public Beach Access	Develop 10,000 sq. ft. public beach with 200 linear feet of lake frontage at foot of Ski Run Blvd., 200 PAOT capacities.	Completed
509	Nevada State Parks North Canyon Trail	Develop new 4 mile hiking/equestrian trail from Spooner Lake to Marlette Lake at Spooner Lake unit of State Park. This will serve as an alternate to the existing trail. State Park Master Plan amendment required.	Multiple subprojects have been completed
510	USDA Forest Service Taylor Creek Stream Profile Chamber Enhancement	Enhance interpretive and viewing opportunities and redevelop pond and stream features.	Completed (No new capacity/PAOT)
512	USDA Forest Service/ California State Parks Eagle Falls – Vikingsholm Trail	Construct 1/2 mile pedestrian trail connecting Eagle Falls parking area and Vikingsholm parking area.	Completed
513	Emerald Bay State Park Lakeside Trail	Complete 2 miles of Recreation hiking trail connecting Eagle Point Campground and Vikingsholm area.	Completed

EIP #	Title	Project Description	Status
514	USDA Forest Service Thunderbird Estate Acquisition	The LTBMU acquisition of portions of Dreyfus Thunderbird Estate for public access. Approximately 140 acres are planned for acquisition. Acquisition costs provided through a land swap.	Completed
517	Nevada State Parks Sand Harbor – Memorial Point Trail	Construct new 3/4 mile trail between Sand Harbor boating beach and Memorial Point overlook. Undesirable trails will be rehabilitated and erosion control structures installed as needed.	Completed
518	USDA Forest Service Lands End Acquisition	LTBMU acquisition of 40 acres of Lands End property near Glenbrook, including 1,000 linear feet of lake frontage acquisition costs of \$6,000,000 provided through a land swap.	Completed
534	Uniform Rec Access Sign. Guidelines	Develop Regional uniform sign standards for recreation access signage to Lake Tahoe and other recreational facilities.	Completed
611	CA Tahoe Conservancy Cove East Recreation Access	Realign trail access to Lake Tahoe from Venice Drive east through Lower West Side Restoration project.	Completed
618	North Tahoe Lake Access Improvements	CTC will improve lake access, install day-use amenities, restrooms, picnic and interpretive amenities, and parking at the foot of Brockway Summit in Kings Beach.	Completed
621	CA Tahoe Conservancy Carnelian Bay Access Phase II	CTC will improve lake access parking, add interpretive walk, construct restrooms and restore approximately 1.5 acres of SEZ.	Completed
859	Rainbow Trail Rehabilitation	USDA Forest Service, the California Tahoe Conservancy, and the National Forest Foundation will rehabilitate and improve the interpretive opportunities at the existing Rainbow Trail near Taylor Creek Visitors Center. Trail improvements and interpretive programs benefit Water quality and protects SEZ's.	Completed
862	Memorial Point Overlook Improvements	NV State Parks will construct site improvements at Memorial Point Overlook along SR 28. Project will include overlook deck and interpretive exhibits.	Completed
863	Spooner Lake State Park Improvements	NV State Parks will expand existing parking area at Spooner Lake State Park. Other site improvements will include water quality improvements.	Multiple subprojects have been completed

EIP #	Title	Project Description	Status
864	Sand Harbor Visitors and Interpretive Center	NV State Parks will develop a visitors and interpretive center at Sand Harbor State Park. Additional site improvements will include park store, snack bar, and maintenance area rehabilitation and major site utility upgrades to service the facilities.	Multiple subprojects have been completed (No new capacity/PAOT)
865	Van Sickle State Park Phase I	NV State Parks will develop a Master Plan for Van Sickle State Park. Master Plan approved elements will be implemented.	Land acquisition has been completed (NO PAOTs assigned to date)
866	Spoooner Summit Trailhead and Parking	Nevada State Parks and the NV Dept. of Transportation will develop trailhead at Tahoe Rim Trail/Spoooner Summit North area with additional parking. Additional water quality improvements will include fencing, rock slope stabilization, vehicle bollards, revegetation, and interpretive signs.	Completed
982	Marina Master Plan – Tahoe City Yacht Club Marina	Tahoe City Yacht Club Marina will draft a Marina Master Plan and provide associated environmental documents to support and mitigate the expansion of their marina.	Completed
983	Marina Master Plan – Tahoe Keys Marina	Tahoe Keys Marina will draft a Marina Master Plan and provide associated environmental documents to expand the Tahoe Keys Marina.	Completed
10043	USDA Forest Service Campground Bear Proof Retrofit	Install bear proof food lockers and bear proof trash containers at all USFS campground facilities; Fallen Leaf campground, Meeks Bay campground, Meeks Bay Resort campground, Camp Richardson campground, Bayview campground, Nevada Beach campground, Zephyr Cove Resort, William Kent campground, and Kaspien campground.	Completed
10090	El Dorado Beach/Day Use Parking Expansion	Develop an additional (accessory use) parking lot to support the El Dorado Beach day use area. This lot will support existing use by providing parking facilities for existing users that currently park in the Harrison Ave. commercial district and adjacent unpaved areas.	Completed



EIP #	Title	Project Description	Status
10092	Recreation Signage Implementation	Public and private recreation providers will begin installation and rehabilitation of recreation signage, including lake access signs, based upon the Recreation Sign Guidelines (# 534). Sign types include facility identification, lake access, bike trails, and other recreation opportunity identification.	Multiple subprojects have been completed
10127	Commons Beach Improvements	Commons Beach located in Tahoe City will be rehabilitated. Existing facilities will be retrofitted, day-use and picnic areas will be improved, and a bike trail will be constructed. The beach will be landscaped with BMPs installed. ADA access and other amenities will be developed.	Completed

## 10.5 THRESHOLD NEED FOR CHANGE

A conclusion of the recreation threshold evaluation is that the recreation threshold standards and policies require re-evaluation for possibly recalibration or amendment. These changes also relate to updating the management system itself and coordination with other agencies. It is the recommendation of this report that TRPA should pursue the amendments to the environmental threshold carrying capacities developed and recommended as part of the Pathway 2007 process. The sections below summarize the proposed amendments. As noted, amendments are scheduled for action with adoption of the Regional Plan package in 2008, while others will require further development and analysis by TRPA. The proposed changes include replacing the current value statements with the statement of an all encompassing vision for recreation, and more specific threshold goals for recreation opportunity and recreation access.

The following proposed Vision Statement and Threshold Goal Statements reflect the recommended basis for changing the existing threshold standard.

**Recreation Vision:** The Lake Tahoe Basin's unique natural, cultural and human environments provide sustainable recreation opportunities consistent with public desires and natural resource capacities. Recreation is linked to irreplaceable natural assets, the regional economy, and social well-being.

In addition to the vision statement, two separate threshold goals were developed. They include:

**Threshold Goal 1 – Recreation Opportunity:** Provide a suitable spectrum of high-quality recreational opportunities while sustaining Lake Tahoe's natural setting as an outstanding recreation destination.

The *Opportunity* portion of the recreation threshold indicator R -1 falls under this threshold goal, as well as the facility/opportunity development portion (PAOT/non-PAOT) of the R-2 Threshold. Indicators would include recreation surveys for the quality of opportunities, the number of opportunities and implementation of adopted recreation plans.

**Threshold Goal 2 - Recreation Access:** Provide additional high-quality access where lawful and feasible to natural areas and shorezone consistent with desired resource conditions and user expectations.

The *Access* portion of the R-1 recreation threshold indicator and standard, as well as the acquisition portion of the R-2 recreation threshold indicator and standard are both encompassed by under this threshold goal. Indicators would include recreation surveys for the quality of recreation access and availability of access to public lands, shorezone and trails. Quantifiable measures for trails and trailheads on public land, shoreline, public lands and access easement retention would track process towards achievement.

The Recreation Threshold Category has been difficult for TRPA to directly influence, but the EIP projects have provided a mechanism. They are principally implemented by cooperating agencies and private development projects. TRPA relies on these private and public recreation providers to offer a variety of opportunities while simultaneously managing the many other basin resources, such as vegetation and wildlife habitat. The inherent qualitative nature of the recreation threshold category and its non-numeric indicators have made the recreation standards difficult to measure, which is something to try to correct in the Regional Plan Update process.

### **10.5.1 R-1 QUALITY EXPERIENCE AND ADDITIONAL ACCESS**

#### **Threshold Recommended Changes**

Replace “*quality experience*” with “*opportunities*” which presumes that a diversity of recreation opportunities will yield the potential for quality experiences for recreationists.

Bifurcate “access” from the opportunity measure to enable a focused, independent assessment.

New, quantifiable indicators and standards will be created to better be able to measure recreation opportunity threshold achievement. Potential indicators may include the following:

1. Rec Survey: Quality of opportunities
2. Number of recreation opportunities
3. Implementing adopted recreation plans

These proposed changes may be further refined, modified and implemented after further analysis by TRPA.

### **Rationale for Change**

The recommended threshold goal changes stem from a desire to retain recreation opportunity and access as key Regional priorities. The difficulty in measuring the two existing recreation policy thresholds makes it difficult to determine whether the standards are being met.

## **10.5.2 R-2 FAIR SHARE OF RESOURCE CAPACITY**

### **Threshold Recommended Changes**

Dropping the “fair share of capacity” concept while retaining the measure of recreation *opportunities* using something other than PAOT/no-PAOT projects that provide quantifiable opportunity indicators and standards will better measure threshold achievement. Simultaneously, the new “access” proposal would retain the land acquisition measure that has resulted in important new recreation areas, while also emphasizing retention of existing access.

New, quantifiable indicators and standards will be created to better be able to measure recreation opportunity threshold achievement. Potential indicators may include the following:

1. Available access to public land, shorezone, and trails on lands managed for public access.
2. Rec Survey: Access quality

These proposed changes may be further refined, modified and implemented after further analysis by TRPA.

### **Rationale for Change**

The proposed threshold goals reformat and combine the working elements of the current Recreation thresholds, while eliminating from the threshold standards those elements that did not prove workable. They provide quantifiable measures that reduce speculation as to threshold compliance.

There has been little in the way of facility expansion or creation from the main public recreation providers in recent years; however, retrofits of older facilities (including accessibility retrofits) have made significant differences to both the recreation experience and the range of opportunities. Further, opportunities to allocate PAOTs to most private vendors that provide public recreation opportunities are limited due to the definition of recreation providers and uses that are eligible to receive PAOTs. Thus, the proposed “opportunity” desired condition makes a more meaningful difference for recreationists than counting PAOTs. Capacity measures will be valuable at the Code/regulation level, rather than the Threshold level. The limiting resource for facility development is funding rather than natural or municipal resources (e.g., land coverage and sewer/water capacity).

The importance of public land acquisition to recreation opportunities cannot be overemphasized, especially for the shorezone. The proposed “access” desired condition would be measured for achievement by quantifiable measures, including retention of access opportunities.

## 10.6 RECOMMENDATIONS

### 10.6.1 ALL THRESHOLDS

#### Status of 2001 Threshold Evaluation Recommendations

**Table 10-4: 2001 Recreation Recommendations**

Recommendation	Rationale	Status
<p><u>Waterborne excursions:</u> TRPA should work with Marinas and Tour boat operators to expand operations, where financially feasible and environmentally sound, to increase access to Lake Tahoe.</p>	<p>A desire to provide additional lake-oriented recreation opportunities.</p>	<p>Additional waterborne transit and excursions were approved at the project level during this plan period. A plan area statement amendment was adopted to enable waterborne transit to service Emerald Bay. Federal funding was received for assessment of a north to south shore ferry system.</p>
<p><u>Historic resource research:</u> Conduct necessary research of historical resources that may lend themselves to recreation opportunities. Conduct site assessments, determine suitability for recreation use and determine appropriate level of visitation. Incorporate findings into Recreation GIS and Regional Recreation Master Plan.</p>	<p>Provide new niche tourism recreation opportunities and preserve Lake Tahoe's rich history for future generations.</p>	<p>Research has been conducted at a project scale. Thunderbird Lodge was opened as a new public recreation facility during this regional plan period.</p>
<p><u>Recreation Master Plan and Research:</u> Gather and compile the necessary data to develop a detailed recreation GIS leading to the development of the Regional Recreation Plan in cooperation with Tahoe Coalition of Recreation Providers.</p>	<p>Regional "look" at the recreation opportunity range available at Lake Tahoe.</p>	<p>A Regional Recreation Map is now available in the TRPA GIS system. A draft regional recreation plan was prepared in 2005 with the assistance of a recreation industry advisory group and an outside consulting firm. This document was not brought forward to the Governing Board for adoption and incorporation into the Regional Plan. Instead, the draft plan is being used as a tool for the development of the new Regional Plan. This prevents adoption a plan that may need revision based upon the content of the new Regional Plan. While not completed within the timeframe of the interim target date, the plan was nonetheless completed.</p>
<p><u>Operations and Maintenance:</u> Research and develop a program to secure funding annually for facility improvement, maintenance and operation. May include different approaches, such as grant</p>	<p>A desire to have facilities meet modern user expectations.</p>	<p>While no program was adopted, recreation providers have been upgrading existing facilities as described in Section 10.3.a of this chapter.</p>

Recommendation	Rationale	Status
applications, fund raisers, community volunteer work, etc.		
<u>Recreation experience surveys:</u> Conduct surveys to gain an understanding of recreation users' experiences in Tahoe, and track any negative or positive trends. At least four surveys should occur between 2001 and 2007 (two winter and two summer activity oriented surveys). Engage TCORP members for annual funding.	An opportunity to determine user satisfaction and insights into gain recreation trends.	See Section 10.3. of this chapter.
<u>Expand recreation shuttle service:</u> Ski areas should encourage increased ridership of ski shuttle buses through an incentive program and shall be required to employ these measures concurrent with Master Plan and/or expansion activities/implementation. Incentives may include: 1) discounts for lift tickets and ski packages when the shuttle system is used for access; 2) parking fees at base areas; 3) reducing parking supply at the existing base areas to reduce vehicle parking at the site; and 4) increasing employee shuttle services to maximize the use of shuttles by employees.	Provide means to get people out of their cars and reduce congestion and traffic, the primary complaint in recreation surveys.	Shuttles have been an important part of the Heavenly Mountain Resort operations; however, the installation of the gondola connecting the South Lake Tahoe bed base with the mountain has likely had the greatest effect on diverting vehicle trips to the mountain.
<u>Complete Shorezone Ordinance/EIS:</u> Complete the Shorezone Ordinance Amendments EIS and present to TRPA's Governing Board.	Important to lake and lakeshore recreation opportunities.	In progress.
<u>Preservation of legally existing public access:</u> Add appropriate Code language as part of the new Regional Plan to address subdivision and other development actions that may result in the loss of legal public access, i.e., lot-line-adjustments, change of use and multi-family developments. Consider procedural modifications and application material requirements for the Project Review Division of TRPA to more effectively address this issue.	Insure that recreation gains do not simply offset losses.	The Regional Plan was not amended to address the abandonment of existing access easements and rights-of-way. This interim target has not been met. However, an opportunity exists during the Pathway process to incorporate this concept officially into the new Regional Plan. Today there is greater staff awareness of the need to scrutinize project and subdivision applications to avoid the loss of legal public access.

### **Recommended changes for 2006**

The recommendations for changes to recreation thresholds are described in Section 10.5 of this report and also included in the Draft Pathway 2007 Evaluation Report (Version 1.1, 2006) and Technical Supplement. Some of the

recommended changes will be addressed in the 2008 Regional Plan Update. The specific changes to be brought forth in the update will be evaluated in an Environmental Impact Statement to be completed before public hearings and requests for Governing Board action. The Compliance Measure updates listed in this document are intended to provide new information on monitoring, interim targets and to correct previous grammatical and factual errors. Potential changes to threshold standards and indicators will be addressed in the Threshold Update portion of the EIS for the Regional Plan Update.

The following Compliance Measures were identified as “measures in place” in the 2001 Threshold Evaluation for the two Recreation thresholds:

8, 13, 16, 36, 40, 41, 42, 62, 63, 65, 68, 71, 72, 101, 102, 152, 175, 177, 178, 191, 192, 193, 194, 198, 199, 200, 201, 203, 204, 205.

### **Implementation of Supplemental Compliance Measures**

The following Supplemental Compliance Measures were identified in the 2001 Threshold Evaluation to enhance threshold attainment and maintenance for the two Recreation thresholds: 107, 108, 206, 207, 208 and 209. Supplemental Compliance measures 107 and 108 were also included and are addressed in this report under the section Additional Bicycle Trails.

### **Modifications or Deletions of Past Compliance Measures**

The supplemental compliance measures 206, 207, 208 and 209 are scenic measures in place and are recommended for deletion under both Recreation Thresholds. While of value to a quality recreation experience, they will be addressed through the scenic program rather than the recreation program. They were never identified in the Master List of Compliance Measures as having a recreation benefit.

The following compliance measures are recommended for deletion from the Recreation program because they are addressed by their primary resource program and their relationship with recreation is more of a byproduct that enhances a quality recreation experience rather than recreation being the driving force:

8, 13, 16, 36, 42, 62, 63, 175.

The following compliance measures are recommended for addition: 195, Hiking and Riding Facilities; and 196, Scenic Quality of Recreation Facilities. The previous omission of these compliance measures from Recreation appears to be an oversight.

## **10.7 REFERENCES**

Recreation Resource Allocation and Capacity Study, 1996, RRC Associates/  
Vasey Engineering





**Category: Recreation**

**Parameter: High quality recreational experience; additional access to undeveloped lands.**

1. STANDARD: It shall be the policy of the TRPA Governing Body in development of the Regional Plan to preserve and enhance the high quality recreational experience, including preservation of high quality undeveloped shorezone and other natural areas. In developing the Regional Plan, the staff and Governing Body shall consider provisions for additional access, where lawful and feasible to the shorezone and high quality undeveloped areas for low density recreational use.

2. INDICATOR (UNITS): Experience of recreation users regarding the quality of recreation experiences as recorded in surveys of TRPA and recreation providers by comparing the importance of identified recreation attributes (facilities and conditions) with the perceived Lake Tahoe Experience (unitless).

Additional access to the Lake and other natural features by the general public (including urban areas and edges), via land acquisition programs, additional trailheads and supporting amenities, additional trails, and additional bicycle trail segments. See interim targets for quantities.

3. MONITORING SUMMARY: In the past ~~fifteen~~ **twenty** years, limited consistent surveys of recreation users have been conducted by Tahoe recreation providers to monitor user perception of recreation quality, relative satisfaction levels with facilities and programs, and recreation activities, on a Regional basis. Additional land acquisition for low density recreational use, developed and urban recreation facility improvements, and development of dispersed recreation amenities has been monitored by TRPA in cooperation with appropriate agencies.

4. ATTAINMENT STATUS: ~~Attainment Non-attainment. At this time, the Region is believed to attain both portions of the threshold, however, given that the interim targets from 1996 for the R1 threshold were not completely realized within the past five years, the status is non-attainment.~~

5. TARGET DATE: ~~2006~~ The threshold is in attainment.

6. EVALUATION INTERVAL: Five years

7. INTERIM TARGETS:

a. Annual user surveys conducted by TRPA in cooperation with the recreation providers which include questions regarding user satisfaction levels and perceptions of the quality of the outdoor recreation experience. Surveying efforts should occur during the winter and summer recreation seasons.

b. Additional miles of bicycle and multi-use trails shall be developed by 2011: ~~between 2001 and 2007 include the following:~~

Paved Bike Trails  
 Class 1: 38.5 miles  
 Class 2: 32 miles  
 Class 3: 13 miles

Multi-use Trails  
 25 miles

c. ~~Develop the Regional Recreation Plan at the following schedule:~~

~~April 2003: New R1, R2 Threshold  
 November 2003: Regional Capacity Estimates~~

~~January 2004: New R3 Threshold  
 April 2004: Complete Master Plan~~

d. ~~By June 2002, TRPA should amend the Regional Plan, and evaluate appropriate permit application requirements to ensure preservation of existing legal public rights-of-way and easements which provide public access to public lands, including Lake Tahoe.~~

With the adoption of the new Regional Plan, TRPA shall evaluate appropriate permit application requirements and/or regulations to ensure preservation of existing legal public rights-of-way and easements which provide public access to public lands, including Lake Tahoe. Specifically, standards need to be developed for lot-line-adjustments, abandonment of easements and ROWs and subdivisions of land and existing structures.

e. ~~In 2001, 46% of Lake Tahoe's shoreline was in public ownership. Tahoe land management agencies shall attempt to~~

~~increase this inventory to 50% of the shoreline by 2007.~~

44% of Lake Tahoe's shoreline is in public ownership. Tahoe land management agencies shall attempt to increase this inventory to 50% of the shoreline by 2011.

8. COMPLIANCE MEASURES:

a. MEASURES IN PLACE: RECREATION  
Compliance Measures in place for the recreation resources include: 8, 13, 16, 36, 40, 41, 42, 62, 63, 65, 68, 71, 72, 91, 92, 152, 175, 177, 178, 191, 192, 193, 194, 195, 196, 198, 199, 200, 201, 203, 204, 205.

~~b. EFFECTIVENESS OF MEASURES IN PLACE: Refer to Table 9, 10-4 of the Recreation Chapter for a complete evaluation of each Compliance Measure.~~

c. SUPPLEMENTAL MEASURES: The following Supplemental Compliance measures should be implemented by TRPA to enhance threshold attainment and maintenance: 107, 108, ~~206, 207, 208, 209.~~

9. ADEQUACY OF COMPLIANCE MEASURES: The adequacy of existing compliance measures in place, and implementing the supplemental measures, is expected to attain and maintain the threshold, provided that adequate funding and other resources can be obtained to support staff and the measures in place and supplemental measures. ~~See Table 9, 10-4 for specific information regarding each measure.~~

**Category: Recreation**

**Parameter: Outdoor recreation capacity available to the general public.**

1. STANDARD: It shall be the policy of the TRPA Governing Body in development of the Regional Plan to establish and insure a fair share of the total Basin capacity for outdoor recreation is available to the general public.
2. INDICATOR (UNITS):  
Cumulative accounts of PAOT disposition, when applicable (units)  
  
Facility development of non-PAOT projects.  
Land acquisition for recreation use purposes (acres).
3. MONITORING SUMMARY: TRPA is to monitor the status of resource capacities through maintenance of cumulative accounts pursuant to Chapter 32. In the past ~~fifteen~~ twenty years, additional recreation opportunities have been developed in the Region. Most of the additional opportunities, however, have not been allocated PAOTs due, in large part, to the limited definition of PAOT allocations and a lack of resources in the recreation program.
4. ATTAINMENT STATUS: Attainment. Most of the additional recreation capacity which has been added in the last five years is available to the general public. ~~Additional PAOTs, however, have not been allocated at a rate which will insure threshold attainment by July 1, 2007.~~
5. TARGET DATE: The threshold is in attainment. ~~Not applicable~~
6. EVALUATION INTERVAL: Five years
7. INTERIM TARGETS: ~~Due to this threshold being determined to be in attainment, there is no need for interim targets.~~  
With the adoption of the new Regional Plan, TRPA shall evaluate appropriate permit application requirements and/or regulations to ensure preservation or mitigation for the loss of recreation facilities/opportunities.

8. COMPLIANCE MEASURES: ~~Refer to Table 9.10-4 of the Recreation Chapter for a complete evaluation of the Compliance Measures.~~
  - a. MEASURES IN PLACE: RECREATION Compliance Measures in place for recreation resources include: 8, 13, 16, 36, 40, 41, 42, 62, 63, 65, 68, 71, 72, 91, 92, 152, 175, 177, 178, 191, 192, 193, 194, 195, 196, 198, 199, 200, 201, 203, 204, 205.
  - ~~b. EFFECTIVENESS OF MEASURES IN PLACE: Refer to Table 9.10-4 of the Recreation Chapter for a complete evaluation of each Compliance Measure.~~
  - c. SUPPLEMENTAL MEASURES: The following Supplemental Compliance measures should be implemented by TRPA to enhance threshold attainment and maintenance: 107, 108, ~~206, 207, 208, 209.~~
9. ADEQUACY OF COMPLIANCE MEASURES: The adequacy of existing compliance measures in place and implementing the supplemental measures, is expected to attain and maintain the threshold, provided the adequate funding and other resources can be obtained to support staff and the measures in place and supplemental measures. ~~See Table 10-4 for specific information regarding each measure.~~