

2 REGIONAL PLAN UPDATE ALTERNATIVES

2.1 INTRODUCTION

The purpose of the Regional Plan Update is, in accordance with the Tahoe Regional Planning Compact (Compact), to make adjustments to the goals, policies, and implementation measures of the Regional Plan that are reflective of current conditions and that will move the Lake Tahoe Region toward attainment and maintenance of environmental threshold standards. The existing Regional Plan was adopted by the Tahoe Regional Planning Agency (TRPA) in 1987, and although amendments to elements of the plan have been adopted over time, the plan still reflects the issues that were most important at that time: rampant growth and the threat of irreparable environmental damage from inappropriate development. To make the Regional Plan more relevant for contemporary challenges in the Region, the Regional Plan Update contains modified goals, policies, and implementation measures to expedite threshold standard attainment and better address the major issues of today, including water quality and community sustainability.

2.2 LOCATION

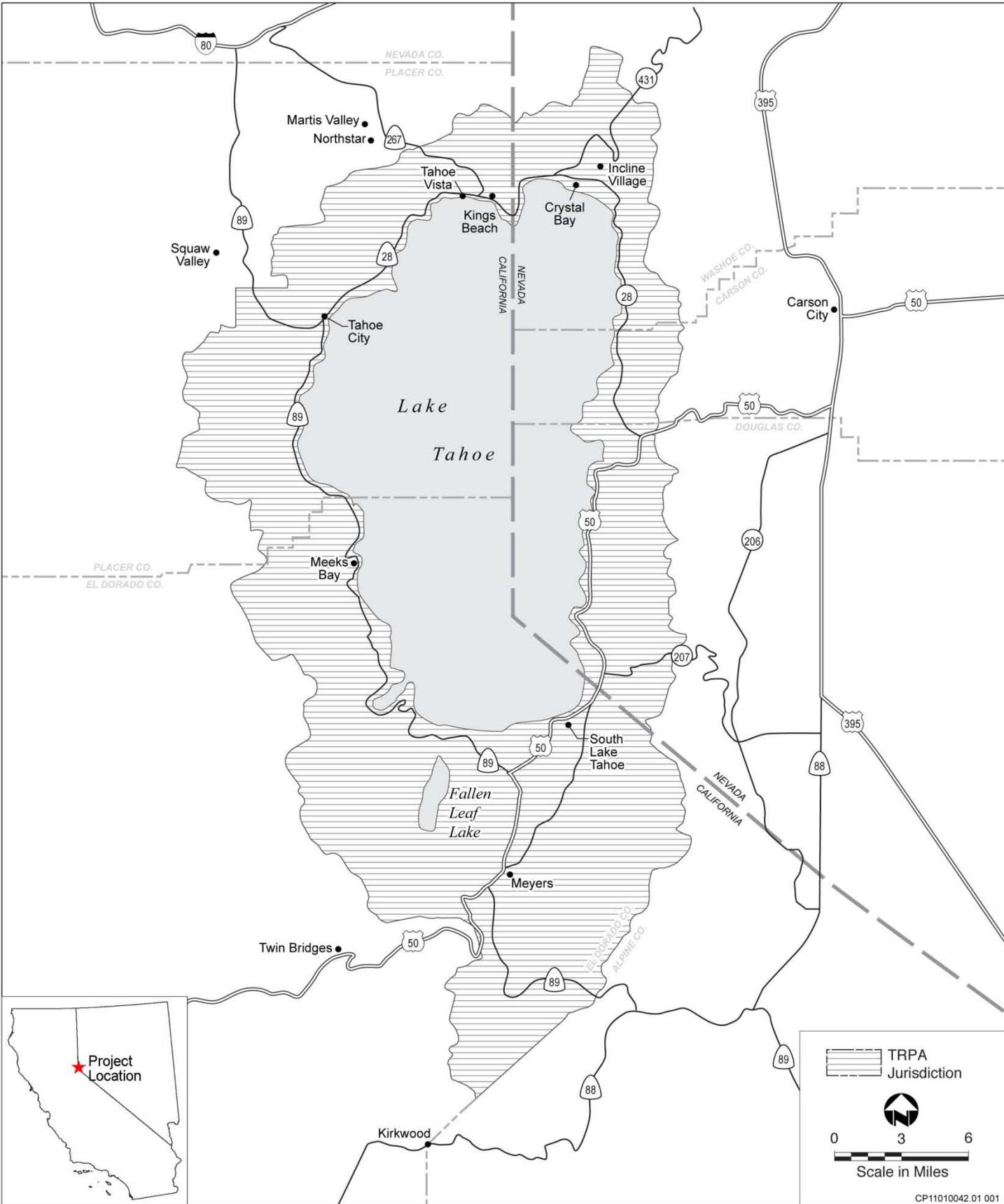
The Lake Tahoe Region encompasses the Lake Tahoe Basin along with additional areas near Lake Tahoe's outlet at Tahoe City. The Lake Tahoe Basin is a watershed situated between the main crest of the Sierra Nevada and the Carson Range, bisected by the California-Nevada state line. The Region covers approximately 325,000 acres, of which 123,000 acres is Lake Tahoe itself. The total land area of the Region is more than 202,000 acres, consisting primarily of steeply sloping mountains, with peaks ranging in elevation from approximately 8,000 to 11,000 feet above sea level. Because land in the Region is mostly mountainous with slopes greater than 20 percent, development has generally been limited to the relatively flatter areas surrounding the Lake shore and an alluvial plain extending south from the Lake. The remaining lands are generally held in public ownership, the majority of which are administered by the U.S. Forest Service (USFS), Lake Tahoe Basin Management Unit (LTBMU).

The Region has approximately 20 developed communities, only one of which, the City of South Lake Tahoe, is incorporated. The primary highway access routes to Lake Tahoe are Interstate 80 (I-80), which passes just north of the Region, U.S. Highway 50 (US 50), California State Routes 89 and 267 (SR 89, SR 267), and Nevada State Routes 431 and 207 (SR 431, SR 207). California and Nevada State Route 28 (SR 28) also provides access to the north and east shores of the Lake. The Lake Tahoe Airport, located in the City of South Lake Tahoe, is available for public use. Commercial airline service to the Region is provided by the Reno-Tahoe International Airport, located in Reno, Nevada.

Exhibit 2-1 illustrates the location and major geographic features of the Lake Tahoe Region.

2.3 STRUCTURE OF THE REGIONAL PLAN

The Regional Plan consists of the Goals and Policies, Code of Ordinances, Land Use Map, and plans for specific geographic areas. The Goals and Policies document identifies regional goals and provides policy direction to achieve those goals. It is organized into a series of elements and subelements to address the sensitive resources and unique environmental and community issues facing the Region. The Code of Ordinances is the collection of regulations and measures developed to implement the Goals and Policies. The Land Use Map and plans for specific geographic areas guide zoning, designate allowable uses, and provide other approaches to achieving the Goals and Policies in those areas. In the existing Regional Plan, plans for specific geographic areas include Plan Area Statements (PASs), Community Plans, Master Plans, and other Specific Plans. Each of these components of the Regional Plan is discussed in more detail below.



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Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-1.

Lake Tahoe Region



The Regional Plan is supported by several other documents that provide direction for, or aid in, the implementation of the Regional Plan:

- ▲ Governing Board Resolution 82-11 adopting Environmental Threshold Carrying Capacities (threshold standards) for the Lake Tahoe Region. Threshold standards identify environmental targets or standards necessary to maintain significant scenic, recreational, educational, scientific, or natural values of the Region. The adopted threshold standards are the overall goals that the Regional Plan is intended to achieve and maintain;
- ▲ Water Quality Management Plan, prepared pursuant to Section 208 of the federal Clean Water Act, which details water quality protection and improvement measures for the Region; and
- ▲ Environmental Improvement Program (EIP), which identifies capital improvement projects necessary to achieve threshold standard attainment.

Portions of these documents will be updated to be consistent with the Regional Plan, either at the same time or following adoption of the Regional Plan Update.

2.3.1 GOALS AND POLICIES

The Goals and Policies are the heart of the Regional Plan. They are statements of policy to guide decision making as it affects the Region's resources and attainment of environmental threshold standards, and are intended to provide opportunities for orderly growth and development consistent with adopted standards. The Goals and Policies are addressed in five major elements as prescribed in the Compact—land use, transportation, conservation, recreation, and public services and facilities—plus the elements required for implementation. The transportation and public services and facilities elements currently stand alone, while the following elements contain subelements:

- ▲ **Land Use Element:** Land Use Subelement, Housing Subelement, Community Design Subelement, Noise Subelement, Natural Hazards Subelement, Air Quality Subelement, and Water Quality Subelement
- ▲ **Conservation Element:** Vegetation Subelement, Wildlife Subelement, Fisheries Subelement, Soils Subelement, Shorezone Subelement, Scenic Resource Subelement, Open Space Subelement, Stream Environment Zone Subelement, Cultural Subelement, and Energy Subelement
- ▲ **Recreation Element:** Dispersed Recreation Subelement, Developed Recreation Subelement, and Urban Recreation Subelement
- ▲ **Implementation Element:** Institutional Subelement, Development and Implementation Priorities Subelement, Financing Subelement, and Monitoring and Evaluation Subelement

The following provides an overview of the purpose of the elements and subelements proposed to be revised in the Regional Plan Update.

Land Use Element

- ▲ **Land Use Subelement:** In general, the Land Use Subelement sets forth the fundamental land use philosophies of the Regional Plan, including the direction of development to the most suitable locations in the Region; the maintenance of environmental, social, physical, and economic well-being of the Region; and the coordination of the Regional Plan with local, state, and federal requirements.
- ▲ **Housing Subelement:** The purpose of the Housing Subelement is to make provisions for adequate housing in the Region, based on periodic assessment of housing needs. Because local jurisdictions are required by statute to address housing, this subelement addresses housing from a regional perspective, but implementation occurs through the adopted plans of local jurisdictions.

- ▲ **Community Design Subelement:** The Community Design Subelement seeks to minimize the contrast between the natural and built environments; it provides policy direction and lays the foundation for design criteria that ensure compatible development and achievement of TRPA’s scenic threshold standards. To secure attainment of the scenic threshold standards, design standards and guidelines must be implemented for new, remodeled, and rebuilt structures so that scenic ratings increase and the built environment becomes more compatible with the natural, scenic, and recreational values of the Region.
- ▲ **Air Quality Subelement:** The Compact directs TRPA to develop a land use plan that considers air resources, as well as a transportation plan that reduces air pollution from motor vehicles. TRPA is also required to attain federal, state, and local air quality standards for the portions of the Region to which they apply. The Air Quality Subelement establishes goals, policies, and implementation measures intended to attain and maintain TRPA’s air quality threshold standards and all applicable federal, state, and local standards for air quality.
- ▲ **Water Quality Subelement:** The focus of water quality enhancement and protection in the Region is to minimize the effects of human disturbance to the watershed and reduce or eliminate pollutants that result from existing and proposed development. The Water Quality Subelement establishes goals, policies, and implementation measures designed to attain and maintain TRPA’s water quality threshold standards. The Compact includes the following statements and direction related to water quality:
 - // The waters of Lake Tahoe are threatened with deterioration or degeneration, which endangers the natural beauty and economic productivity of the Region (Article I(a)(1));
 - // TRPA shall develop an enforceable land use plan for, among other purposes, the uses of water and other natural resources within the Region (Article V(c)(1));
 - // The Regional Plan shall provide for attaining and maintaining federal, state, or local water quality standards, whichever are the strictest, in the respective portions of the Region for which the standards are applicable (Article V(d)); and
 - // The Regional Plan shall, by ordinance, identify the means and time schedule by which water quality standards will be attained (Article V(d)).

Transportation Element

- ▲ The Compact calls for the development of an integrated transportation plan addressing all modes of travel to “reduce dependency on the automobile,” “reduce ... air pollution which is caused by motor vehicles,” and provide “public transportation and public programs and projects related to transportation” (Article V(c)(2)).

Conservation Element

- ▲ **Vegetation Subelement:** The Compact states that “there is a public interest in protecting, preserving, and enhancing [environmental and ecological] values for the residents of the Region and for visitors to the Region” (Article I(a)(7)). The Vegetation Subelement aims to preserve and enhance Tahoe’s common vegetation, uncommon vegetation, sensitive plant communities, and old growth plant communities. The Vegetation Subelement works to achieve the vegetation threshold standards by guiding the protection and management of Tahoe’s vegetation resources.
- ▲ **Wildlife and Fisheries Subelements:** The Compact recognizes that “[t]he Region exhibits unique environmental and ecological values which are irreplaceable” (Article I(a)(3)). The Wildlife and Fisheries Subelements seek to achieve the wildlife and fisheries threshold standards by minimizing the effects of urbanization on wildlife and fish resources, with a focus on maintaining suitable habitats and habitat diversity. Threshold standards for fisheries include instream flow and lake and stream habitats. Nondegradation management standards have been adopted for spawning and feed/cover habitats in Lake Tahoe and a threshold policy statement supports the reintroduction of Lahontan cutthroat trout.
- ▲ **Soils Subelement:** The Soils Subelement addresses soil as a growth medium for the Region’s flora, in addition to the numerous chemical, physical, and biological functions that are critical to sustaining healthy ecosystems and maintaining environmental quality, including water quality.

- ▲ **Cultural Subelement:** The Cultural Subelement addresses historical and cultural landmarks, sites, and structures.

Public Services and Facilities Element

- ▲ The intent of the Public Services and Facilities Element of the Regional Plan is to plan for infrastructure that supports existing and new development consistent with the Regional Plan and the adopted threshold standards. The element recognizes that reliable and adequate public services must be considered as part of project review and approval; that spills of liquid and solid waste must be prevented from degrading Lake Tahoe and the Region's surface water and groundwater; and that public safety service providers are expected to maintain sufficient facilities to meet projected growth levels for the Region.

Implementation Element

- ▲ The Implementation Element provides the commitment and coordination of effort, development of management and financial programs, and incorporation of a monitoring program to measure progress of Regional Plan implementation.

The following elements and subelements are included in the 1987 Regional Plan, but are not proposed for substantive amendments that would result in environmental consequences under any of the alternatives. Under Alternatives 2 through 5, these subelements would be re-formatted for consistency, outdated text would be updated to reflect current established practices, and other minor clarifications would be incorporated. None of these clarifying changes would have environmental consequences.

Land Use Element

- ▲ **Noise Subelement:** The Noise Subelement establishes goals and policies to attain and maintain threshold standards for noise from a variety of sources, including aircraft, boats, vehicles, and snowmobiles.
- ▲ **Natural Hazards Subelement:** Events of nature that can be hazardous to public health and safety are addressed in the Natural Hazards Subelement. These events include flood, fire, avalanche, seiche, and earthquake.

Conservation Element

- ▲ **Shorezone Subelement:** The Shorezone Subelement provides for regulation of appropriate uses along the shorezone of Lake Tahoe, Fallen Leaf Lake, and Cascade Lake.
- ▲ **Scenic Resource Subelement:** The Compact declares, "maintenance of the social and economic health of the Region depends on maintaining the significant scenic ... values provided by the Lake Tahoe Basin" (Article I(a)(6)). To this end, the Scenic Resource Subelement seeks to preserve the Region's unique scenic resources. It provides the policy direction to achieve and maintain the scenic threshold standards, increase visual access to the Lake, and ensure that projects do not diminish the quality of the visual and natural resources of the Region.
- ▲ **Open Space Subelement:** For the purposes of the Regional Plan, open space is used as a descriptive term, rather than a land use designation, as in some land use plans. The Open Space Subelement identifies management practices necessary to provide public benefits and protect natural resources.
- ▲ **Stream Environment Zone Subelement:** Stream environment zone (SEZ) is a threshold standard under the soils conservation threshold category. The SEZ Subelement recognizes the ecological value of stream corridors and addresses the protection and enhancement of perennial, intermittent, and ephemeral streams; associated meadows and marshes; and other areas of near-surface water influence.
- ▲ **Energy Subelement:** The Energy Subelement promotes energy conservation programs and development of alternative energy sources to reduce dependence on scarce and high-cost energy supplies.

Recreation Element

- ▲ The Recreation Element is expected to achieve the intent of the recreation threshold standards by ensuring that recreational opportunities keep pace with public demand, recreation facilities remain high on the development priority list, and the quality of the outdoor recreational experience will be maintained.

2.3.2 CODE OF ORDINANCES

The Code of Ordinances is TRPA's body of regulations that guide land use and environmental protection in the Region. The Code is a compilation of all laws and ordinances required to implement the Regional Plan. It is derived from a number of sources, including the Compact; threshold standards adopted in Resolution 82-11; Goals and Policies; PASs; Community Plans; plans of federal, state, and local jurisdictions; land use maps; and other TRPA plans and program documents. The Code addresses many subjects, including planning, land use, site development, growth management, shorezone management, resources management, and procedures for implementing the Regional Plan.

2.3.3 PLAN AREA STATEMENTS

PASs provide a description of the desired land use of each area, identify planning issues, and establish specific direction for planning to meet the policy direction. PASs provide a more detailed guide for planning decision making within the Region, similar in concept to a zoning district in other communities. Each PAS is assigned a single land use classification. One of three management strategies—development with mitigation, redirection of development, or maximum regulation—is assigned to each PAS. PASs describe planning considerations, special policies, maximum densities for residential and tourist accommodation uses, community noise equivalent levels, allowable and special uses, and the amount of additional recreation capacity permissible. The Region currently contains 181 PASs (Exhibit 2-2).

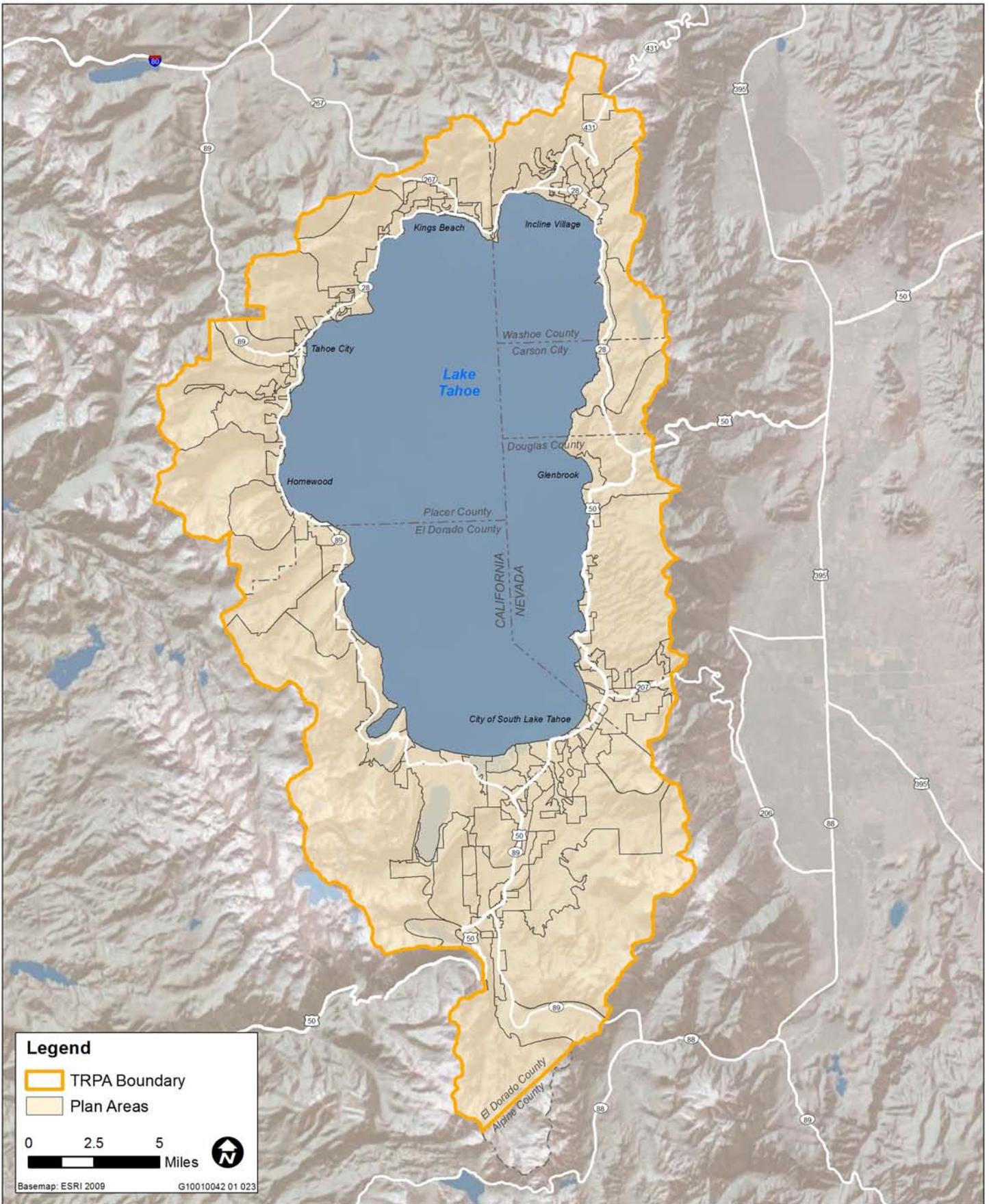
2.3.4 COMMUNITY PLANS

The 1987 Regional Plan designated 22 areas as eligible to be defined by Community Plans. Currently, 16 Community Plan areas have adopted plans that were prepared and adopted collaboratively by TRPA and the local jurisdiction. These plans supersede and replace the PASs within the Community Plan area. They are designed to be more responsive to the needs and opportunities of the communities. The original intent of the Community Plans was to concentrate commercial uses to reduce the negative effects of "strip" development and to provide incentives to renovate, revitalize, and remove blighted commercial development. Community Plan areas are made up of one or more PASs and contain commercial, tourist, and public service land uses. Community Plans describe land use vision and establish environmental targets.

2.3.5 SPECIFIC PLANS AND MASTER PLANS

TRPA Goals and Policies permit the adoption of area-wide Specific Plans and project-oriented Master Plans to augment PASs or Community Plans. Through more detailed planning, they ensure that projects and activities are consistent with the Goals and Policies, the PASs or adopted Community Plans, and the Code. In addition, they allow for phasing of development, systematic environmental and project review, and implementation of environmental control measures. All areas of the Region are eligible for Specific and Master Plans, which can be developed by federal, state, or local agencies or private entities.

Pursuant to the Goals and Policies and the Code, certain land use areas (e.g., airports, ski areas, and marinas) are required to prepare Master Plans if expansion is proposed. TRPA has eight adopted Master Plans: Tahoe Keys Marina, Tahoe City Marina, Ski Run Marina, Elks Point Marina, Heavenly Ski Resort, Diamond Peak Ski Resort, Lake Tahoe Community College, Bijou Community Park, and Homewood Mountain Resort.



Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-2.

Plan Areas within the Lake Tahoe Region



2.3.6 ESSENTIAL CONCEPTS: MARKETABLE RIGHTS TRANSFER PROGRAMS

Central to the planning approach of the Lake Tahoe Region is its marketable rights transfer programs, a set of programs allowing landowners to buy and sell certain rights and obligations associated with development. Several types of transferable rights and entitlements pertaining to existing and new development were created by the 1987 Regional Plan:

- ▲ **Coverage** allows for the right to create or retain ground surfaces that limit stormwater infiltration and/or vegetation growth) on a parcel of land at an amount consistent with its allowable coverage.
- ▲ **Development Right** provides the right to a potential residential use in a manner consistent with the Regional Plan.
- ▲ **Residential Allocation** refers to the opportunity to utilize a development right to build a residence or residences on a parcel, consistent with Regional Plan land use designations.
- ▲ **Commercial Floor Area (CFA)** allocates creation of building space (measured in square feet) for commercial purposes.
- ▲ **Tourist Accommodation Units (TAUs)** allocate the right to create transient hotel, motel, or other short-term rental units to support overnight accommodation of visitors.

The 1987 Regional Plan established limits on the amount of coverage and the amount of residential, commercial, and tourist development that would be allowed in the Region. These limits are the foundation of the marketable rights programs and created the opportunity for landowners to buy, sell, or otherwise trade the different types of rights tied to properties.

The Marketable Rights Transfer Programs were initiated to minimize impacts to sensitive lands by creating an incentive to direct development to the most suitable areas. These programs manage growth in a manner consistent with achieving and maintaining environmental threshold standards and encourage consolidation of development through transfer of development rights and coverage. Transferable development rights allow public agencies to restrict otherwise allowable development in areas targeted for preservation by transferring potential and existing development (i.e., development rights, residential allocations, CFA, TAUs, and existing units of use) to preferred development areas. Restricted areas are known as “sending sites,” while preferred or targeted areas are “receiving sites.” Target areas consist of the community centers of the Region. Proponents of development in target areas must possess sufficient rights to support the proposed development. In some cases, development rights may need to be purchased from other property owners. The public agency with authority over the development application may allow landowners in the sending area to sell the “right to build” to landowners in the receiving area. The sending property is then permanently restricted from using the transferred development right, usually by a recorded deed restriction. The value of the transferred right is based on the market rate for that type of right.

COVERAGE

Coverage is defined by TRPA as a human-built structure or other impervious surface that prevents more than 25 percent of normal precipitation from directly reaching the surface of the land underlying the structure and prevents the growth of vegetation from TRPA’s approved species list, therefore precluding or slowing the natural infiltration of water and other functions of the soil. TRPA further distinguishes between impervious surface (hard coverage) and compacted soil (soft coverage). Research has established the connection between impervious and compacted surfaces and water quality (Schueler 1994; Center for Watershed Protection 2003). Coverage affects water quality because it reduces the natural infiltration capacity of the land (that is, its ability to absorb water). As infiltration capacity decreases, a greater proportion of precipitation flows over the surface of the landscape, scouring sediment as it travels and carrying pollutants into receiving waters. As such, coverage is a feature of development for which TRPA maintains stringent regulations.

To determine the level of coverage that would be appropriate in the Region, TRPA adopted the Bailey Land Classification system presented in *Land-Capability Classification of the Lake Tahoe Basin, California-Nevada, A Guide for Planning* (Bailey 1974). The system assigns land capability districts (LCDs) based on soil type, erosional hazard, soil drainage, and other geomorphic hazards. The LCDs reflect the amount of development an area can support without experiencing soil or water quality degradation. The LCDs range from 1 to 7, with 1 being the most environmentally sensitive and 7 having the highest capability for supporting development. Under this system, TRPA allows landowners to cover, in general, between 1 and 30 percent of a parcel with impervious surfaces, depending on its environmental sensitivity as defined by the Bailey Land Classification system. To complement the Bailey system, the Individual Parcel Evaluation System (IPES) was developed for vacant single-family lots. The IPES system is similar to the Bailey system, except that it permits additional development in some sensitive areas in conjunction with retirement of sensitive parcels and other water quality improvements in the vicinity.

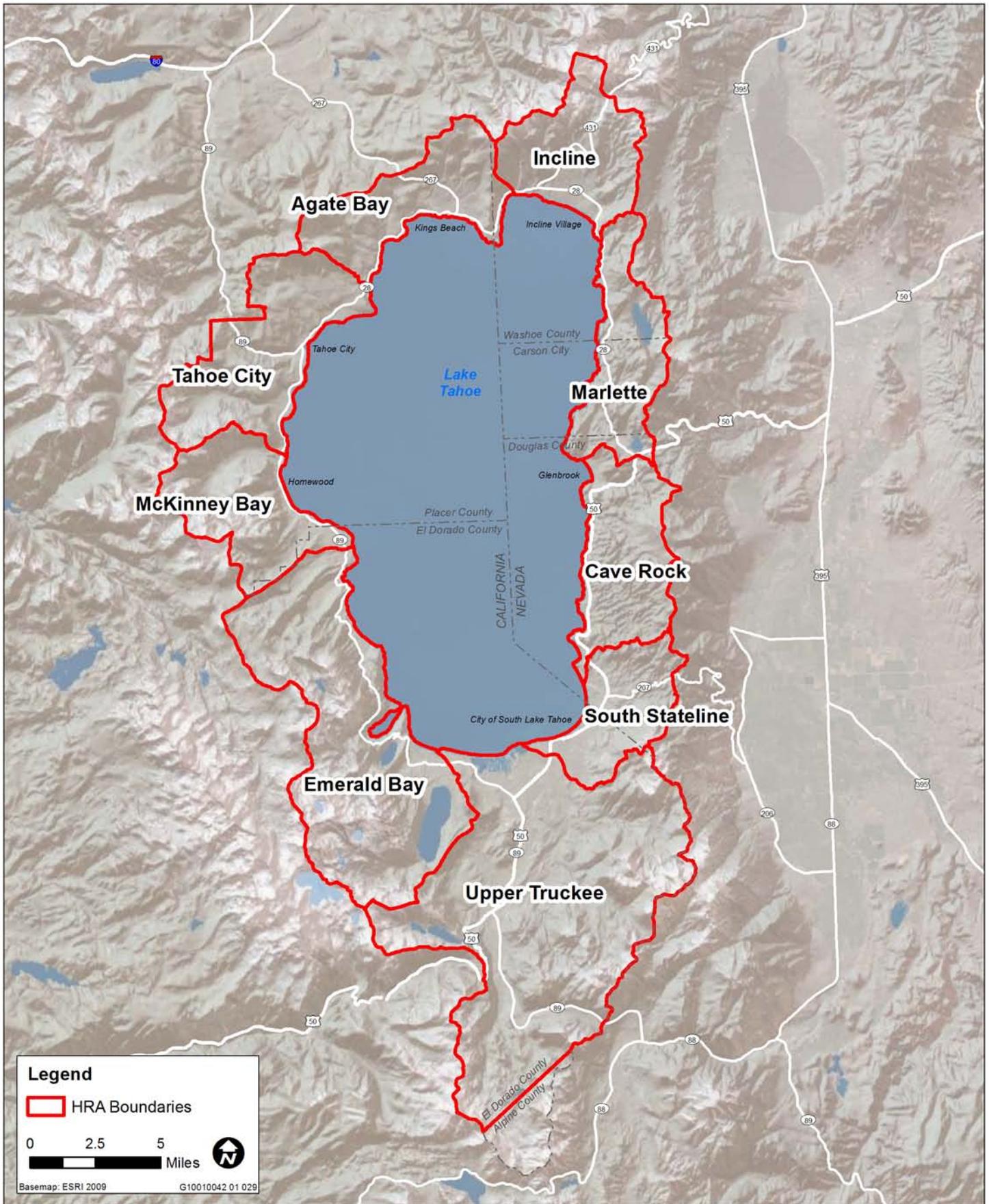
The coverage classification systems were adopted in the late 1980s after much development had already occurred, so it is acknowledged that many parcels in the Region currently contain coverage in excess of the coverage that is currently allowed.

To address the issue of excess coverage, TRPA maintains a program under which property owners may retain excess coverage unless and until a permit is sought for structural modifications. In the context of a new project, property owners must reduce excess coverage, either on-site or off-site, or pay an excess coverage mitigation fee in proportion to the amount of development being proposed. Fees are collected by TRPA for the California Tahoe Conservancy and the Nevada Division of State Lands, which use the proceeds to remove existing coverage elsewhere or purchase and retire other properties, thereby preventing the creation of additional coverage that would otherwise be allowed.

TRPA regulations also allow for transfer of coverage between parcels up to a maximum allowable amount of coverage. Transfers of coverage are subject to restrictions to either move coverage to less sensitive areas or retire coverage with each transfer. Under the existing Regional Plan, coverage can only be transferred within the same Hydrologically Related Area (HRA), nine of which have been delineated based on watershed boundaries (Exhibit 2-3).

RESIDENTIAL ALLOCATIONS

TRPA awards residential allocations to local jurisdictions annually. The number awarded is based on the performance of each jurisdiction in implementing EIP projects, achieving compliance with Best Management Practice (BMP) retrofit requirements, monitoring project permit conditions, and increasing transit levels of service. The current program for distributing and allocating residential development is an interim system that began on January 1, 2007, when the 20-year allocation timeline established in the 1987 Regional Plan expired. Under this system, a maximum of 294 allocations are distributed each year. Chapter 50 of the Code describes the methods of distributing allocations, including total allocations that can be distributed to each jurisdiction annually. Each year, unused allocations are retained and rolled over to a pool of allocations available to the sensitive-lot retirement and moderate-income housing programs. A sensitive lot (any lot located within LCDs 1, 2, or 3 with a qualifying IPES score, or in the backshore) can be retired from any future development in exchange for an allocation on a first-come, first-served basis. An allocation may be awarded from the allocation pool for moderate-income housing (i.e., housing that is affordable to a family earning no more than 120 percent of the median family income) if the local jurisdiction has adopted a moderate-income housing program (currently the City of South Lake Tahoe and Douglas County). Under the interim allocation system, distribution is based on existing performance criteria in accordance with Code Chapter 50. However, a July 2009 Code amendment allows local jurisdictions to retain and carry over any unused allocations beginning in 2010, until the Regional Plan Update is adopted. All residential allocations authorized under the 1987 Regional Plan have been distributed to the local jurisdictions; 86 allocations remain unused.



Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-3.

Hydrologically Related Areas



RESIDENTIAL BONUS UNITS

Residential bonus units are used as an incentive for the construction of affordable housing (defined as housing that is deed restricted for use exclusively by permanent residents earning no more than 80 percent of the respective county's median family income) and moderate-income housing (defined as housing that is deed restricted for use exclusively by permanent residents earning no more than 120 percent of the respective county's median family income). Residential bonus units can also be used for market-rate units if certain criteria are met. Each bonus unit relieves the developer of the need to obtain a development right; however, allocations are still required for all but affordable units, which are exempt from this requirement. Bonus units are distributed by TRPA to the various jurisdictions based on need and a point system related to project criteria.

A portion of the bonus units have been allocated to Community Enhancement Program (CEP) projects, which, by definition, produce substantial environmental, social, and economic benefits through mixed-use development on existing disturbed and/or underutilized sites. The CEP was initiated in 2007 as a competitive program designed to encourage projects that are best able to demonstrate the desires of the community and produce environmental improvements that benefit the built and natural environments. The deadline for approval of CEP projects is adoption of the Regional Plan Update.

COMMERCIAL FLOOR AREA

CFA is allocated to jurisdictions on a 5-year cycle tied to the threshold evaluation and each jurisdiction's performance in implementing environmental improvement projects. The 1987 Regional Plan established 800,000 square feet of CFA to be distributed to the local jurisdictions. Chapter 50 of the Code sets forth the methods for distributing CFA, including total allocations that can be distributed to each jurisdiction. A total of 383,600 square feet of unused CFA remain from the 1987 Plan. Of this total, approximately 24,800 square feet remain for distribution by TRPA under the Special Projects Program, 158,800 square feet have been assigned to specific projects, and approximately 200,000 square feet have been allocated to local jurisdictions but have not yet been assigned to specific projects.

TOURIST ACCOMMODATION UNITS

The creation or expansion of facilities for temporary occupancy requires allocation of a TAU for each new unit created. The 1987 Regional Plan established a pool of 400 TAUs for use in tourist accommodation projects, of which 342 have not yet been used. Ninety of the remaining 342 TAUs have been assigned to specific projects. Chapter 50 of the Code sets forth the methods for distributing TAU allocations, including total allocations that can be distributed to each jurisdiction. Under the interim allocation system adopted in 2007, the use of any remaining TAUs is limited to special projects that meet specific criteria, including the transfer of TAUs from sensitive lands. The interim allocation system also allows TAUs to be allocated to Community Plan areas that include tourist accommodation facilities as an allowable use.

In addition to allocations and transfer protocols set in the 1987 Regional Plan, TRPA has established the Bonus Unit Incentive Program to encourage environmental improvements in the Region, which may include land conservation and protection, regional smart growth infrastructure, habitat restoration, public recreation opportunities, and reduced land coverage. Under the program, the environmental improvements of a proposed project are quantified using a point system and rights for additional, or bonus, units for residential or tourist accommodation are awarded based on the number of points earned by the project. Only projects within target areas are eligible for the Bonus Unit Incentive Program.

2.4 FEATURES COMMON TO ALL ALTERNATIVES

2.4.1 UNCHANGING ELEMENTS AND SUBELEMENTS OF THE GOALS AND POLICIES

The Regional Plan Update is focused on priorities established by the TRPA Governing Board, which include:

- (1) Accelerating water quality improvements by targeting environmental redevelopment opportunities and EIP investments,
- (2) Focusing TRPA's resources on regional planning with a simplified land use framework for local governments, and
- (3) Simplifying and streamlining the permit review process.

In addition, many parts of the existing Regional Plan are still current or have been recently amended and therefore do not need to be reconsidered for substantive changes in this Regional Plan Update. All alternatives include minor formatting and organizational changes that would clarify and update outdated text in the Regional Plan but would have no environmental effect. Specific formatting and organizational changes can be found in the draft Alternative 3 Goals and Policies document in Appendix A. Those portions of the Regional Plan that are not proposed for substantive changes because they are not a priority or because they are sufficient in their current form are the Noise and Natural Hazards Subelements of the Land Use Element; the Open Space, Scenic, Stream Environment Zone, Cultural, and Energy Subelements of the Conservation Element; the Recreation Element; and some of the Implementation Element. Because TRPA is not proposing to modify these elements of the Regional Plan, they will not be part of the amendment package for Governing Board approval. As such, these Goals and Policies are not included as aspects of the Regional Plan Update alternatives evaluated in this EIS.

The Shorezone Subelement of the Conservation Element was amended in 2008 by the TRPA Governing Board as part of the Shorezone Ordinance Amendments and associated EIS. A court ruling in 2010 recalled those amendments, an appeal was filed by TRPA on a portion of the decision, a favorable ruling was received from the Appellate Court in 2011, and the case remanded back to the agency. Once resolved, those affected portions will be incorporated into the Regional Plan, consistent with but on a separate track from the Regional Plan Update.

2.4.2 EXISTING AND REMAINING DEVELOPMENT RIGHTS AND ALLOCATIONS

Existing and remaining development rights and allocations from the 1987 Regional Plan that would be available for transfer or allocation under all Regional Plan Update alternatives are summarized below. Depending on the purpose of the impact analysis, allocated but unused (i.e., not constructed) allocations may be categorized separately, as allocated or as unused.

- ▲ **6.5 million square feet of existing CFA:** This includes all CFA existing prior to the adoption of the Regional Plan in 1987 plus all CFA allocated under the 1987 Regional Plan.
- ▲ **24,768 square feet of unallocated CFA:** This is the available CFA that was authorized under the 1987 Regional Plan but not allocated by TRPA to local jurisdictions or special projects.
- ▲ **358,811 square feet of allocated but unused CFA:** This includes 199,995 square feet of CFA allocated to local jurisdictions but not yet assigned to projects, and 158,816 square feet of CFA allocated to CEP projects that have not been constructed.
- ▲ **12,399 existing TAUs:** This includes all TAUs existing prior to the adoption of the 1987 Regional Plan plus all TAUs allocated under the 1987 Regional Plan.
- ▲ **252 unallocated TAUs:** These are the available TAUs that were authorized but not allocated under the 1987 Regional Plan.

- ▲ **90 allocated but unused TAUs:** These TAUs have been assigned to specific projects that have not been constructed.
- ▲ **86 allocated but unused residential allocations:** All residential allocations authorized under the 1987 Regional Plan have been distributed to the local jurisdictions; 86 allocations remain unused.
- ▲ **629 unallocated residential bonus units:** These are the remaining bonus units (units for which no development right is required) that were authorized under the 1987 Regional Plan but not yet allocated.
- ▲ **245 allocated but unused residential bonus units:** These bonus units have been assigned to specific projects that have not been constructed.
- ▲ **4,091 residential development rights:** These are rights to potential residential use that are attached to certain parcels in the Region in accordance with Section 50.3 of the Code. Generally, development of a residential unit requires both a development right and a residential allocation.

2.4.3 REGIONAL TRANSPORTATION PLAN/SUSTAINABLE COMMUNITIES STRATEGY

As described in Chapter 1, Introduction, preparation of the Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS) are underway concurrently with the Regional Plan Update. Both a land use plan and a transportation plan are required by Article V of the Tahoe Regional Planning Compact (Public Law 96-551) and both are aimed at achieving the common goals of environmental improvement, sustainable development, and attainment of TRPA's environmental threshold standards. Specifically, Article V(c)(2) of the Compact requires that the Regional Plan include a "transportation plan for the integrated development of a regional system of transportation," including, but not limited to, parkways, highways, transit, waterways, public transportation, and bicycle facilities. Goals of the transportation plan are (a) to reduce dependency on the automobile by making more effective use of existing transportation modes and public transit, and (b) to reduce, to the extent feasible, air pollution caused by motor vehicles. Where increased capacity is required, the Compact calls for a preference to be given to public transportation and public programs and projects related to transportation.

The RTP serves multiple purposes: it serves as the required transportation plan element of the Regional Plan, and also serves purposes relative to the federal and California transportation planning laws and regulations.

For designated metropolitan areas to receive federal transportation project funding, federal law requires preparation of a long-range transportation plan that is coordinated with air quality statutory requirements to demonstrate conformity to air quality standards. California law also requires preparation of RTPs as part of the funding process for transportation projects. With the designation of TRPA in 1984 by the State of California as the Regional Transportation Planning Agency for the California side of the Region, and in 1999 by the U.S. Congress as the Metropolitan Planning Organization (MPO) for the Lake Tahoe Region, TRPA assumed federal and state transportation planning responsibilities and authorities. The Tahoe Metropolitan Planning Organization (TMPO) is responsible for approval of the RTP, which addresses transportation strategies for the entire Region consistent with federal law. Therefore, while the RTP remains an element of the comprehensive Regional Plan, it is produced and periodically updated as a stand-alone plan in keeping with its multi-faceted purposes and authorities and is the subject of separate environmental review.

Passage of recent legislation in California, Senate Bills (SBs) 375 and 575, further solidifies the linkage between land use and transportation planning for the California side of the Basin, and thus the link between the Regional Plan Update and the RTP. SB 375 requires, among other things, that RTPs prepared by California's MPOs include an SCS, designed to achieve certain targets set by the California Air Resources Board (ARB) for the reduction of greenhouse gas (GHG) emissions from cars and light trucks. The SCS is required to identify the general location of land uses, residential densities, and building intensities within a region and set forth a forecasted development pattern that, when integrated with the transportation network and other transportation measures and policies, will reduce GHG emissions from cars and light trucks to levels that achieve the targets set by ARB. SB 575, Statutes of 2009, clarified SB 375 for the Lake Tahoe Region, requiring that the Regional Plan shall serve

as its SCS to achieve the GHG reduction target. As a result, the SCS prepared by TMPO will be fully integrated with and ultimately be included in the Regional Plan approved by TRPA.

Because the land use planning agency (i.e., TRPA) responsible for approval of the Regional Plan and the regional transportation planning agency responsible for preparation of the RTP and SCS in the Tahoe Region (i.e., TRPA, operating as TMPO with the additional board member from the USFS) are nearly the same entity, and because the RTP and Regional Plan Update planning and environmental review processes are occurring simultaneously, a unique opportunity is created in which the land use scenarios of the Regional Plan Update alternatives are closely linked to, and form the basis of, the alternative RTP transportation strategies. In other words, the Regional Plan Update alternatives reflect different land use themes and levels of allowable development; because the SCS includes these land use patterns and development criteria form the foundation of the transportation strategies, the RTP/SCS alternatives consist of assemblages of transportation and land use features that are consistent with the Regional Plan Update alternatives.

The reader is referred to the RTP/SCS environmental impact report/environmental impact statement (EIR/EIS) for a comprehensive description and programmatic analysis of the policies, transportation strategy packages, and capital projects that comprise the RTP/SCS. For purposes of this EIS, each of the action alternatives includes transportation policies proposed as part of the Transportation Element of the Goals and Policies, and thus the Regional Plan, and also assemblages of capital projects and transportation strategies appropriate to each action alternative (defined through the RTP) that implement the policies. The RTP/SCS EIR/EIS is incorporated herein by reference, as noted in Chapter 1, Introduction.

2.4.4 PROPOSED THRESHOLD STANDARD AMENDMENTS

With the exception of Alternative 1, No Project, all alternatives include proposed amendments to the threshold standards. The proposed amendments are based in part on public input during the Pathway process of the Regional Plan Update and were recommended for inclusion in the Regional Plan Update on September 28, 2011, by the Regional Plan Update Committee of the TRPA Governing Board.

The proposed new or amended threshold standards are as follows:

- ▲ Water Quality: Deep Water (Pelagic) Lake Tahoe Transparency – Replace existing winter average Secchi depth standard with California’s annual average Secchi depth transparency standard.
- ▲ Water Quality: Nearshore Attached Algae – Adopt an interim management standard to support actions to reduce the extent and distribution of periphyton (attached) algae in the nearshore (littoral zone) of Lake Tahoe. The interim management standard would remain in place until research is completed that would aid in establishing numerical standards for nearshore attached algae.
- ▲ Water Quality: Aquatic Invasive Species – Adopt a management standard that supports the control and reduction of existing populations of invasive species and efforts to prevent new introductions of aquatic invasive species into the waters of the Region.
- ▲ Air Quality: Carbon Monoxide – Replace existing 8-hour carbon monoxide numerical standard with numerical standards maintained by the States of Nevada and California.
- ▲ Air Quality: Respirable and Fine Particulate Matter – Replace existing standards for wood smoke and suspended soil particles with numerical particulate matter standards maintained by the States of Nevada and California.
- ▲ Wildlife: Goshawk Disturbance Zones – Replace the existing management standard for Northern Goshawk disturbance (free) zones with a management standard that protects best available habitat surrounding known nest sites.

Appendix B includes the adopted text of all existing threshold standards, with proposed changes indicated.

In addition to the proposed threshold standards amendments, several minor threshold standard amendments are proposed to clarify the implementation of existing threshold standards. These changes would clarify that TRPA uses of the best available scientific information and maps when evaluating indicators related to threshold standards, specifically for soils and fisheries threshold standards, and would require surveys and protective measures for both TRPA- and USFS-designated sensitive plant species for projects that may affect these species.

Each proposed threshold standard amendment is described in more detail below.

WATER QUALITY: DEEP WATER (PELAGIC) LAKE TAHOE TRANSPARENCY – NUMERICAL STANDARD

The current Deep Water (Pelagic) Lake Tahoe standard is a winter average (December to March) of 33.4 meters or greater of Secchi disk transparency. The proposed amendment would change this standard to an annual average of 29.7 meters or greater of Secchi disk transparency. The change from a winter average to an annual average is proposed because it would improve consistency with state standards and protocols for evaluating and reporting Secchi disk transparency for purposes of the Lake Tahoe total maximum daily load (TMDL). The annual average is more representative of overall Lake transparency because it incorporates transparency measurements during spring runoff periods when relatively larger loads of pollutants tend to flow into the Lake. By moving to an annual average, the threshold standard would also reflect conditions during all periods within a year.

Historic data on the annual average Secchi transparency are available, so it is possible to assess the long-term trend in annual average Secchi transparency. Data on winter average Secchi transparency will still be collected and can easily be reported in addition to annual average Secchi transparency to ensure that all relevant information continues to be available to policy makers and the public.

WATER QUALITY: NEARSHORE ATTACHED ALGAE – INTERIM MANAGEMENT STANDARD

While the existing threshold standard makes reference to reducing nutrients known to facilitate the growth of attached algae, there is no existing threshold standard for attached algae in the nearshore of Lake Tahoe. By definition, the nearshore (littoral zone) environment extends 350 feet from the shoreline or to a Lake bottom elevation of 6193.0 feet (Lake Tahoe Datum), whichever is farther from shore. The nearshore is of particular concern because it is highly visible and receives more recreational use than other areas of the Lake (e.g., beach use), and recent reports indicate increased algal growth in portions of the nearshore.

The proposed amendment would create a new interim management standard that would support actions to reduce the degree and distribution of attached algae in the nearshore. This management standard would temporarily guide management actions, policy, and project review to prevent increases in attached algae. The management standard would remain in place until research is completed that will be used to inform the establishment of numerical standards for nearshore attached algae.

WATER QUALITY: AQUATIC INVASIVE SPECIES – MANAGEMENT STANDARD

There is no existing threshold standard for aquatic invasive species (AIS) for the Region's waters. Multiple AIS have already become established within the Region, and numerous others have the potential to become established if they are introduced. AIS can alter ecosystem processes, predate or out-compete native species, reduce water quality, adversely affect recreational enjoyment of waters, and degrade infrastructure. The recent spread of some AIS to waters surrounding the Region has increased the likelihood that these species could be introduced into Lake Tahoe or other waters in the Region.

The proposal would create a new management standard that would direct TRPA to prevent the introduction of new AIS, control the abundance and distribution of known AIS, and abate the adverse impacts of AIS.

AIR QUALITY: CARBON MONOXIDE – NUMERICAL STANDARD

The existing numerical threshold standard for carbon monoxide limits carbon monoxide concentrations to no more than 9 parts per million (ppm) averaged over 8 hours. However, the Compact requires TRPA to achieve state and federal standards for water or air quality when they are stricter than the threshold standards. The current California and Nevada air quality standards for carbon monoxide limit carbon monoxide concentrations to no more than 6 ppm averaged over 8 hours. The proposed threshold standard amendments would create consistency between the TRPA threshold standards and the standards of each state.

AIR QUALITY: RESPIRABLE AND FINE PARTICULATE MATTER – NUMERICAL STANDARDS

Existing numerical threshold standards for regional and sub-regional visibility require TRPA to reduce suspended soil particles, wood smoke emissions, and vehicle miles traveled by 30, 15, and 10 percent, respectively, as compared to 1981 baseline values. This threshold standard is not attainable because 1981 baseline values for suspended soil particles and wood smoke emissions were never established. Consequently, existing levels of suspended soil particles and wood smoke emissions cannot be measured quantitatively and objectively.

The proposed threshold standard amendments would replace the existing percentage reductions in suspended soil and wood smoke, relative to 1981 levels, with quantitative measurements of airborne particulate matter less than 10 microns (PM_{10}) and less than 2.5 microns ($PM_{2.5}$). Measuring PM_{10} and $PM_{2.5}$ is a quantitative and objective way to assess the level of pollutants that degrade visibility regardless of whether they are from suspended soil, wood smoke, vehicle emissions, or other sources. These particles can also pose a human health risk when inhaled in sufficient concentrations. The proposed threshold standard would be consistent with California and Nevada air quality standards for the portions of the Region to which they apply. In California, the proposed threshold standard would limit PM_{10} concentration to 50 micrograms per cubic meter ($\mu\text{g}/\text{m}^3$) when averaged over any 24-hour period and to 20 $\mu\text{g}/\text{m}^3$ when averaged over 1 year. In Nevada, the proposed threshold standard would limit PM_{10} concentration to 150 $\mu\text{g}/\text{m}^3$ when averaged over any 24-hour period and to 50 $\mu\text{g}/\text{m}^3$ when averaged over 1 year. Concentrations of $PM_{2.5}$ would be limited to 35 $\mu\text{g}/\text{m}^3$ when averaged over any 24-hour period, which is consistent with both states' air quality standards. When averaged over 1 year, $PM_{2.5}$ would be limited to 12 $\mu\text{g}/\text{m}^3$ in California and 15 $\mu\text{g}/\text{m}^3$ in Nevada.

WILDLIFE: GOSHAWK DISTURBANCE ZONES – NUMERICAL STANDARD

The existing threshold standard for northern goshawk requires TRPA to maintain a minimum of 12 population sites (defined as reproductively active nests) and establish a disturbance-free zone in a 0.5-mile radius surrounding each population site. Activities that could affect goshawks or degrade their habitat are prohibited within this zone. The establishment of a disturbance-free zone in a 0.5-mile radius around a nest results in a circular area covering approximately 500 acres of protected land surrounding the nest. However, disturbance zones delineated in this way may protect land that is not suitable habitat for goshawk just by virtue of its proximity to the nest. Conversely, habitat that is important to the goshawk may not be protected even if it is just outside the 0.5-mile radius from the nest.

The proposed threshold standard amendment would establish a 500-acre disturbance-free zone surrounding a population site—approximately the same area as a 0.5-mile radius. The zone would be based on a 0.25-mile radius around the site to protect the goshawk from direct disturbance, and the remainder of the 500 acres would include the most suitable habitat adjacent to the site. This approach would provide for protection of the

habitat that is most important to the species and would remove restrictions from lands that offer no protection to the species.

CLARIFIED IMPLEMENTATION OF THRESHOLD STANDARDS

Threshold standards are also proposed to be revised to clarify the implementation of three existing threshold standards. These clarifications would not affect the standards themselves, but would remedy existing ambiguity of the threshold standard language. The revisions would clarify that the incorporation of new and more accurate maps is allowed and appropriate and would improve consistency with existing federal requirements. The following three clarifications are proposed:

- ▲ The Lake Habitat Management Standard requires that TRPA achieve the equivalent of 5,948 total acres of excellent habitat as indicated by the Prime Fish Habitat Overlay Map. The amendment would clarify that the Prime Fish Habitat Overlay Map refers to the most current and accurate map based on the best available science, rather than the map that was available at the time the threshold standard was last amended.
- ▲ The Impervious Cover Management Standard requires that impervious cover shall comply with the Bailey Land Classification system presented in *Land-Capability Classification of the Lake Tahoe Basin, California-Nevada, A Guide for Planning* (Bailey 1974). The amendment would clarify that complying with the 1974 land-capability classification refers to the land capability system and associated coverage limitations but allows for the incorporation of the best available information.
- ▲ The Sensitive Plants Numerical Standard includes five species of sensitive plants and provides for protection for those species. The amendment would clarify that sensitive plant species listed by the LTBMU also require protection even if they are not one of the five species listed in the TRPA Sensitive Plant Threshold Standard. Projects that could potentially affect LTBMU-listed sensitive plants would be required to survey for and protect those species.

2.5 KEY DIFFERENCES BETWEEN THE ALTERNATIVES

Five alternatives are being considered as part of the Regional Plan Update process, including the existing land use plan and policies and four sets of potential modifications. Each alternative represents different approaches to, and/or combinations of, land use planning framework, development potential, and environmental regulations and incentives. Key features of the alternatives are summarized below:

Alternative 1: No Project. Alternative 1 retains the existing Goals and Policies, land use classifications, land use maps, PASSs, and Community Plans. Alternative 1 includes only development rights remaining from the 1987 Regional Plan and retains existing regulations pertaining to coverage and transfer of development rights.

Alternative 2: Low Development, Increased Regulation. Alternative 2 substantially reduces the development potential compared to the 1987 Regional Plan and introduces the concept of Development Transfer Zones (DTZs), which are areas that contain existing infrastructure to support mass transit facilities and into which development may be transferred. Alternative 2 includes an additional 200,000 square feet of new CFA with new restrictions on its release; 2,600 new residential allocations are also included.

Alternative 3: Low Development, Highly Incentivized Redevelopment. Alternative 3 combines low development potential with strong incentives for environmentally beneficial redevelopment. Alternative 3 encourages transfer of new and existing development into identified urban areas: Town Centers, Regional Center, and High Density Tourist District. It also introduces the concept of Area Plans, wherein public agencies could prepare plans consistent with the Regional Plan and utilize new allowances for streamlined permitting and increased intensity in community centers. Alternative 3 would include an additional 200,000 square feet of new CFA, 600 new residential bonus units, and 2,600 new residential allocations.

Alternative 4: Reduced Development, Incentivized Redevelopment. Alternative 4 combines higher development, including 400,000 square feet of new CFA, 200 new TAUs, and 4,000 new residential allocations, with modest incentives for environmentally beneficial redevelopment. Alternative 4 also introduces the concept of transect zoning, with defined pedestrian- and transit-oriented development (PTOD) areas.

Alternative 5: Similar Rate of Development and Regulatory Structure to the 1987 Regional Plan. Alternative 5 combines the highest levels of development, including 600,000 square feet of new CFA, 400 new TAUs, and 5,200 new residential allocations, with the same land use, zoning, and regulatory structure as the existing Regional Plan.

For the purposes of the Regional Plan Update alternatives, the land use planning frameworks are essentially land use parameters that determine development potential, environmental enhancements, and other proposed changes within the planning area. The land use planning frameworks are detailed as a means to provide information to the public and decision makers regarding the land use outcomes of each alternative. The land use frameworks have been paired, for purposes of evaluation, with other development and environmental policies and regulations; however, the five alternatives do not reflect the only potential combinations. The EIS addresses the environmental effects of the various land use parameters and the other development and environmental regulations. Therefore, the TRPA Governing Board may choose to implement any land use planning framework alternatives with a combination of development potential and environmental regulations from other alternatives.

2.6 REGIONAL PLAN UPDATE ALTERNATIVES

The following provides a narrative of the land use planning frameworks; amendments to the coverage, allocation, and bonus unit system; and modifications to environmental regulations and environmental incentives under each alternative. Narratives are followed by bulleted lists detailing specific changes proposed to the elements and subelements under each alternative.

2.6.1 ALTERNATIVE 1: NO PROJECT

Alternative 1 is the no-project alternative. With the exception of minor revisions required to extend the Plan for an additional 20 years (e.g., allowing unused allocations that were authorized under the 1987 Regional Plan to be used over the next 20 years), Alternative 1 would make no changes to the 1987 Regional Plan. The land use planning system would continue to rely on the existing PASs and Community Plans as the system to define zoning, management strategies, and allowable uses. All existing regulations and incentives would remain in place.

LAND USE PLANNING SYSTEM

Alternative 1 would maintain the land use planning system of the existing Regional Plan, consisting of PASs, Community Plans, and other Master Plans and Specific Plans. As described in the 1987 Regional Plan, Alternative 1 contains a designation system that includes five land use classifications: conservation, recreation, residential, commercial and public service, and tourist. These classifications are described below:

CONSERVATION

Nonurban lands classified as Conservation are valued for their primitive or natural qualities. They usually have strong environmental limitations on use and a potential for dispersed recreation or low-intensity resource management.

RECREATION

Nonurban lands classified as Recreation are areas that have good potential for developed outdoor recreation, park use, or concentrated recreation use.

RESIDENTIAL

Urban lands classified as Residential are areas that have good potential to provide housing for the residents of the Region. These lands are primarily developed with residential uses, have moderate to good land capability, are within the urban boundary, receive urban services from utility districts, and are centrally located in close proximity to commercial and public facilities.

COMMERCIAL AND PUBLIC SERVICE

Urban lands classified as Commercial and Public Service are designated to provide commercial and public services or have the potential to provide these urban services in the future. The intent of this classification is to concentrate such services for public convenience, separate incompatible uses, and include other noncommercial uses that are compatible with the purpose of this classification and other goals of the Regional Plan.

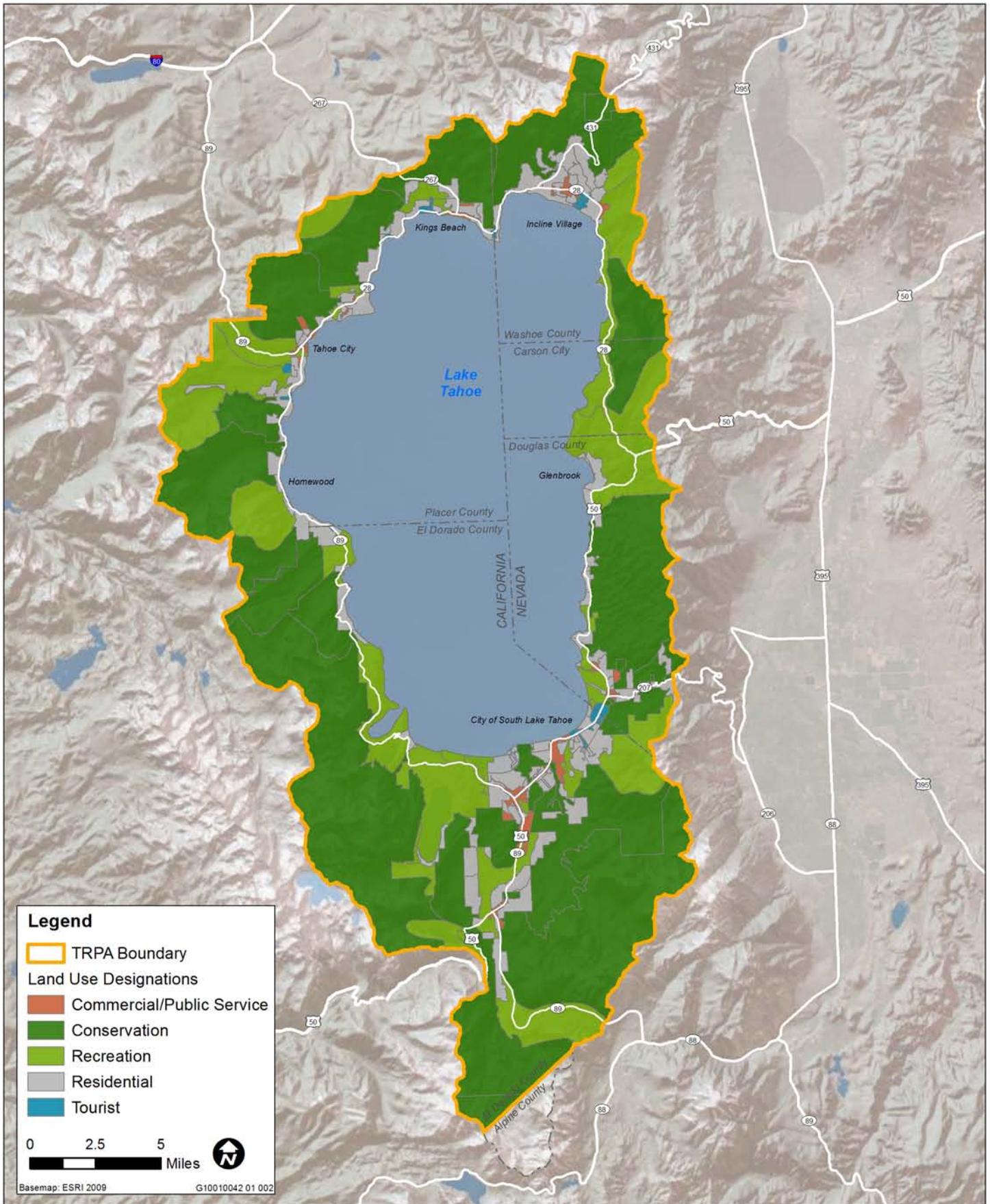
TOURIST

Urban lands classified as Tourist have the potential to provide intensive tourist accommodations and services or intensive recreation. The purpose of this classification is to concentrate such services for public convenience, separate incompatible uses, and include other non-tourist uses that are compatible with the purpose of this classification and other goals of the Regional Plan. This classification also includes areas recognized by the Compact as suitable for gaming.

Exhibit 2-4 illustrates the land use plan of Alternative 1, which as the no-project alternative, is the existing land use plan.

COVERAGE, ALLOCATIONS, AND BONUS UNITS

Alternative 1 would authorize no additional development rights or allocations beyond those authorized in the 1987 Regional Plan. Consequently, Alternative 1 would result in reduced development potential compared to the 1987 Plan, as only the remaining development rights authorized under that Plan would be allocated and used. Unused development rights from the 1987 Regional Plan include 358,811 square feet of allocated but unused CFA, of which 158,816 square feet is assigned to specific projects and 199,995 is held by local jurisdictions for future projects; 24,768 square feet of unallocated and unused CFA; 342 TAUs, of which 90 have been assigned to specific projects but not yet used; and 874 residential bonus units, of which 245 have been assigned to specific projects but not yet used. A total of 86 residential allocations remain from the 1987 Plan and are held by local governments. In addition to the unused development rights remaining from the 1987 Plan, all legally existing development rights, including approximately 6.5 million square feet of CFA and 12,399 TAUs, would be available for transfer subject to existing transfer requirements.



Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-4.

Alternative 1: Existing Land Use Plan



EXISTING ENVIRONMENTAL REGULATIONS AND REDEVELOPMENT INCENTIVES

No new environmental regulations or redevelopment incentives would be introduced under Alternative 1. A number of existing transfer and allocation incentives are currently used to encourage redevelopment in Community Plan areas, and those would remain in effect under Alternative 1. This alternative would retain the existing limits on allowable coverage (base plus transferred coverage) within Community Plans. These limits are 50 percent coverage for redevelopment on high-capability, previously developed land and 70 percent coverage on high-capability vacant land, subject to transfer requirements for any coverage above the base allowable (1 percent to 30 percent). While this provision more strongly encourages development of vacant land in Community Plan areas, it also provides a modest incentive for redevelopment in Community Plan areas by allowing 50 percent coverage on high-capability lands within Community Plan areas instead of the 30 percent coverage allowed outside of Community Plan areas.

Existing coverage can be transferred between parcels within the same HRA, up to the maximum allowable coverage. Alternative 1 sets the transfer ratios on a sliding scale based on the land capability of the receiving sites. Transfer ratios are 1:1 (sending to receiving) for all transfers that will result in up to 50 percent coverage on the receiving parcel. Transfer ratios begin at 1.05:1 (sending to receiving) for projects that will result in 51 percent coverage and gradually increase on a sliding scale to 2:1 (sending to receiving) for projects that will result in 70 percent coverage on the receiving parcel. Existing transfer ratios are the same regardless of the land capability of the sending parcel. Alternative 1 would continue to prohibit the transfer of legally existing soft coverage for commercial and tourist projects.

Under Alternative 1, projects proposed for areas that already contain excess land coverage must mitigate the excess coverage using one of two approaches. A project can mitigate excess coverage by directly removing coverage, either on-site or off-site, or pay an excess coverage mitigation fee. Excess coverage mitigation fees are based on the amount of development proposed and are used by public agencies to remove coverage or retire potential coverage from within the same HRA as the project generating the fees.

EXISTING TRANSPORTATION STRATEGIES

As the no-project alternative, Alternative 1 would implement Transportation Strategy Package A, which represents the status quo of transportation projects in the Region, assuming no additional revenue. This package includes operation and maintenance of the existing transportation system and the construction of projects on the constrained project list that are already underway. Transportation Strategy Package A would implement eight new bicycle and pedestrian strategies (two in the City of South Lake Tahoe, two in Douglas County, one in El Dorado County, one in Placer County, and two in Washoe County); the Lake Tahoe Waterborne Transit Project; the Kings Beach Commercial Core Improvement Project; the US 50 Signal Synchronization Project; the SR 89/Fanny Bridge Community Revitalization Project; and the City of South Lake Tahoe Aviation Capital project. In addition, this package includes a variety of transportation system management and Intelligent Transportation System (ITS) strategies, operations and maintenance programs, and TMDL implementation projects. Unlike Transportation Strategy Packages B and C, Transportation Strategy Package A would not include inter-regional transit operational and capital enhancements. For a full discussion of transportation strategy packages and their component projects and programs, see Appendix C.

EXISTING GOALS, POLICIES, AND IMPLEMENTATION MEASURES SUBJECT TO CHANGE IN OTHER ALTERNATIVES

To allow comparison of Alternative 1 to Alternatives 2 through 5, the following discussion provides an overview of the portions of each element and subelement of the Regional Plan subject to modification under one or more of the other alternatives. Existing policies that correspond to those proposed for revision under one or more of the action alternatives are described below. Please refer to the existing Goals and Policies for detailed information related to each element and subelement, including those for which no substantive changes are proposed under this Regional Plan Update.

LAND USE ELEMENT

Land Use Subelement

Under Alternative 1, the existing Land Use Subelement would remain unchanged. The existing Land Use Subelement was designed in 1987 to establish land use goals and policies appropriate at the time that would result in the desired equilibrium between the natural and built environments and attain and maintain the environmental threshold standards within a specific time schedule. Goals, Policies, and Implementation Measures include and/or achieve the following:

- ▲ Designate areas with appropriate characteristics for Community Plans
- ▲ Implement a system of PASs that designates allowable and special uses for each area
- ▲ Maintain coverage requirements that focus on limiting coverage Region-wide with some extra coverage allowed in Community Plan areas
- ▲ Maintain incentives to limit coverage throughout the Region
- ▲ Maintain land coverage standards that limit credits for the transfer of soft coverage
- ▲ Prohibit transfer of land coverage across HRA boundaries
- ▲ Require all excess coverage mitigation fees to be used within the HRA where the fees are generated
- ▲ Maintain the existing TAU definition and existing provisions that do not restrict the size of receiving units for TAU transfers

Housing Subelement

The existing Housing Subelement would not be changed under Alternative 1. The Housing Subelement contains goals and policies intended to assess the housing needs of the Region and to make provisions for adequate housing. The subelement is intended to address housing issues on a regional basis, with specifics of implementation left to the local plans. Goals, Policies, and Implementation Measures include and/or achieve the following:

- ▲ Provide affordable housing for residents of the Region in suitable locations
- ▲ Encourage moderate-income housing for residents of the Region in suitable locations

Community Design Subelement

The existing Community Design Subelement would not be changed under Alternative 1. The Community Design Subelement would:

- ▲ Require landscaping and vegetation placement to achieve scenic objectives
- ▲ Continue the current approach to measuring height
- ▲ Require all redevelopment of sites with non-conforming height to come into conformance with existing height standards
- ▲ Maintain the current system of Community Plans and PASs to preserve the desired character of communities

Air Quality Subelement

The existing Air Quality Subelement would not be changed under Alternative 1. It is designed to implement air quality control strategies to attain and maintain the air quality threshold standards, as well as state and federal air quality standards. Goals, Policies, and Implementation Measures include and/or achieve the following:

- ▲ Maintain existing emission standards
- ▲ Require that all new wood stoves and existing wood stoves in residential units that are sold meet emissions standards
- ▲ Require that all air quality mitigation funds be used in the jurisdiction in which they were generated

Water Quality Subelement

Under Alternative 1, the existing Goals, Policies, and Implementation Measures of the Water Quality Subelement would be retained, including provisions that:

- ▲ Require all property owners to implement water quality BMPs with an emphasis on voluntary compliance, provision of technical assistance, and public information campaigns
- ▲ Require BMPs as part of all project approvals
- ▲ Identify the disturbed public land within the Region (e.g., previous logging skids) and collaborate with public and private partners (under the EIP program and other mechanisms) to restore at least 80 percent of the disturbed lands
- ▲ Limit fertilizer use in SEZ
- ▲ Allow the discharge of treated municipal wastewater to fight wildfire when it would prevent the imminent destruction of the Luther Pass pump station
- ▲ Allow no more than 25 percent of water quality mitigation fees to be used for operations and maintenance of water quality projects

TRANSPORTATION ELEMENT

Under Alternative 1, the existing Transportation Element would be retained. The Transportation Element is intended to reduce dependency on the automobile and to give preference to providing increases in capacity on the Region's transportation system through public transportation projects and programs. The Compact also requires a transportation plan for the Region that provides for the integrated development of a regional system of transportation. This system is to include parkways, highways, public transportation facilities, bicycle facilities, and appurtenant terminals and facilities for the movement of people and goods within the Region. The RTP serves as the Transportation Element of the Regional Plan. Components of the Transportation Element under Alternative 1 would:

- ▲ Allow for project plans that accommodate transit or alternative methods of transportation
- ▲ Maintain the existing system of parking management
- ▲ Allow air quality mitigation funds to be used for capital improvements that reduce transportation emissions
- ▲ Encourage (but not require) public and private vehicle fleets to use the best available fuel technologies when replacing vehicles

CONSERVATION ELEMENT

Vegetation Subelement

Alternative 1 would retain all of the Goals, Policies, and Implementation Measures of the existing Vegetation Subelement. Components of the Vegetation Subelement would:

- ▲ Maintain all existing standards for vegetation preservation
- ▲ Retain existing prohibitions against the removal of large trees and existing exceptions

Wildlife and Fisheries Subelements

Alternative 1 is intended to attain and maintain wildlife and fisheries threshold standards. The Wildlife and Fisheries Subelements would:

- ▲ Maintain the current Goals and Policies regarding wildlife and fisheries

Soils Subelement

Under Alternative 1, existing Goals, Policies, and Implementation Measures intended to minimize soil erosion and the loss of soil productivity would not be amended. The Soils Subelement would:

- ▲ Maintain the existing procedure for granting grading season exceptions
- ▲ Evaluate the success of land coverage removal and soil disturbance remediation projects

PUBLIC SERVICES AND FACILITIES ELEMENT

Alternative 1 would maintain the existing public services and facilities requirements, and would:

- ▲ Maintain existing fire flow provisions that outline specific fire flow requirements and allow for waivers under certain circumstances

IMPLEMENTATION ELEMENT

The Implementation Element would be amended to reflect management, programs, and implementation of the elements described above. Dates specified in the Implementation Element would be extended to reflect a 20-year planning horizon.

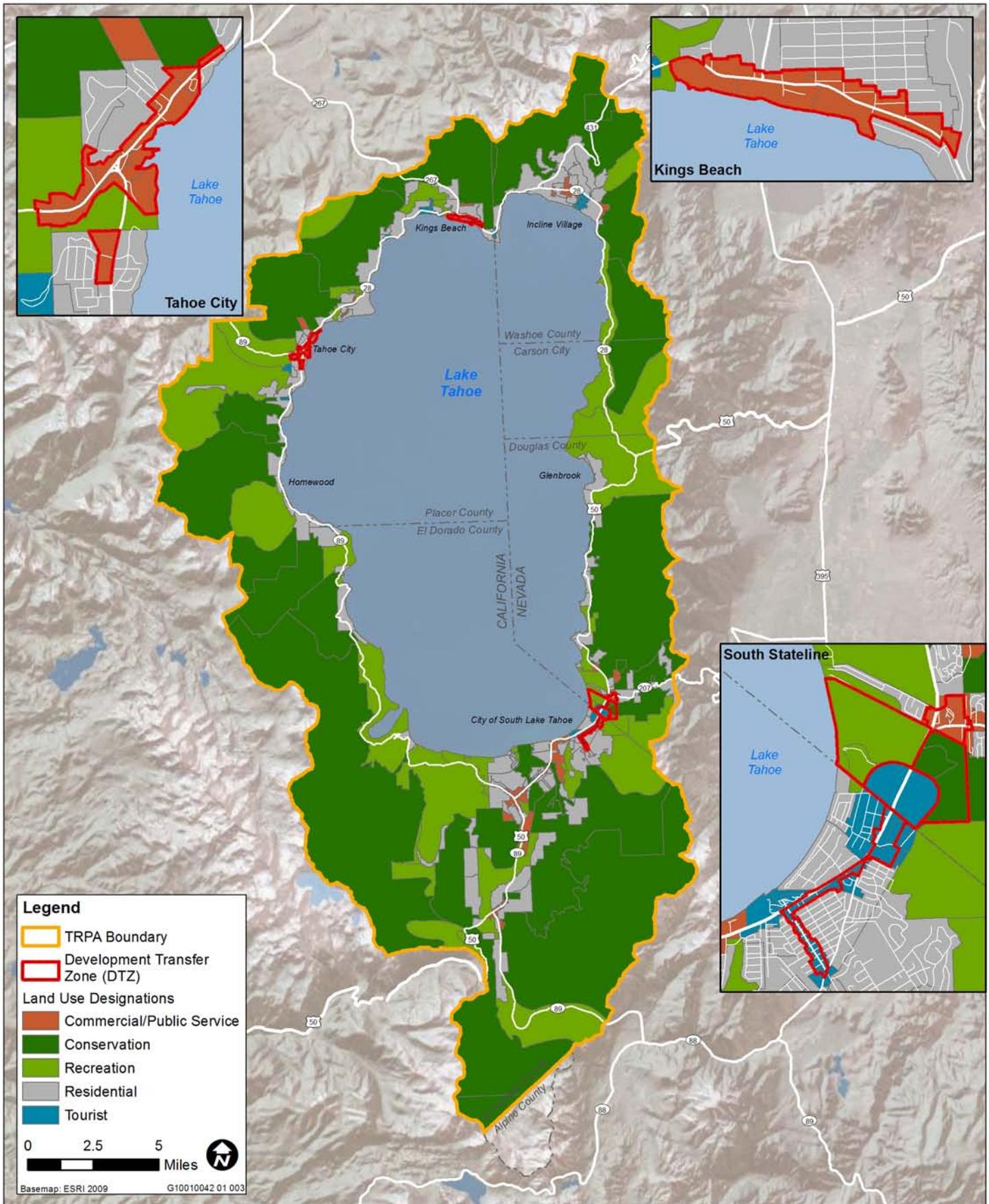
2.6.2 ALTERNATIVE 2: LOW DEVELOPMENT, INCREASED REGULATION

Alternative 2 would substantially reduce the development potential compared to the 1987 Regional Plan. It would take a regulatory and enforcement approach to attain and maintain environmental threshold standards, rather than emphasizing incentives to modify the location of development. Some redevelopment incentives would be implemented, but to a lesser extent than under Alternatives 3 and 4. A key feature of Alternative 2 is the definition of DTZs, areas to which development may be transferred. Transfer of development outside a DTZ would be required to take place within the same HRA. Development may be transferred into DTZs from multiple HRAs.

LAND USE PLANNING SYSTEM

Under Alternative 2, PASs would be updated to account for land use changes that have occurred since the adoption of the 1987 Regional Plan. PAS amendments would be required to show substantial conformance with the original intent of each PAS and its goals. DTZs would be delineated in three areas that contain existing infrastructure to support mass transit facilities. DTZs would be limited to the commercial corridors and adjoining parcels of South Stateline (from Kingsbury Grade along US 50 to Ski Run Boulevard and Pioneer Trail), Kings Beach Community Plan, and Tahoe City Community Plan. Transfer of coverage from any HRA into the South Stateline DTZ would be permissible, as would transfer of coverage from any HRA in Placer County into the Tahoe City or Kings Beach DTZs. Transfer of CFA and TAUs would only be allowed between DTZs and Community Plans, and the number of allowable TAUs would be capped at existing levels in all areas except DTZs. The South Stateline DTZ would be subject to specific incentives and regulations, including increased height allowance and prohibition against TAU and CFA transfers out of the area.

Exhibits 2-5 through 2-8 illustrate the land use plan proposed under Alternative 2.

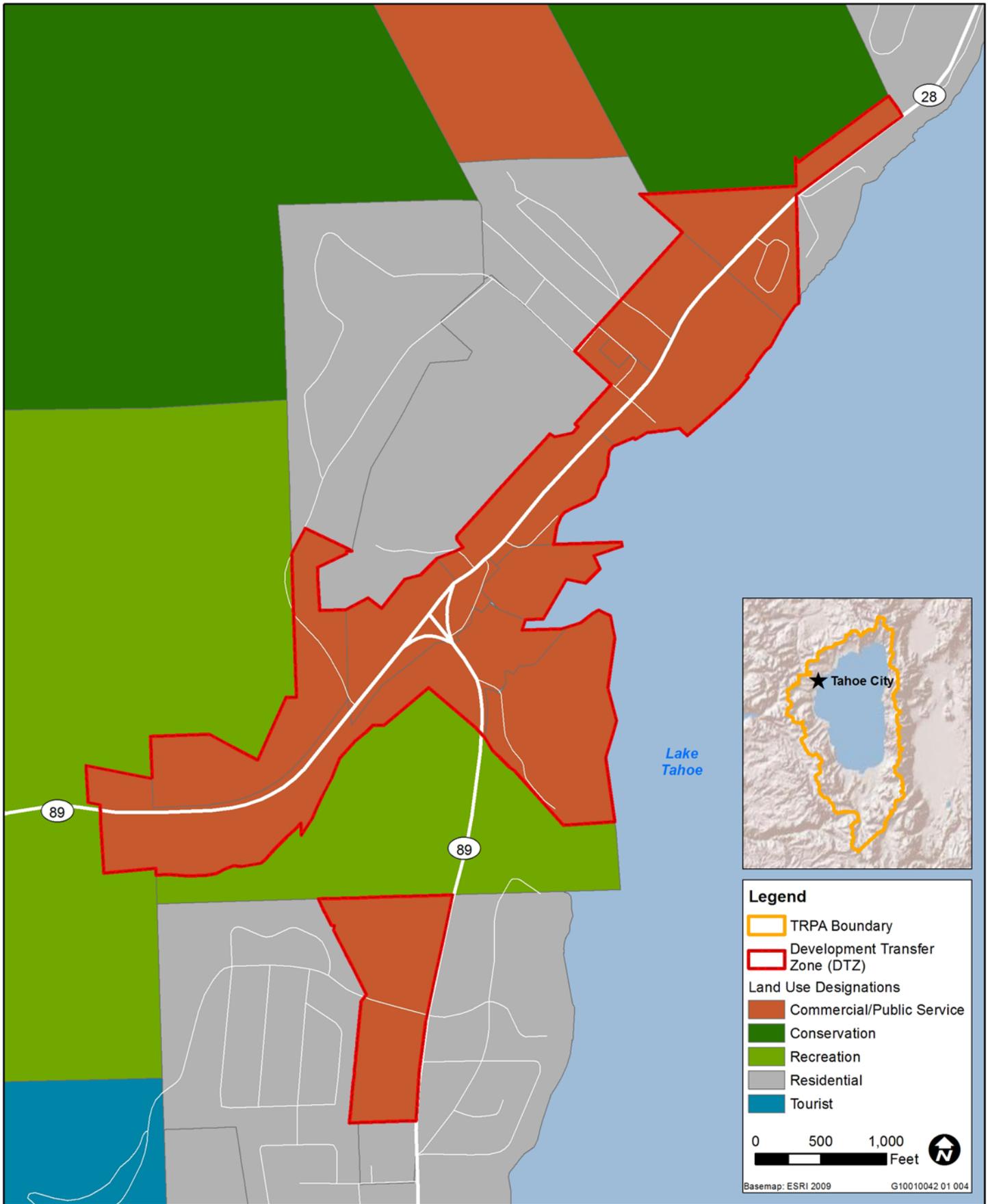


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-5.

Alternative 2: Land Use Plan





Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-6.

Alternative 2: Tahoe City Development Transfer Zone



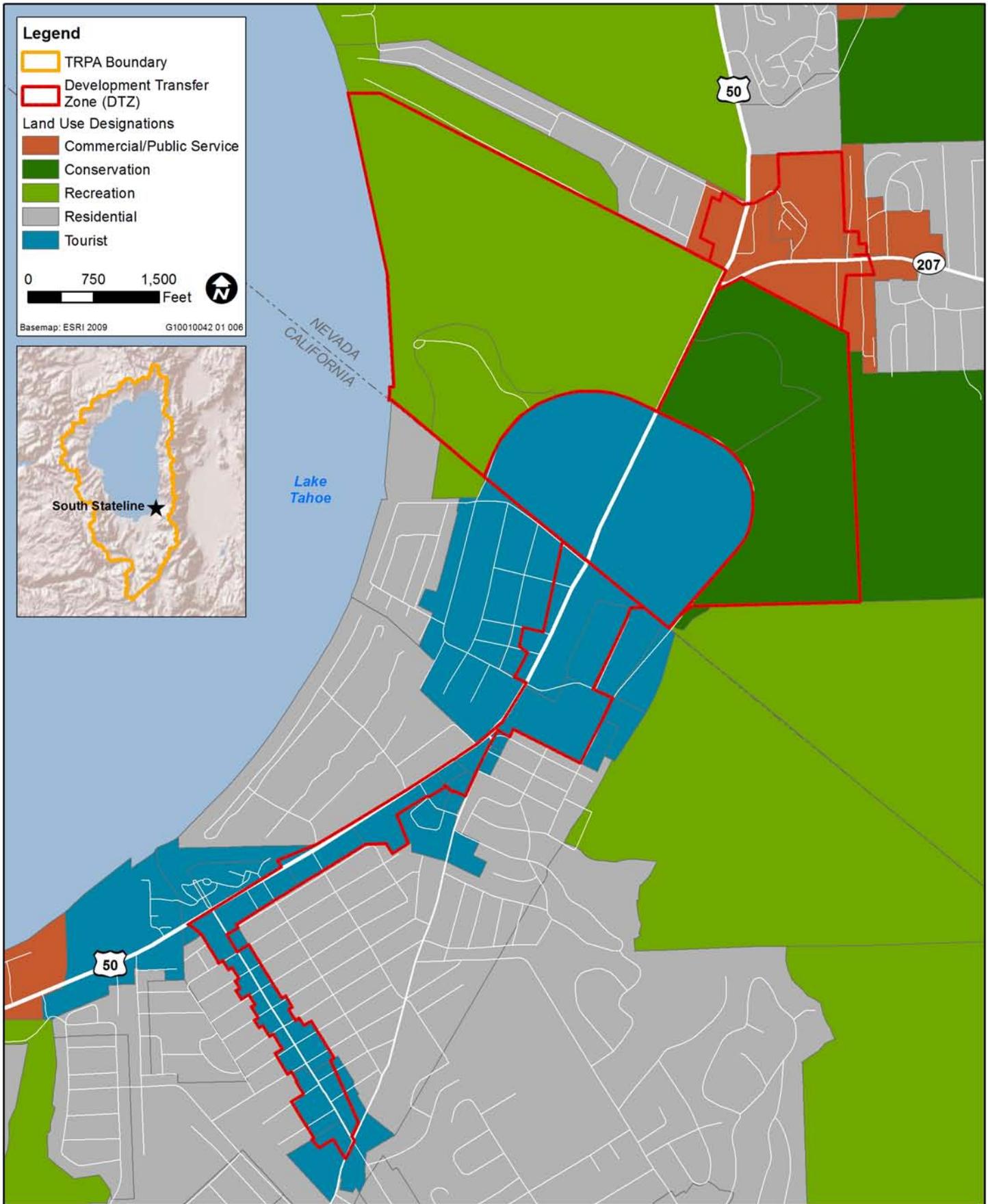


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-7.

Alternative 2: Kings Beach Development Transfer Zone





Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-8.

Alternative 2: South Stateline Development Transfer Zone



COVERAGE, ALLOCATIONS, AND BONUS UNITS

Alternative 2 would include a limited number of new residential allocations (2,600 total, at an average rate of 130 per year for 20 years). An additional 200,000 square feet of CFA would be available to Community Plans under the existing allocation system, but only after the 1987 Regional Plan remainder is used and 70 percent commercial occupancy is achieved. Exemptions from this policy would allow a portion of the 200,000 square feet of additional CFA to be allocated to certain industrial areas or as a 2:1 ratio for CFA transferred out of sensitive land (LCDs 1–3). No new TAU allocations would be included. Remaining unassigned residential bonus units from the 1987 Plan would be distributed in accordance with existing procedures, and no additional residential bonus units would be available. The maximum allowable coverage (base plus transferred) in Community Plans and DTZs would be reduced to 50 percent of the area in LCDs 4–7 for both developed and undeveloped lands. Transfers of coverage into Community Plans and DTZs would be subject to a transfer ratio based on the sensitivity of the sending parcel rather than the resulting amount of coverage on the receiving parcel, thus increasing the incentive to transfer coverage from sensitive lands. The excess coverage mitigation program would also be updated to require that a project first exhaust options for on-site coverage removal before allowing off-site coverage removal. A project would only be eligible to pay an increased excess coverage mitigation fee if all feasible options for direct reduction of coverage were exhausted.

ENVIRONMENTAL REGULATIONS AND INCENTIVIZED REDEVELOPMENT

Under Alternative 2, one sending TAU would equal one receiving TAU on a bedroom-for-bedroom basis, limited to no more than 550 square feet per bedroom in a unit and a total unit size not to exceed four bedrooms and three baths. Existing height standards would remain the same, except in the DTZs: DTZ areas would include height limits of four stories in the South Stateline DTZ (three stories within 1,500 feet of Lake Tahoe) and three stories in the Tahoe City and Kings Beach DTZs (two stories within 1,500 feet of Lake Tahoe).

Under Alternative 2, new environmental regulations would be stricter than those proposed under Alternatives 1, 3, 4, and 5. Both Alternatives 3 and 4 would require adherence to new woodstove emission standards and regulations, TMDL and BMP compliance, and implementation of U.S. Environmental Protection Agency (EPA) SEZ Program protocols; however, Alternative 2 would include more stringent regulations, including a requirement that all projects, programs, and planning efforts result in a net reduction of air pollution for all air pollutants that are out of attainment; a prohibition against the use of fertilizers and pesticides in most areas outside of single family residential areas with limited exceptions; and establishment of a maximum area of allowable turf for all parcels.

TRANSPORTATION STRATEGIES

Alternative 2 would implement Transportation Strategy Package B, which would implement 47 new bicycle and pedestrian projects (18 in the City of South Lake Tahoe, 5 in Douglas County, 7 in El Dorado County, 11 in Placer County, and 6 in Washoe County); the Kings Beach Commercial Core Improvement Project; SR 89/Fanny Bridge Community Revitalization Project; Sierra Boulevard Complete Streets Project; US 50 South Shore Community Revitalization Project Loop Road; and various operational and capital enhancements to BlueGO, Tahoe Area Regional Transit (TART), and other inter-regional transit operations. In addition, this package includes a variety of transportation system management and ITS strategies, operations and maintenance programs, and TMDL implementation projects. Transportation Strategy Package B includes all strategies proposed under packages A and C except the Lake Tahoe Waterborne Transit Project and the City of South Lake Tahoe Aviation Capital Project. For a full discussion of transportation strategy packages and their component projects and programs, see Appendix C.

PROPOSED GOALS, POLICIES, AND IMPLEMENTATION MEASURES UNDER ALTERNATIVE 2

LAND USE ELEMENT

Land Use Subelement

Under Alternative 2, the Goals, Policies, and Implementation Measures of the Land Use Subelement would be modified to:

- ▲ Maintain the PASs and Community Plans as the primary planning system
- ▲ Establish the DTZ in the South Stateline area that would allow up to four stories (three stories near the Lake); and three stories in the Tahoe City and Kings Beach DTZs (two stories near the Lake), subject to increased setback and other requirements to maintain views
- ▲ Limit all other areas of the Region to existing height standards
- ▲ Limit maximum allowable coverage to 50 percent on high-capability lands in Community Plan areas
- ▲ Permit only hard coverage transfers for commercial, tourist accommodation, and mixed-use facilities
- ▲ Allow soft coverage transfers only for Class II bike trails that use pervious pavement
- ▲ Restrict the assignment of CFA to adopted Community Plan areas and DTZs and only after existing vacant CFA is occupied, with limited exceptions for industrial areas and for CFA used as a match for existing CFA transferred out of sensitive lands
- ▲ Require projects with excess coverage to mitigate the impact in the following priority order: (1) remove a minimum of 15 percent of the excess coverage on-site; (2) remove coverage off-site within the same HRA subject to the following ratios: SEZ (LCD 1b) at 1:1; LCDs 1a, 1c, 2, and 3 at 1.25:1; LCDs 4 and 5 at 2:1; and LCDs 6 and 7 at 3:1; and (3) pay excess coverage mitigation fee
- ▲ Increase excess coverage mitigation fees to reflect the actual cost of acquiring and restoring coverage, and require that collected mitigation fees be used to purchase and restore only hard coverage
- ▲ Define TAUs for transfer as based on one bedroom and one bathroom, not to exceed 550 square feet, which can be combined for a maximum of four bedrooms and three bathrooms
- ▲ Permit the transfer of hard coverage from any HRA to the South Stateline DTZ and from any HRA in Placer County to the Kings Beach or Tahoe City DTZ, and permit other coverage transfers only within the same HRA
- ▲ With the exception of transfers for pervious-coverage bike trails, prohibit the transfer of soft coverage off-site and the conversion of soft coverage to hard coverage
- ▲ Restrict excess coverage mitigation fees to the removal of existing coverage within the same HRA (not applicable to the retirement of potential coverage) and require that fees be prioritized for the removal of structures in SEZs
- ▲ Require that transfers of coverage into DTZs and Community Plan areas adhere to a transfer ratio based on the sensitivity of the sending parcel (1:1 [sending to receiving] for transfers from SEZ (LCD 1b); 1.25:1 for transfers from LCDs 1a, 1c, 2, and 3; 2:1 for transfers from LCDs 4 and 5; and 3:1 for transfers from LCDs 6 and 7)
- ▲ Promote increased input by local residents into the development of Community Plans and continue to allow Community Plans to supersede the Regional Plan when they contain more stringent requirements
- ▲ Require that transfers of CFA and TAUs from South Shore areas outside of DTZs to the North Shore DTZs would be at a ratio of 2:1 (sending to receiving), TAUs could only be transferred from the South Shore to the North Shore if two TAUs were removed from sensitive land for every unit sent to non-sensitive land, and existing numbers of TAUs in areas outside of DTZs may be maintained but additional transfers would be prohibited (new TAUs would only be allowed within DTZs)

Housing Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Housing Subelement would not be modified.

Community Design Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Community Design Subelement would be modified to:

- ▲ Require all landscape plans to be consistent with defensible space requirements and, where feasible, accommodate stormwater runoff
- ▲ Maintain existing height ordinances for buildings in the Region except in the South Stateline DTZ, which would allow up to four stories (three stories near the Lake) and in other DTZs that would allow up to three stories (two stories near the Lake)
- ▲ Develop outdoor lighting standards for each land use classification that minimize stray or unnecessary lighting
- ▲ Implement new design standards that more accurately reflect local vision, lead to improvements in scenic quality, benefit multiple threshold standards, and create predictable development standards that encourage redevelopment and accelerated attainment of threshold standards

Air Quality Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Air Quality Subelement would be modified to:

- ▲ Require that all new projects, programs, and plans result in a net reduction in air pollutants that are out of attainment with air quality threshold standards
- ▲ Update emission standards for wood stoves to current EPA standards and require replacement of all non-EPA certified wood stoves by 2020.
- ▲ Promote low-emission forest fuel–reduction strategies and refine smoke-management best practices
- ▲ Apply the most stringent state or local air quality regulations to projects Region-wide
- ▲ Allow some air quality mitigation funds to be used on the most cost-effective projects anywhere in the Region

Water Quality Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Water Quality Subelement would be modified to:

- ▲ Increase the existing target for restoration of 80 percent of disturbed lands in the Region to at least 90 percent of the disturbed lands
- ▲ Prohibit the use of fertilizers that introduce additional nitrogen and phosphorus, with limited exceptions
- ▲ Prohibit the use of outdoor pesticides in many cases
- ▲ Require that all roads and trails that allow off-highway vehicle (OHV) use install BMPs or be decommissioned by 2015
- ▲ Require that all road abrasives be resistant to pulverization and include zero or very little phosphorus content
- ▲ Expand the existing provision that allows limited discharges of treated municipal wastewater for catastrophic wildfire suppression efforts
- ▲ Increase the proportion of water quality mitigation fees that can be used for operations and maintenance of water quality projects
- ▲ Include TMDL load allocations, milestone schedule, and TRPA permit requirements

- ▲ Amend grading standards in the Code to include enhanced dust control requirements
- ▲ Require point-of-sale implementation of BMPs or posting of a financial guarantee

TRANSPORTATION ELEMENT

Under Alternative 2, Goals, Policies, and Implementation Measures of the Transportation Element would be modified to:

- ▲ Encourage walkable mixed-use centers by reducing minimum parking standards, establishing maximum parking standards, establishing parking-as-commodity programs, setting minimum standards for bicycle parking, and encouraging the construction of intercept lots with shuttles to walkable mixed-use centers
- ▲ Evaluate projects, plans, and proposals based on transit emissions per person per mile (EPPM), vehicle miles traveled (VMT), and similar measures
- ▲ Require that projects in areas where bike or pedestrian facilities are planned incorporate those facilities
- ▲ Promote the long-term availability of bike and pedestrian facilities by requiring these projects to include a maintenance plan and funding strategy, and allow up to 25 percent of air quality mitigation fees to be used for maintenance of bike and pedestrian facilities
- ▲ Require public and private vehicle fleets to use the best available fuel technologies when replacing vehicles
- ▲ Discourage waterborne transit services
- ▲ Encourage the Tahoe Transportation District (TTD) to implement a road user fee on the Region's roadways to fund shuttles from intercept lots and other multi-modal transportation improvements
- ▲ Incentivize the use of public and private transit options over the rental of automobiles

CONSERVATION ELEMENT

Vegetation Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Vegetation Subelement would be modified to:

- ▲ Promote establishment of defensible space and reduction of hazardous fuels
- ▲ Allow the removal or pruning of large trees for projects that would benefit other threshold standards or create defensible space
- ▲ Use BMP evaluations and certifications to determine if requirements for low water use, low fertilizer use, and native and fire-resistant vegetation criteria have been met
- ▲ Develop a numerical measurement system to evaluate vegetation on a per-parcel basis, considering such items as defensible space, watershed protection, privacy screening, and deviation from natural vegetation condition
- ▲ Establish a maximum lawn area as a percentage of the non-covered area of a parcel

Wildlife and Fisheries Subelements

Under Alternative 2, the Code would be amended to require that all projects in areas with infestations of aquatic invasive species reduce and remove aquatic invasive species and prepare annual monitoring reports.

Soils Subelement

Under Alternative 2, Goals, Policies, and Implementation Measures of the Soils Subelement would be modified to:

- ▲ Increase excess coverage mitigation fees to reflect the actual cost of acquiring and restoring coverage

PUBLIC SERVICES AND FACILITIES ELEMENT

Under Alternative 2, Goals, Policies, and Implementation Measures of the Public Services and Facilities Element would be modified to:

- ▲ Revise the waiver for fire water supply on new single-family dwelling permits to allow for alternative fire protection designs that adequately comply with the intent of the adopted fire code in those areas where existing water systems have inadequate water supply, pressure, and/or hydrants, but only if approved by the applicable fire agency
- ▲ Require that new development in urban areas is adequately served by fire hydrants to the satisfaction of local fire districts and the adopted fire code

IMPLEMENTATION ELEMENT

The Implementation Element would be amended to reflect management, programs, and implementation of the elements described above.

2.6.3 ALTERNATIVE 3: LOW DEVELOPMENT, HIGHLY INCENTIVIZED REDEVELOPMENT

Alternative 3 is the alternative that most closely reflects preliminary recommendations of the TRPA Governing Board's Regional Plan Update Committee. Alternative 3 focuses on environmental redevelopment of the existing built environment as a means to achieve accelerated attainment of threshold standards. It is designed to streamline regulatory processes and concentrate TRPA's resources where they can have the most benefit. To that end, the alternative proposes to exempt additional activities from direct TRPA review if an Area Plan has been adopted and found in conformance with the Regional Plan. The alternative also addresses new legal obligations and critical threats, such as the risk of wildfire. It combines a reduced level of development with strong incentives for redevelopment and other regulatory changes described below. Under Alternative 3, the level of development would be greater than under Alternatives 1 and 2, but less than Alternatives 4 and 5.

LAND USE PLANNING SYSTEM

Under Alternative 3, the existing Tahoe Region land use map would be updated to include new wilderness and backcountry land use designations that differentiate USFS lands from other conservation-designated land. This designation is a change in name only—no physical environmental changes or revisions to management strategies by USFS would occur.

Mixed use is a new land use classification of Alternative 3 (replacing commercial and public service) and would identify community centers that have been designated to provide a mix of commercial, public service, light industrial, office, and residential uses to the Region or have the potential to provide future commercial, public service, and residential uses (Exhibit 2-9). This change is also in name only—properties with the existing commercial/public service designation would be classified as mixed use.

Alternative 3 also defines four types of special planning designations—Town Center, Regional Center, and High Density Tourist District, which are areas targeted for redevelopment and collectively referred to as community centers, and Stream Restoration Priority Area, which denotes areas prioritized for restoration. The community center overlay districts contain most of the Region's non-residential services and have been identified as significant sources of sediments and other contaminants that continue to enter Lake Tahoe. The overlay districts are targeted for redevelopment in a manner that would improve environmental conditions, create a more sustainable and less automobile-dependent development pattern, and provide economic opportunities in the

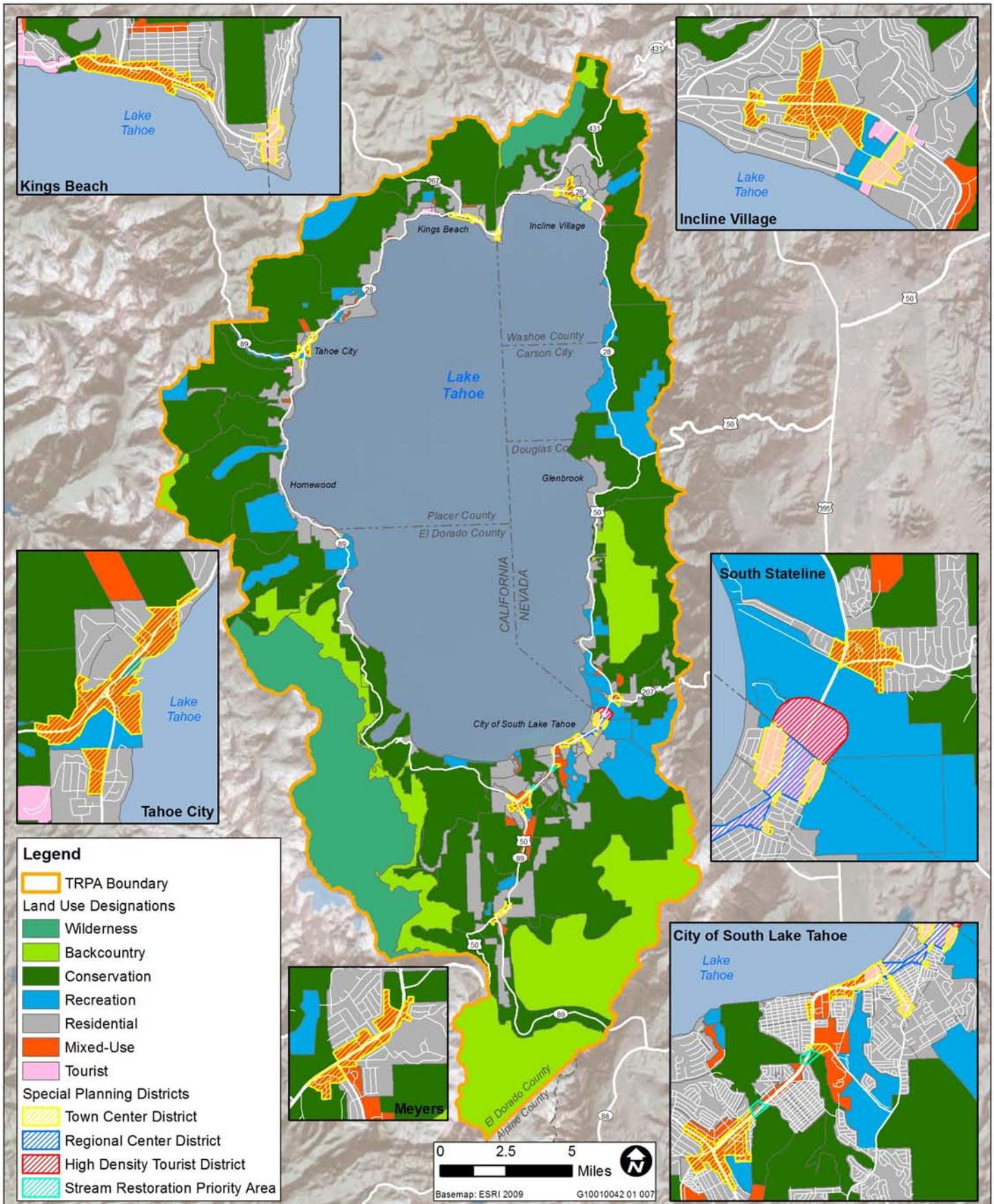
Region. Town Centers would be located in Incline Village, North Stateline, Kings Beach, Tahoe City, Kingsbury, Stateline/Ski Run, South Stateline, City of South Lake Tahoe, South Y, and Meyers (Exhibits 2-9 through 2-15). The Regional Center overlay district would surround the US 50 corridor from Ski Run Boulevard to the Nevada state line on the south shore (Exhibits 2-9, 2-13, and 2-14). The High Density Tourist District contains a concentration of hotel/casino towers and would be designated in Stateline, Nevada, where the four existing hotel-casino towers are located (Exhibits 2-9, 2-13, and 2-14). Additionally, Stream Restoration Priority Areas are identified as restoration priority areas. The Stream Restoration Priority Areas identify regionally important areas where expedited environmental restoration should be promoted in future planning efforts. No currently proposed provisions would apply specifically to these areas.

A unique feature of Alternative 3 is the concept of Area Plans. Under Alternative 3, public agencies would be encouraged to engage local residents and, in coordination with TRPA staff, prepare coordinated plans for implementation of land use goals, policies, and ordinances. The Area Plans, which would also include development ordinances and zoning designations, would be required to be consistent with the Regional Plan; they would be subject to an initial conformance evaluation by TRPA and procedures to administer any future Regional Plan amendments. PASs, Community Plans, and use-specific Master Plans would remain in effect until superseded by Area Plans that are developed in accordance with and found in conformance with the Regional Plan.

Once a conformity determination has been made and environmental review requirements of TRPA (and the California Environmental Quality Act [CEQA], for plans in California) have been completed, the affected public agency may assume responsibility for review and approval of certain additional activities. Approval by other agencies would not include regionally significant projects such as development within the High Density Tourist District, the Shorezone of Lake Tahoe, or Conservation Districts. TRPA would also retain review authority over projects in which the new development would meet or exceed certain size limits, and may retain authority for smaller projects in a given area plan to the extent that those activities may have a significant effect on natural resources even with Area Plan provisions.

TRPA would conduct an annual review of activities within conforming Area Plans to ensure that permits issued by other agencies are approved in accordance with the conforming plan. If, as part of the review, TRPA finds that an agency has approved activities that are not in conformance with the conforming Area Plan or that agencies are not meeting monitoring and reporting requirements, then TRPA may initiate corrective actions, including but not limited to revocation of certain jurisdictional review and approval authority under the Area Plan.

Exhibits 2-9 through 2-15 illustrate the land use plan proposed for Alternative 3.

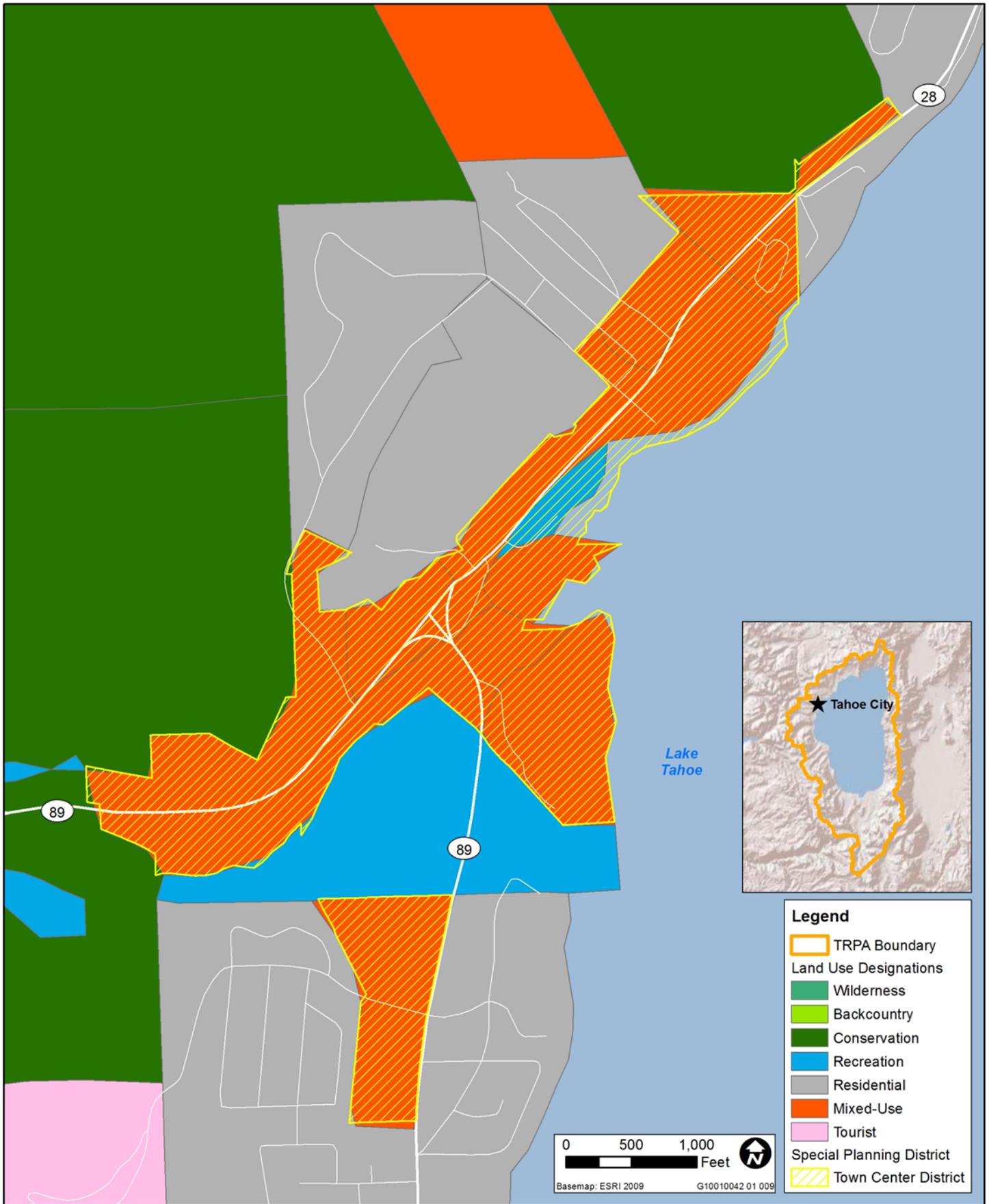


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-9.

Alternative 3: Land Use Plan





Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-10.

Alternative 3: Special Planning Districts, Tahoe City



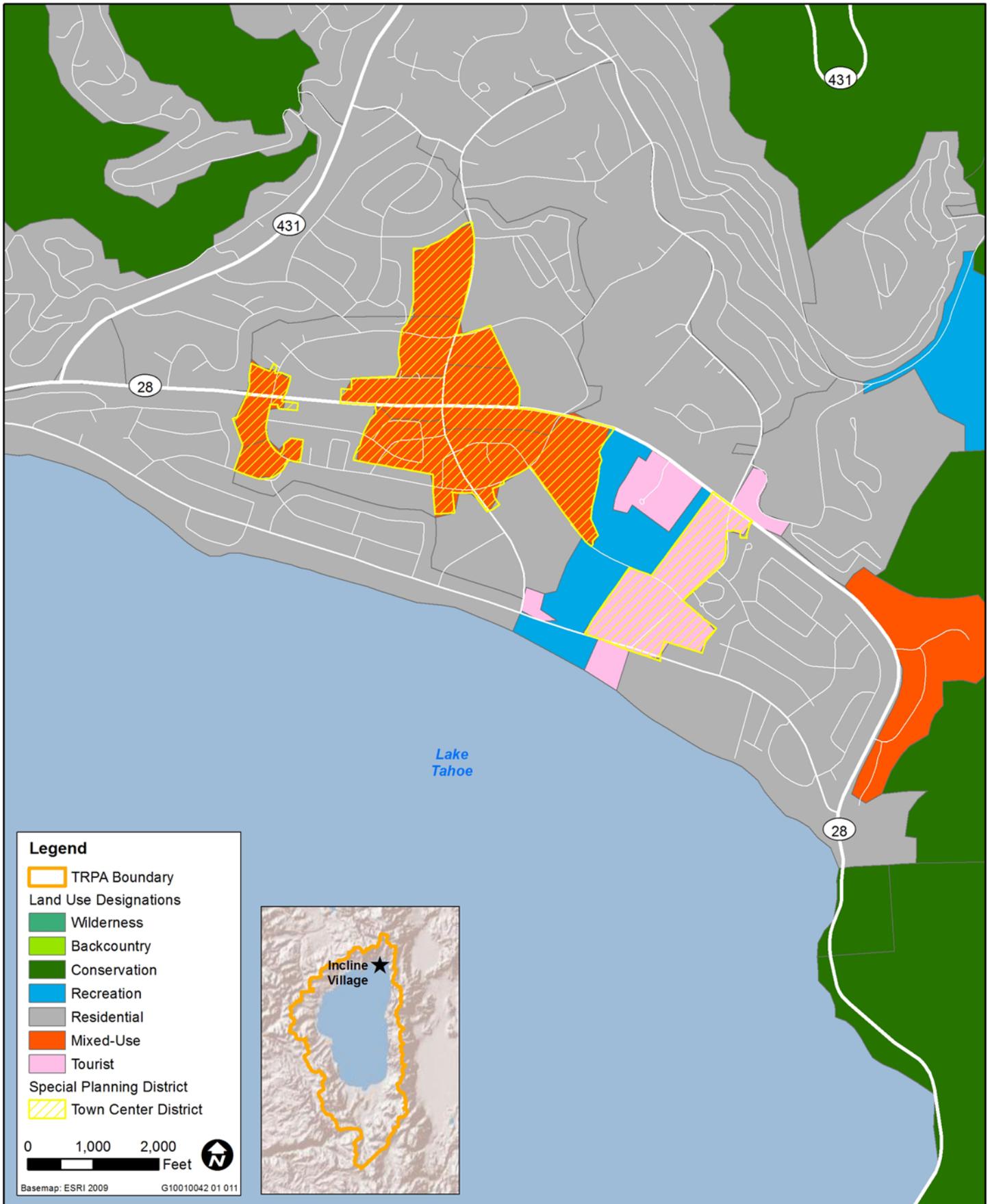


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-11.

Alternative 3: Special Planning Districts, King Beach



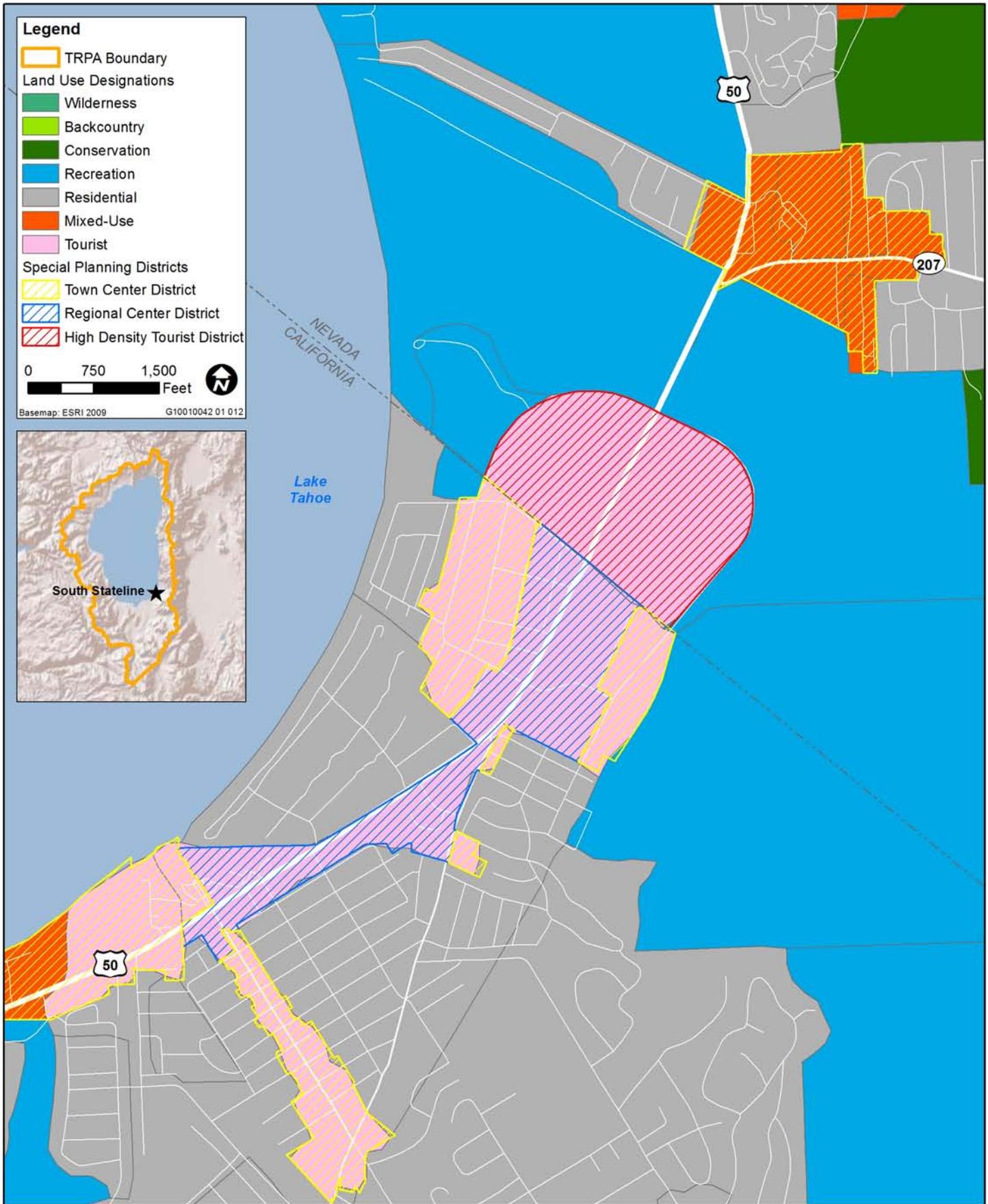


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-12.

Alternative 3: Special Planning Districts, Incline Village



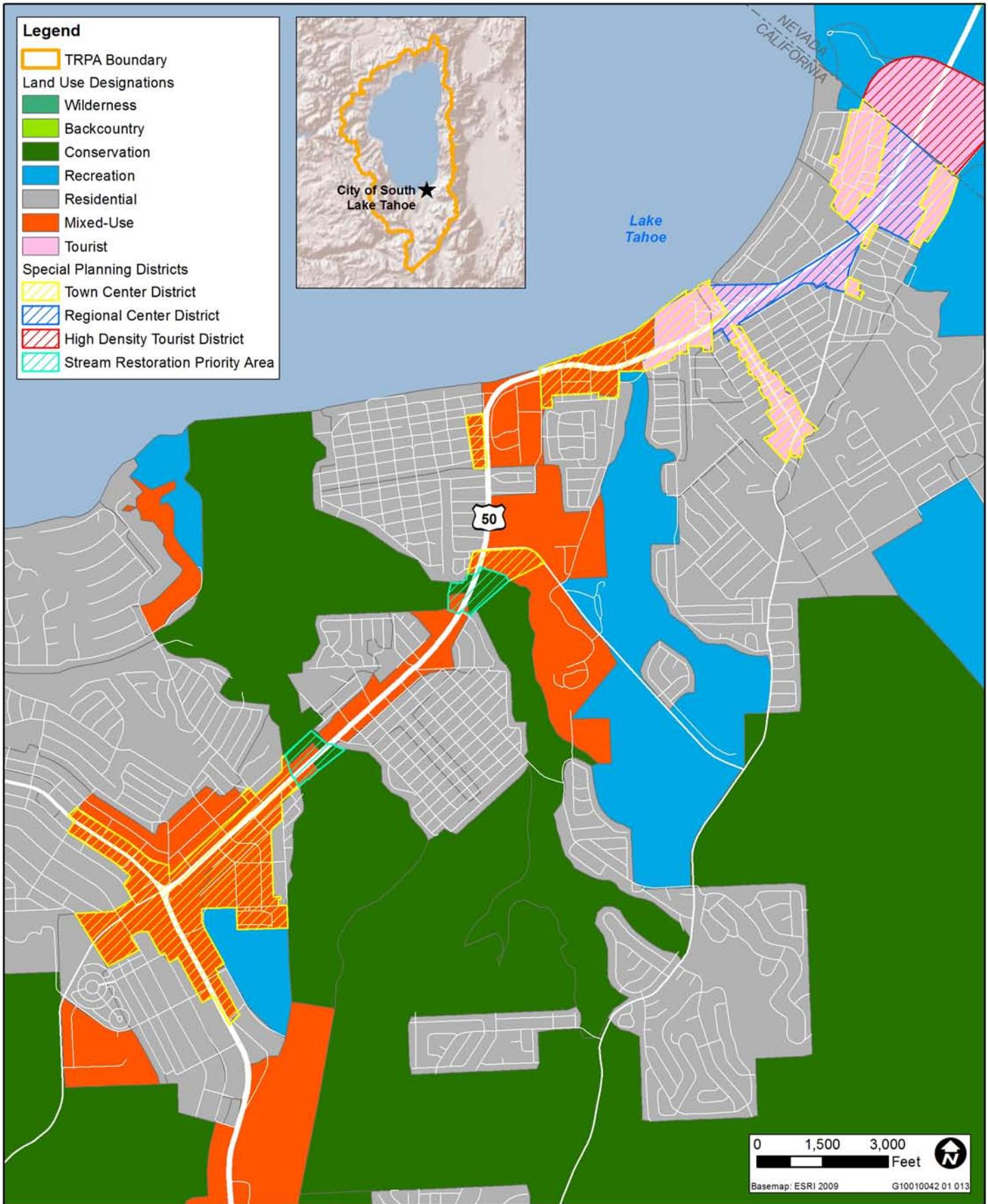


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-13.

Alternative 3: Special Planning Districts, South Stateline



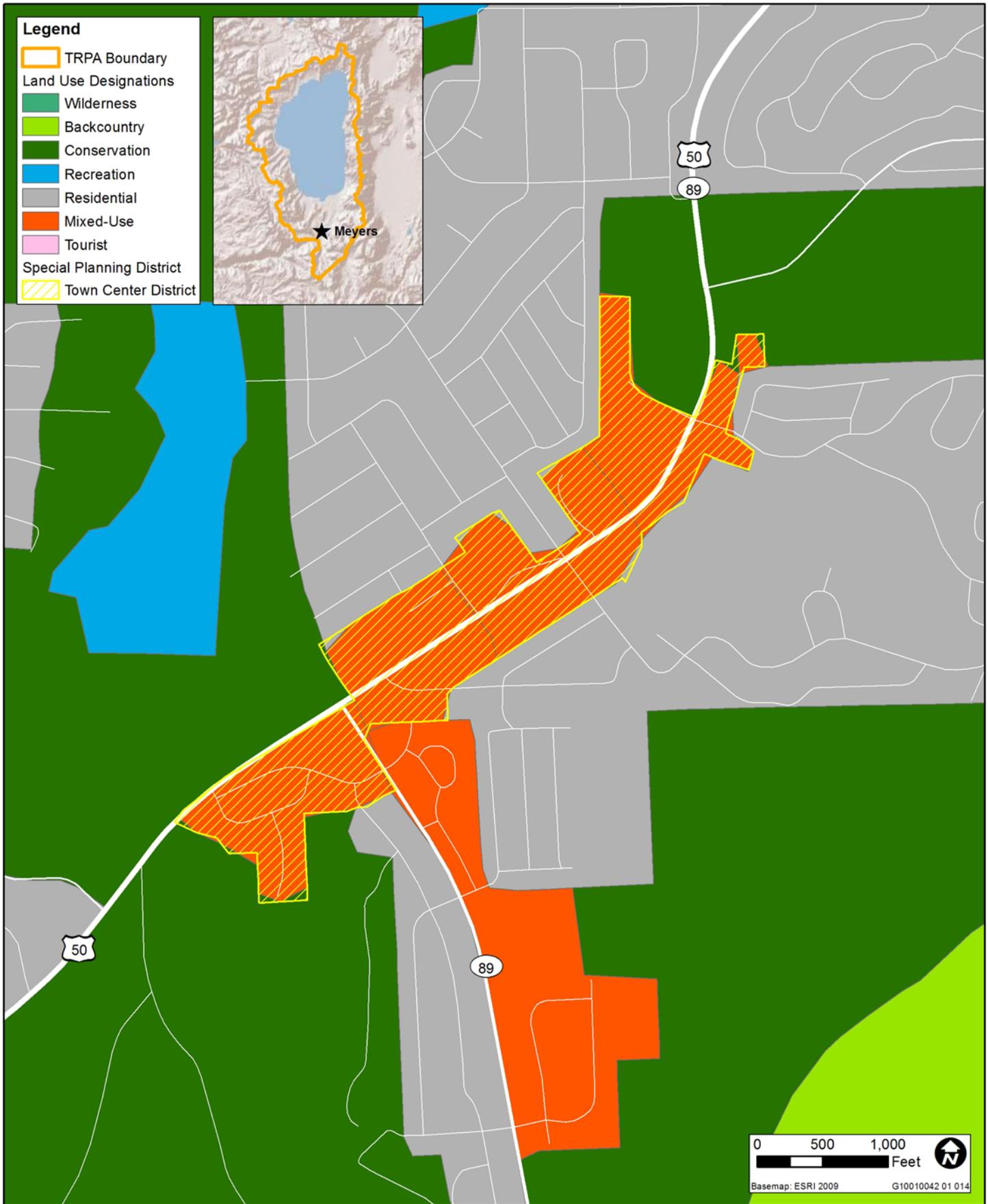


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-14.

Alternative 3: Special Planning Districts, City of South Lake Tahoe





Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-15.

Alternative 3: Special Planning Districts, Meyers



COVERAGE, ALLOCATIONS, AND BONUS UNITS

A major emphasis of Alternative 3 is to implement policies that result in reducing coverage on sensitive lands and on lands distant from community centers, thereby increasing permeability; reducing urban runoff; redirecting coverage to appropriate locations where regional, area-wide or neighborhood-scale BMPs can more effectively manage runoff and reduce conveyance of pollutants to Lake Tahoe; and reducing VMT by redirecting development away from outlying parcels to community centers. Alternative 3 includes several targeted changes to policies and implementation measures related to land coverage. These changes are intended to complement more aggressive development transfer ratios for redevelopment in community centers and promote environmentally beneficial projects such as bike trails and the use of pervious pavement instead of asphalt. Other changes to coverage provisions are intended to improve the efficiency of administering coverage programs and regulations and to remove or revise regulations that are burdensome and ineffective.

Under Alternative 3, the residential bonus unit incentive program would consist of the 874 unused residential bonus units remaining from the 1987 Regional Plan, and 600 new residential bonus units. A total of 2,600 new residential allocations, 200,000 square feet of new CFA, and no new TAUs would be included. The residential bonus units would be made available as an incentive for affordable housing and for development transfers to Town Centers, the Regional Center, and the High Density Tourist District. Residential bonus units, CFA, and TAUs would be tied to transfer ratios earned based on the environmental sensitivity of the sending parcel—that is, higher transfer ratios would be earned by transferring development from more sensitive sending parcels and from parcels that are most distant from support services or transit (e.g., a sending parcel containing SEZ or requiring longer travel distances to services).

HIGHLY INCENTIVIZED REDEVELOPMENT

Alternative 3 would employ a series of environmental incentives to improve Region-wide environmental conditions, create a more sustainable and less automobile-dependent development pattern, and provide economic opportunities in the Region. This would generally be accomplished through a limited number of new residential allocations (a total of 2,600), a bonus unit incentive program, a more aggressive transfer ratio program, and modified coverage provisions. Environmental incentives would include a pool of development allocations that would be used to further incentivize transfer from sensitive lands and areas that are not within walking distance to transit, Town Centers, Regional Center, or the High Density Tourist District (see Table 2-1).

Land Capability District (LCD) of Sending Parcel	Transfer Ratios for Existing Development¹	Transfer Ratios for Development Rights²
SEZ (LCD 1b)	1:3	1:1.5
Sensitive Lands (LCDs 1a, 1c, 2 and 3)	1:2	1:1.25
Non-sensitive lands (LCDs 4, 5, 6 and 7)	1:1	1:1
Distance from Target Areas³	Additional Transfer Ratio⁴	
Less than ¼ mile or Lakeward of primary transit routes	1:1	
¼ to ½ mile	1:1.25	
½ to 1 mile	1:1.5	
1 to 1½ mile	1:1.75	
Greater than 1½ mile	1:2	
Notes: CFA = commercial floor area; SEZ = stream environment zone; TAUs = tourist accommodation units 1. Refers to transfer of existing development (residential units, CFA, TAUs) to Town Centers, Regional Center, and/or High Density Tourist District and restoration and retirement of sending parcel. 2. Refers to transfer of development rights to Town Centers, Regional Center, and/or High Density Tourist District and retirement of sending parcel (no restoration needed). 3. Defined as Town Centers, Regional Center, High Density Tourist District, and primary transit routes. 4. Based on distance from non-residential support services and transit (only for transfers of residential development rights and existing residential units into Town Centers, Regional Center, and/or High Density Tourist District). Source: Data provided by TRPA in 2012		

In addition to development transfer incentives, Alternative 3 would offer substantial incentives to transfer coverage into Town Centers, Regional Center, and High Density Tourist District. Redevelopment projects would be allowed up to 70 percent coverage on high-capability lands for both undeveloped and developed parcels. With restoration and retirement of the sending sites, Alternative 3 would permit transfer of non-conforming coverage and transfer of soft coverage from SEZs for use in Town Centers, Regional Center, and the High Density Tourist District. The current requirement that coverage transfer occur only within the same HRA would be removed, and coverage transfer ratios would also be reduced to 1:1 when coverage is transferred from sensitive lands into these target areas.

Regulations that prohibit the conversion of apartments and motels into condominiums would be removed. In combination with these incentives, Alternative 3 would define a sending TAU as one 1,200-square-foot receiving unit or one 1,800-square-foot/3-bedroom receiving unit if the units make up less than 20 percent of a project. Within the High Density Tourist District, height limits would be revised to match the height of the tallest existing structure in the area. Within the Town Centers, Regional Center, and High Density Tourist District, redevelopment projects would be permitted to remove and retire existing excess coverage beyond that required under the existing mitigation program, in exchange for TAUs, CFA, or residential bonus units for use in multi-family residential development. Residential bonus units, CFA, and TAUs would be awarded at the ratios shown in Table 2-2.

Land Capability District	Coverage Reduced (square feet)	Bonus Units Eamed ¹
SEZ (1b)	700	1
1a, 1c, 2, or 3	1,400	1
4, 5, 6, or 7	2,100	1

Notes: CFA = commercial floor area; SEZ = stream environment zone; TAUs = tourist accommodation units
¹ One unit is equivalent to one residential bonus unit, one TAU, or 1,000 square feet of CFA.
 Source: Data provided by TRPA in 2012

TRANSPORTATION STRATEGIES

Alternative 3 would implement Transportation Strategy Package C, which consists of the constrained transportation project list. This package would implement 29 new bicycle and pedestrian projects (13 in the City of South Lake Tahoe, 3 in Douglas County, 3 in El Dorado County, 7 in Placer County, and 3 in Washoe County); Kings Beach Commercial Core Improvement Project; SR 89/Fanny Bridge Community Revitalization Project; Sierra Boulevard Complete Streets Project; US 50 South Shore Community Revitalization Project Loop Road; various operational and capital enhancements to BlueGO, TART, and other inter-regional transit operations; the City of South Lake Tahoe Aviation Capital Project; and the Lake Tahoe Waterborne Transit Project. In addition, Transportation Strategy Package C includes a variety of transportation system management and ITS strategies, operations and maintenance programs, and TMDL implementation projects. For a full discussion of transportation strategy packages and their component projects and programs, see Appendix C.

PROPOSED GOALS, POLICIES, AND IMPLEMENTATION MEASURES UNDER ALTERNATIVE 3

LAND USE ELEMENT

Land Use Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Land Use Subelement would be modified to:

- ▲ Allow public agencies to prepare Area Plans that would conform to the Regional Plan and supersede PASs and Community Plans
- ▲ Allow public agencies to have additional permitting authority for certain activities within conforming Area Plans
- ▲ Require that Area Plans are in conformance with, and a component of, the Regional Plan, including the requirement to attain and maintain threshold standards
- ▲ Add Wilderness and Backcountry land use designations; add mixed-use land use designation and overlays for Town Center, Regional Center, High Density Tourist District, and Stream Restoration Priority Areas
- ▲ Amend transfer ratios and grant bonus allocations for transfer of development from sensitive lands and areas farther from non-residential support services into designated Town Centers, Regional Center, and the High Density Tourist District
- ▲ Promote non-motorized public trails through exemption from coverage regulations, subject to design, siting and maintenance requirements
- ▲ Promote use of pervious pavement in non-sensitive lands (excluding roadways) by providing a 25-percent coverage exemption subject to design, siting and maintenance requirements
- ▲ Exempt coverage for new pervious decks and temporary coverage in non-sensitive lands subject to design, siting and maintenance requirements and size limits
- ▲ Allow coverage to be transferred across HRA boundaries, and allow use of excess coverage mitigation fees across HRA boundaries
- ▲ Incentivize redevelopment by allowing up to 70 percent coverage on high-capability lands for developed parcels in Town Centers, Regional Center, and the High Density Tourist District (the same as undeveloped parcels)
- ▲ Incentivize the removal of coverage on sensitive land by reducing the coverage transfer ratio to 1:1 when coverage is transferred from sensitive lands to Town Centers, Regional Center, or the High Density Tourist District
- ▲ Allow non-conforming coverage to be transferred to Town Centers, Regional Center, or the High Density Tourist District when the original site is restored and retired
- ▲ Allow Area Plans to manage coverage comprehensively rather than at the parcel scale if it is more effective at reducing coverage overall and within LCD 1 and 2 lands
- ▲ Allow transfer of soft coverage from SEZs into Town Centers, Regional Center, and the High Density Tourist District
- ▲ Allow Area Plans to increase multi-family density from 15 units/acre to 25 units/acre
- ▲ Allow the same residential density for mixed-use condominium projects as is currently allowed for mixed-use apartment projects
- ▲ Provide bonus TAUs, CFA, and residential units in exchange for the removal of additional excess coverage in Town Centers, Regional Center, and the High Density Tourist District
- ▲ Limit the size of receiving units for TAU transfers to one 1,200-square-foot receiving unit or one 1,800-square-foot/3-bedroom receiving unit if the units make up less than 20 percent of a project
- ▲ Waive the requirement for site-specific land capability verification in limited cases for high-capability land where the land capability is already well known

Housing Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Housing Subelement would be modified to:

- ▲ Require preparation of a regional housing needs assessment to evaluate progress toward adopted housing goals, and to recommend policy and ordinance changes, if necessary

Community Design Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Community Design Subelement would be modified to:

- ▲ Allow Area Plans to permit building heights of up to four stories (56 feet) in Town Centers, six stories (95 feet) in the Regional Center, and 197 feet in the High Density Tourist District
- ▲ Modify building height standards to promote a stair-stepping appearance of buildings on slopes
- ▲ Require landscape plans to be consistent with fire defensible-space requirements, as well as BMP requirements such as accommodating runoff where feasible
- ▲ Require that certain design requirements be included in area plans for site design, building design, landscaping, lighting, transitional height limits, and signage
- ▲ Require that Area Plans include dark-sky lighting standards, including the use of cutoff shields, to minimize light pollution and stray light
- ▲ Permit up to 14 feet of additional height for essential public safety facilities if necessary for the facility to function properly, subject to limitations

Air Quality Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Air Quality Element would be modified to:

- ▲ Recognize current EPA emission standards for wood stoves and develop an incentive program to replace non-compliant wood stoves by 2020 or upon transfer of title, purchase, or sale of a property that results in a change in ownership, with limited exceptions
- ▲ Allow a portion of air quality mitigation funds to be used across jurisdictional boundaries for Regional priorities

Water Quality Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Water Quality Subelement would be modified to:

- ▲ Phase out the sale and use of phosphorous fertilizer through education and outreach to minimize nutrient loading to surface water and ground water
- ▲ Provide additional allowances for the discharge of treated municipal wastewater if necessary to assist with catastrophic wildfire suppression
- ▲ Require that all property owners implement water quality BMPs that are consistent with fire defensible-space requirements
- ▲ Allow Area Plans to establish area-wide water quality treatments in place of site-specific BMPs, subject to limitations

TRANSPORTATION ELEMENT

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Transportation Element would be modified to:

- ▲ Promote walkable mixed-use centers, transportation enhancements, and environmental improvements that increase the viability of transit systems and encourage bicycle and pedestrian usage as viable and significant modes of transportation
- ▲ Adhere to statutory requirements for an SCS to reduce passenger vehicle–related GHG emissions in California

- ▲ Encourage Area Plans to include area-wide parking strategies that are tailored to the needs of local jurisdictions and incentivize shared parking
- ▲ Require commercial, tourist, multi-family, public service, and recreation projects to incorporate easements for segments of the bicycle and pedestrian network consistent with the Lake Tahoe Regional Bicycle and Pedestrian Plan
- ▲ Promote the long-term availability of bicycle and pedestrian facilities by requiring these projects to include a maintenance plan and funding strategy
- ▲ Include level of service (LOS) criteria for the highway system and signalized intersections during peak periods
- ▲ Allow a project to exceed vehicle LOS standards when it includes multi-modal amenities (such as transit, bicycling, and walking facilities) adequate to provide mobility for users

CONSERVATION ELEMENT

Vegetation Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Vegetation Subelement would be modified to:

- ▲ Promote establishment of fire defensible space and reduction of hazardous fuels
- ▲ Allow the pruning of large trees as an alternative to tree removal if determined necessary by a defensible-space assessor
- ▲ Allow removal of large trees for EIP projects without requiring that the tree removal be specified in an adopted master plan

Wildlife and Fisheries Subelements

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Wildlife and Fisheries Subelements would be modified to:

- ▲ Explicitly prohibit and prevent the release of invasive, exotic or undesirable non-native aquatic plant and animal species into the Region and control existing populations of those species

Soils Subelement

Under Alternative 3, the Goals, Policies, and Implementation Measures of the Soils Subelement would remain unchanged.

PUBLIC SERVICES AND FACILITIES ELEMENT

Modifications to the Public Services and Facilities Subelement under Alternative 3 would be the same as Alternative 2, which would include amendments to:

- ▲ Revise the waiver for fire water supply on new single-family dwelling permits to allow for alternative fire protection designs that adequately comply with the intent of the adopted fire code in those areas where existing water systems have inadequate water supply, pressure, and/or hydrants, but only if approved by the applicable fire agency
- ▲ Require that new development in urban areas is adequately served by fire hydrants to the satisfaction of local fire districts and the adopted fire code

IMPLEMENTATION ELEMENT

The Implementation Element would be amended to reflect management, programs, and implementation of the elements described above.

MINOR CODE AMENDMENTS

During the planning process, a number of minor code amendments were identified to clarify Code provisions and make other minor adjustments to the development code. These amendments are summarized in Appendix I and have been determined to have no significant environmental impacts.

2.6.4 ALTERNATIVE 4: REDUCED DEVELOPMENT, INCENTIVIZED REDEVELOPMENT

Goals, Policies, and Implementation Measures proposed under Alternative 4 focus on regulated growth and incentivized redevelopment. Alternative 4 would provide a slightly reduced level of development compared to the 1987 Plan, which is greater than Alternatives 1, 2, and 3. Alternative 4 would also provide incentives for redevelopment, but to a lesser degree than Alternative 3.

LAND USE PLANNING SYSTEM

Under Alternative 4, land use designations would be reclassified into a transect-based zoning system, that is, a model wherein a transect defines a series of districts that transition from wilderness and open space to the denser urban core. Transect districts would allow for a mix of land uses and housing types and result in an appropriate distribution of uses across the landscape. Each transect district would include specific measures that would regulate the physical form of the built environment to produce desired relationships between buildings and outdoor public areas, including streets. Alternative 4 proposes establishment of the five transect districts described below, some of which would be further defined by more specific districts (see Appendix D for an illustration of the transect districts, land uses, and summary of specific requirements as to form, function, and performance):

- ▲ **T1:** Wilderness District, Backcountry District, Conservation and Parkland District
- ▲ **T2:** Recreation District
- ▲ **T3:** Residential District
- ▲ **T4:** Neighborhood General District, Neighborhood Center District
- ▲ **T5:** Town Center District, Tourist Center District, and Special Districts

Characteristics such as massing, design, and permissible uses would be designated for each district. Districts would be further divided into Character Areas, which would have unique land use and design standards.

In addition to transect-based zoning, 12 PTOD districts would be established. PTOD zoning is a sustainable community planning strategy that concentrates development in denser, relatively urban settings to create walkable areas. Redevelopment projects within PTODs would be required to contain a minimum residential density of 8 dwelling units/acre and would be allowed up to four stories in height in central areas.

Exhibits 2-16 through 2-24 illustrate the land use plan proposed for Alternative 4.

COVERAGE, ALLOCATIONS, AND BONUS UNITS

Like Alternative 3, a major emphasis of Alternative 4 is to implement policies that result in reduced coverage on sensitive lands and on lands distant from community centers, thereby increasing permeability, reducing urban runoff, and redirecting coverage to appropriate locations where regional or neighborhood-scale BMPs can more

effectively manage runoff and reduce conveyance of pollutants to Lake Tahoe. Alternative 4 includes several targeted changes to policies and implementation measures related to land coverage. These changes are intended to promote environmentally beneficial projects such as bike trails and the use of pervious pavement instead of asphalt. Other changes to coverage provisions are intended to improve the efficiency of administering coverage programs and regulations, and to remove or revise restrictions that are burdensome and ineffective.

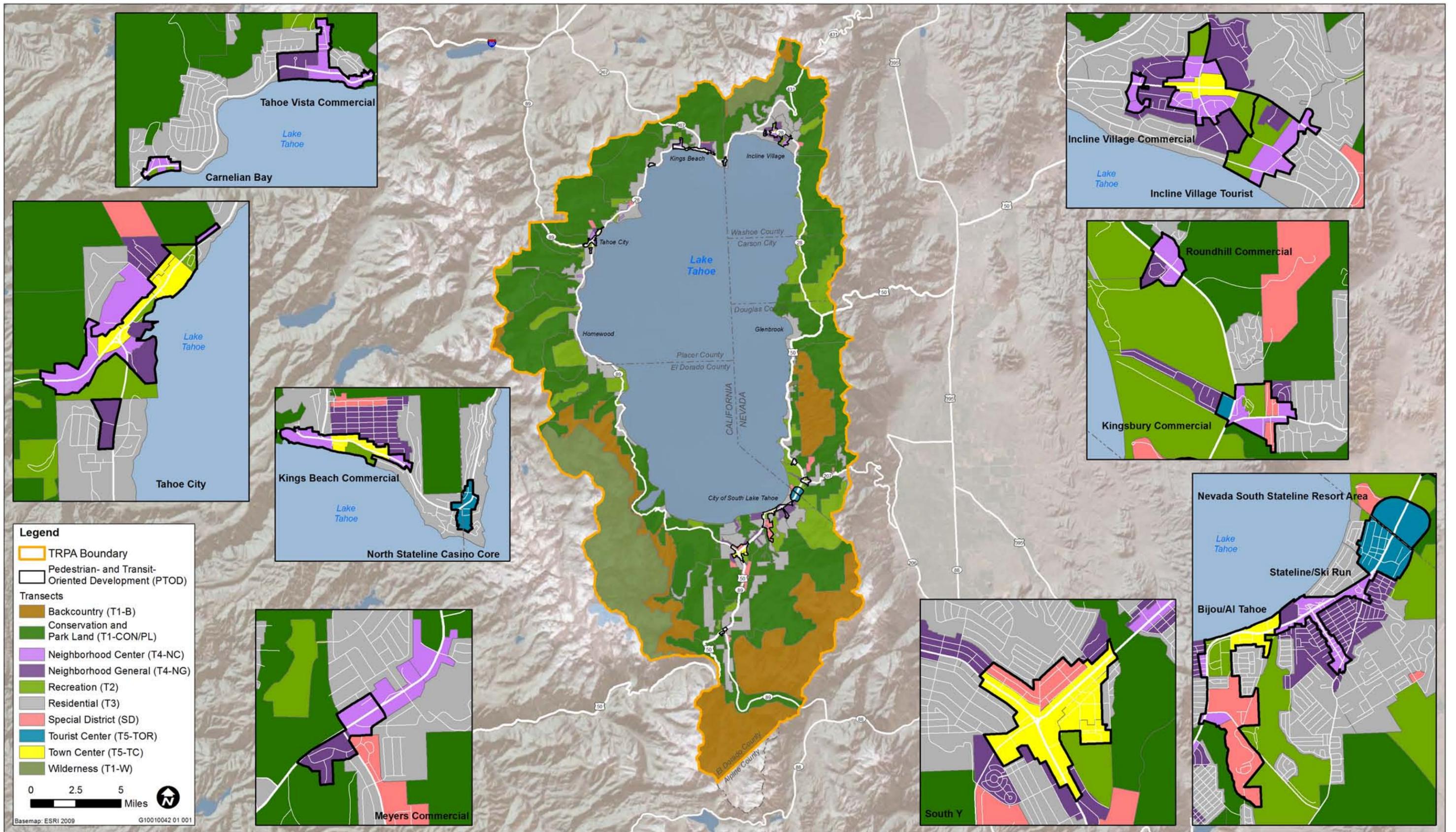
Alternative 4 would authorize 4,000 new residential allocations. New allocations would also include 400,000 square feet of CFA and 200 TAUs. No new residential bonus units would be added.

ENVIRONMENTAL REGULATIONS AND REDEVELOPMENT INCENTIVES

Alternative 4 contains a number of provisions intended to accelerate attainment and maintenance of threshold standards by incentivizing environmental redevelopment. Coverage transfer ratios would be revised to provide incentives to transfer development from sensitive lands to lands designated for commercial, tourist accommodation, and/or mixed use by providing a greater benefit than transfers from non-sensitive lands. This would be accomplished by reducing the coverage transfer ratio to 1:1 (sending to receiving) for all transfers from sensitive lands (LCDs 1–3), and increasing the transfer ratio to 2:1 (sending to receiving) for transfer from non-sensitive lands (LCDs 4–7) to commercial, tourist accommodation, and/or mixed-use areas. In addition, allocations of CFA and TAUs would be distributed only to the most urban areas—transect districts designated as Town Center, Tourist Center, and Neighborhood Center (see Exhibits 2-18 through 2-25)—and as a match for transfers of development. To further promote redevelopment, transfer of coverage would be allowed across HRA boundaries if the sending parcel is in an impaired watershed (an HRA that exceeds, in aggregate, its allowable coverage) and the receiving parcel is in an HRA that is not impaired.

Redevelopment projects within PTOD areas or Community Plans would be allowed up to 70 percent coverage on high-capability lands for both undeveloped and developed parcels. Height limits would be revised to reflect existing height within the area. Soft coverage within sensitive lands (LCDs 1–3) could be restored and transferred into PTOD areas or Community Plans for use in commercial or tourist projects. Regulations that prohibit subdivision would be removed for mixed-use projects in PTOD areas.

In combination with these incentives, Alternative 4 would limit the size of receiving units for TAU transfers to one 1,200–square-foot receiving unit or one 1,800-square-foot/3-bedroom receiving unit if the units make up less than 20 percent of a project. Height standards would be amended to promote desired community character, limiting height to two or three stories on the boundaries of Town Centers and up to four stories in central PTOD areas. Non-conforming height would be recognized in the Casino Core area (the location of existing casinos) and up to six stories would be allowed for new development in the South Stateline Casino Core.

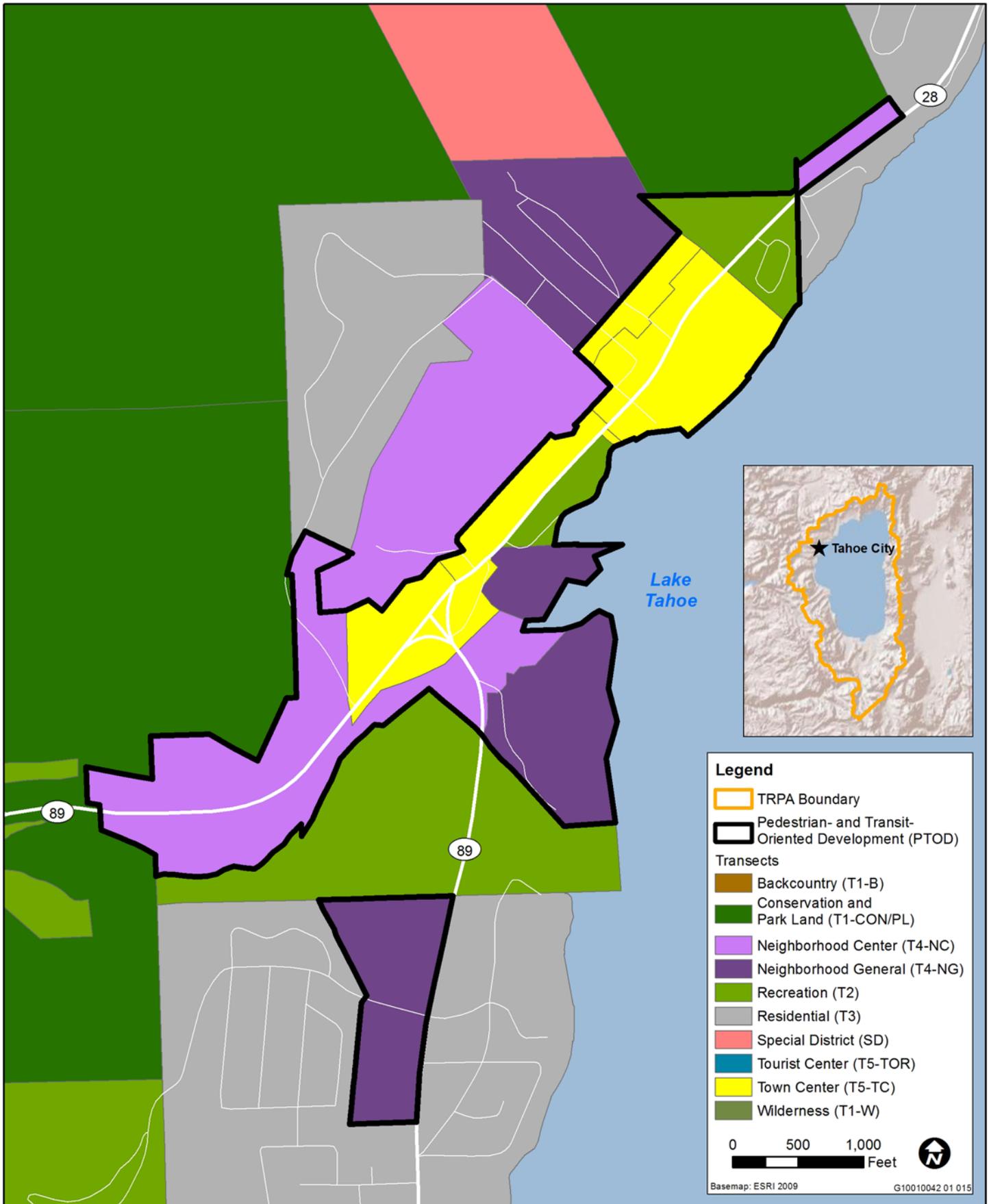


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-16.

Alternative 4: Land Use Plan





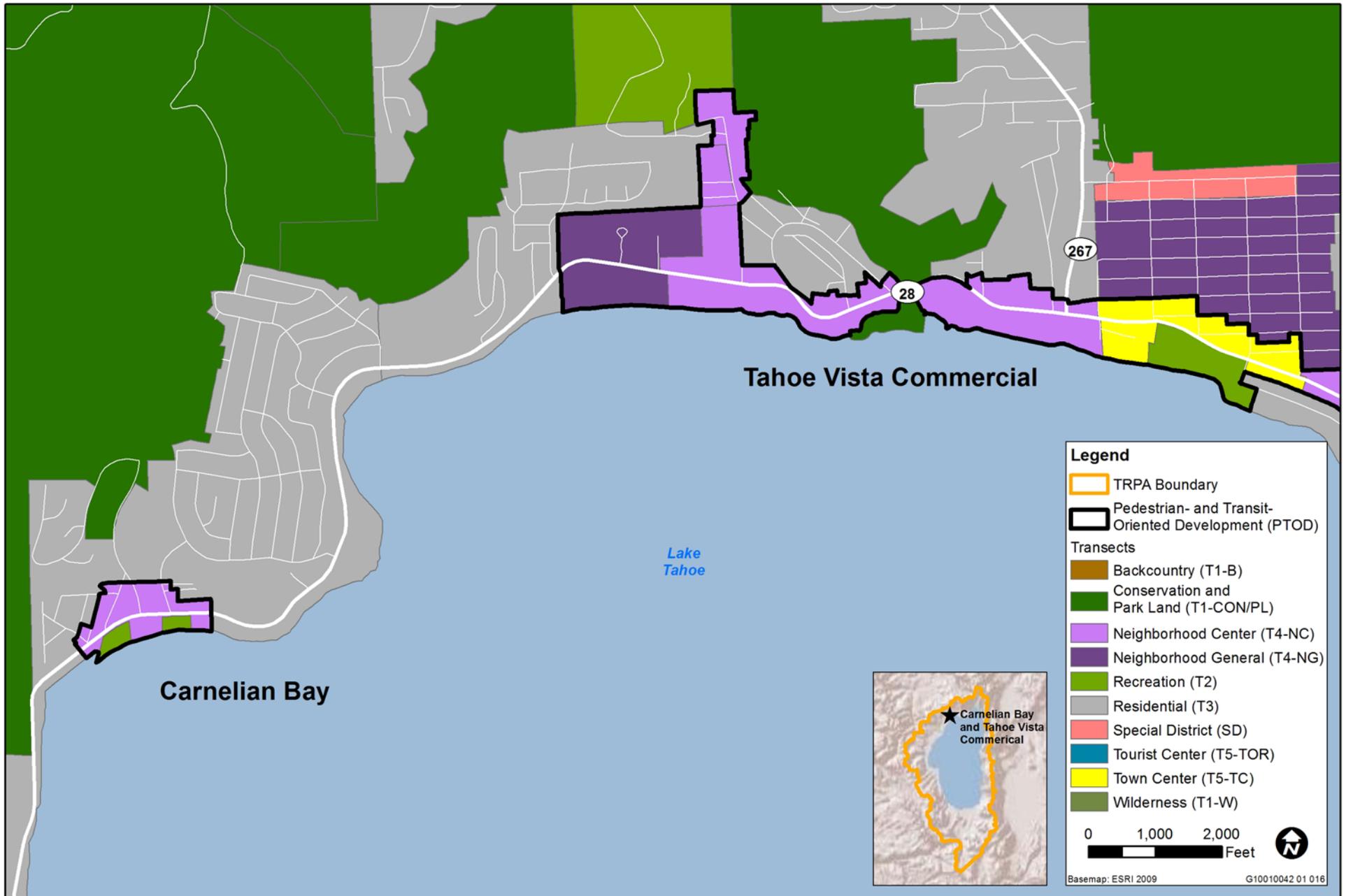
Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-17.

Alternative 4: Transects, Tahoe City



Basemap: ESRI 2009 G10010042 01 015

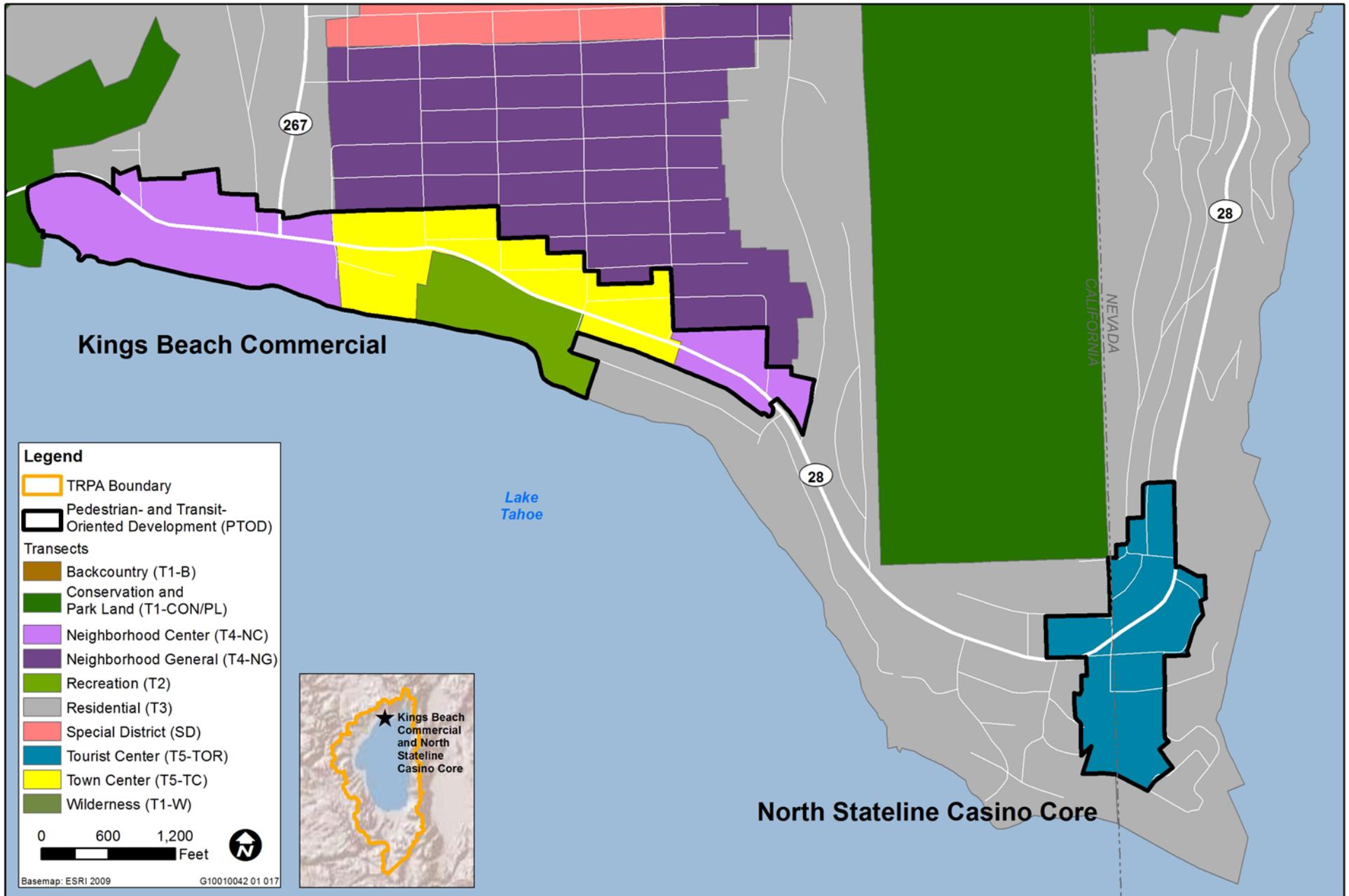


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-18.

Alternative 4: Transects, Carnelian Bay and Tahoe Vista Commercial



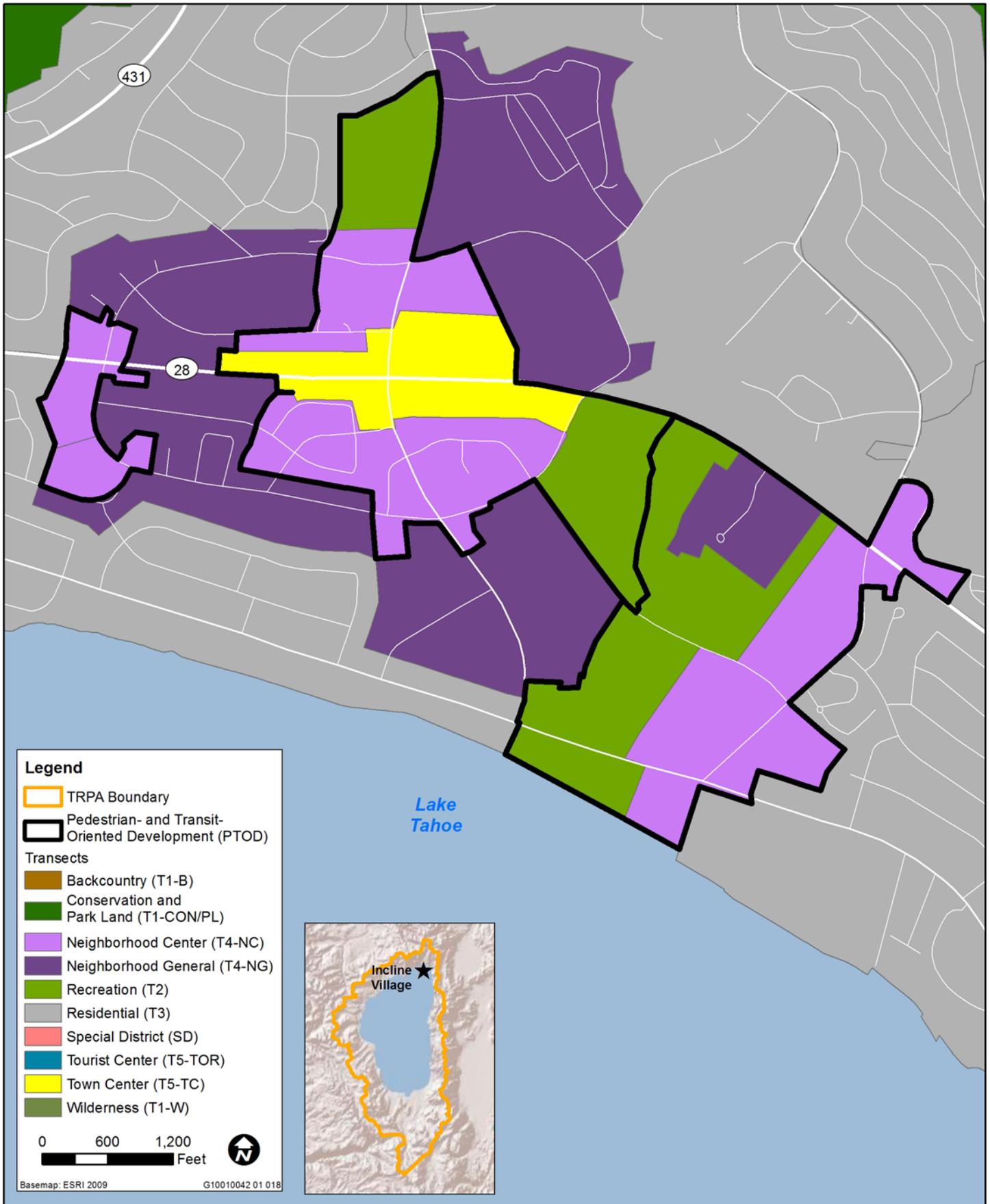


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-19.

Alternative 4: Transects, Kings Beach Commercial and North Stateline Casino Core



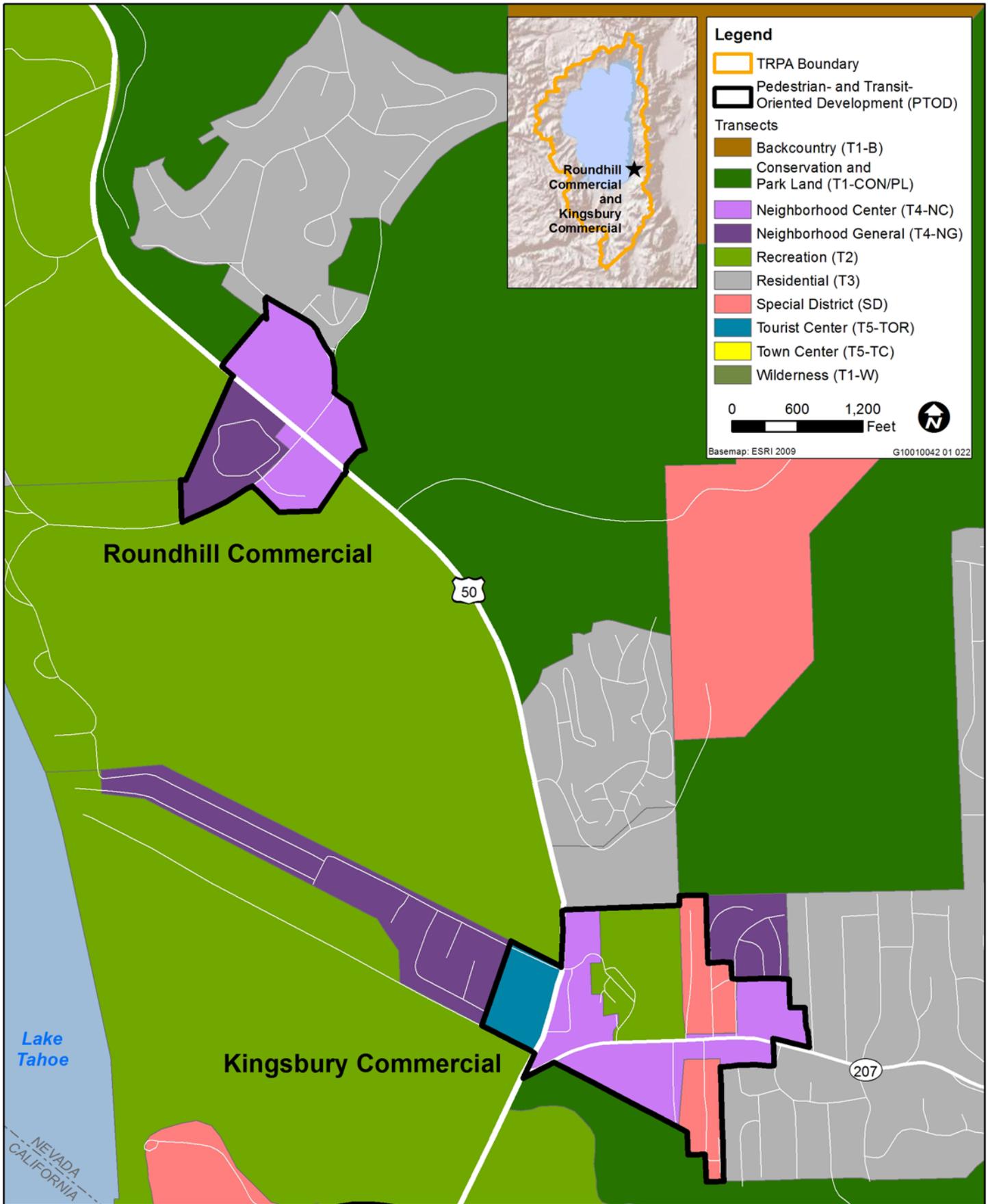


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-20.

Alternative 4: Transects, Incline Village

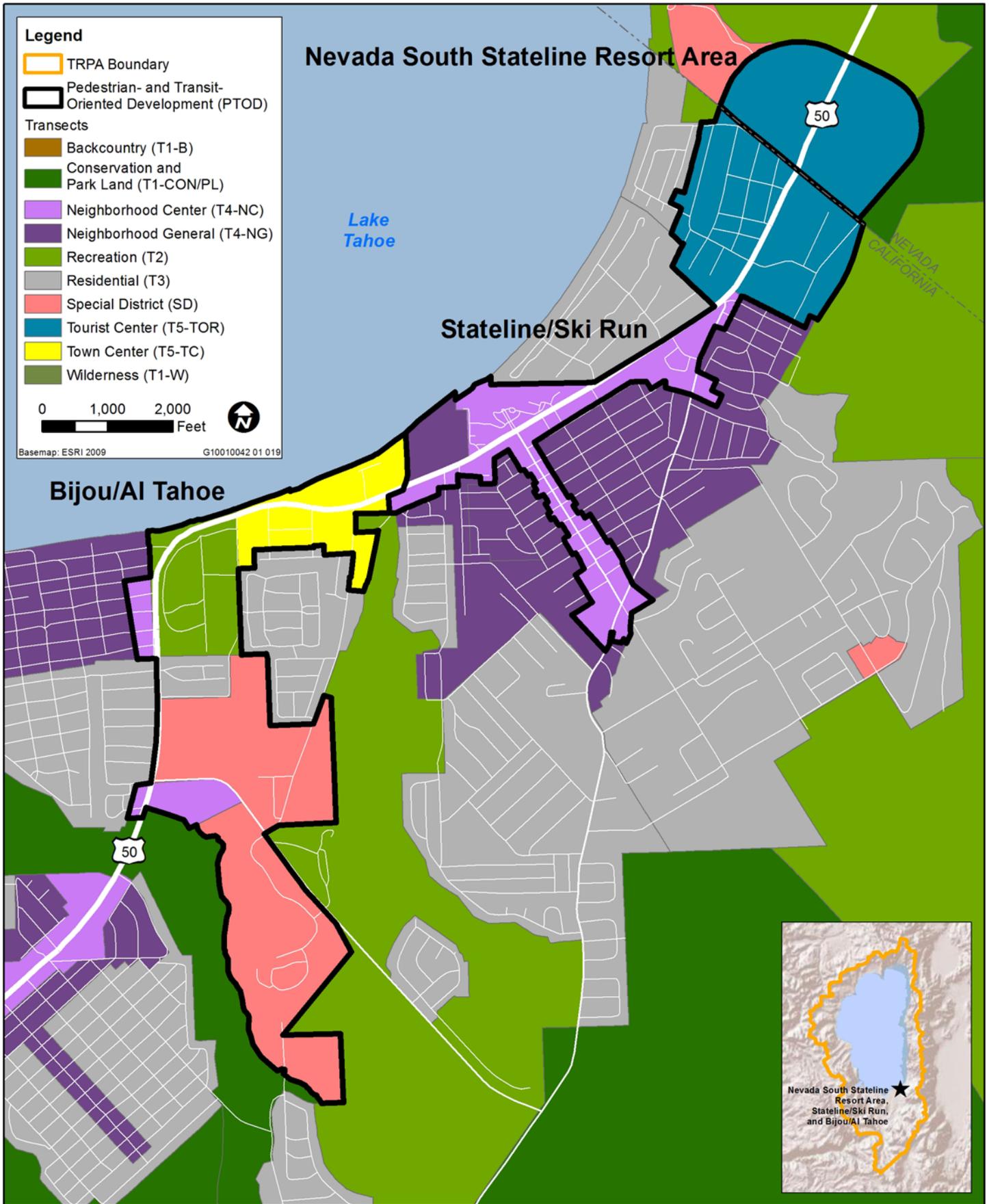




Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-21. Alternative 4: Transects, Roundhill Commercial and Kingsbury Commercial

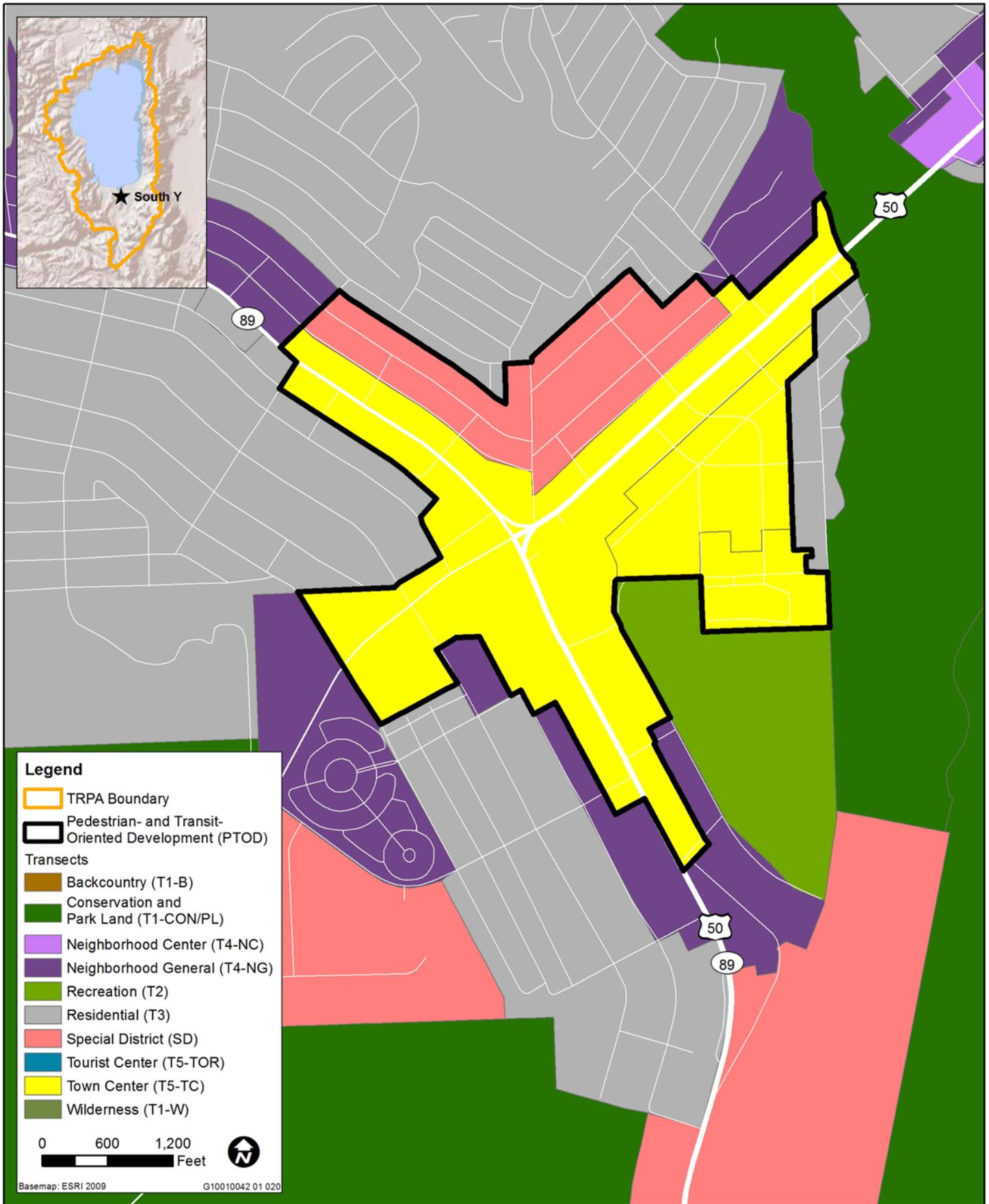




Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-22. Alternative 4: Transects, So. Stateline Resort; Stateline/Ski Run; Bijou/Al Tahoe



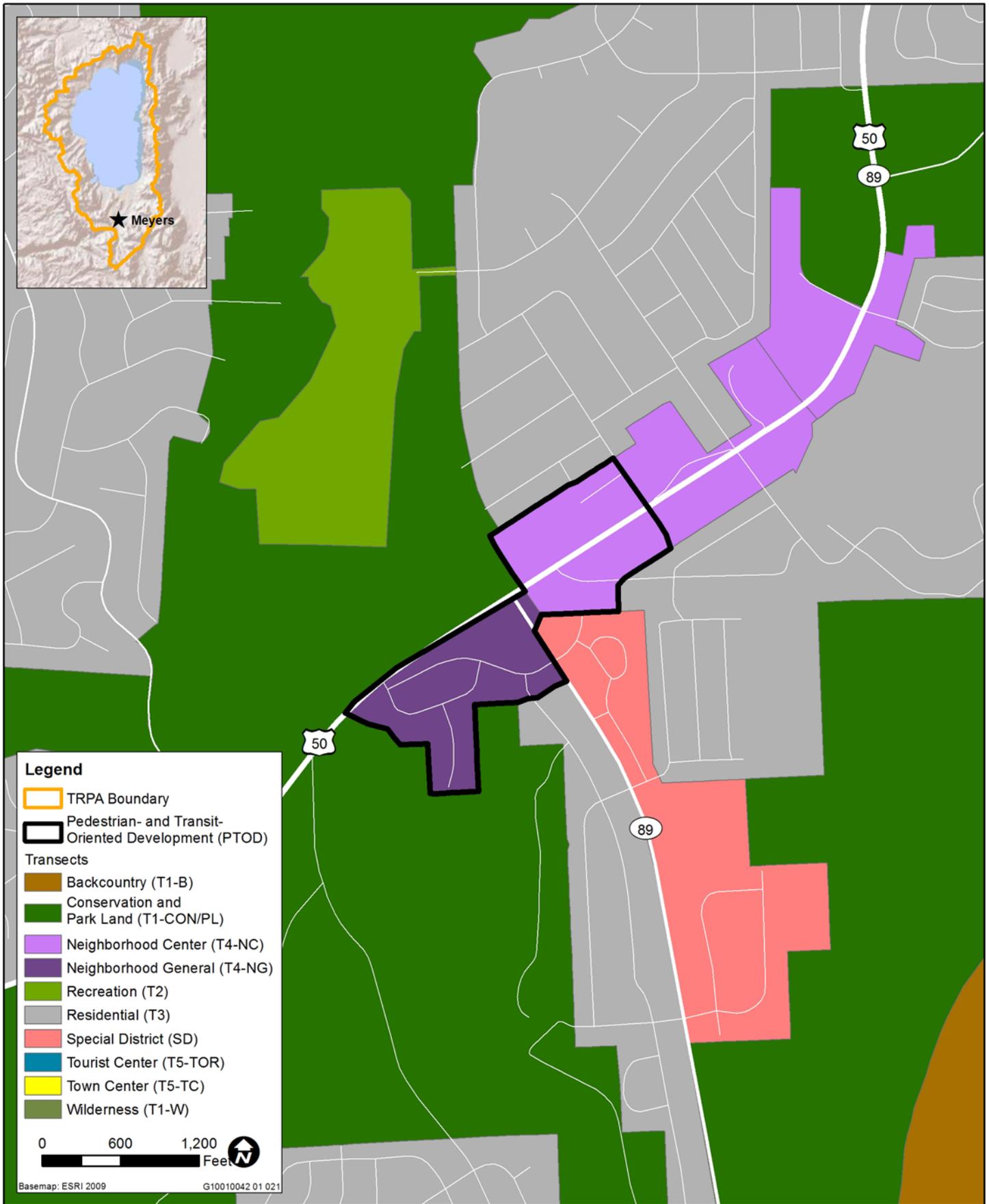


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-23.

Alternative 4: Transects, South Tahoe Y



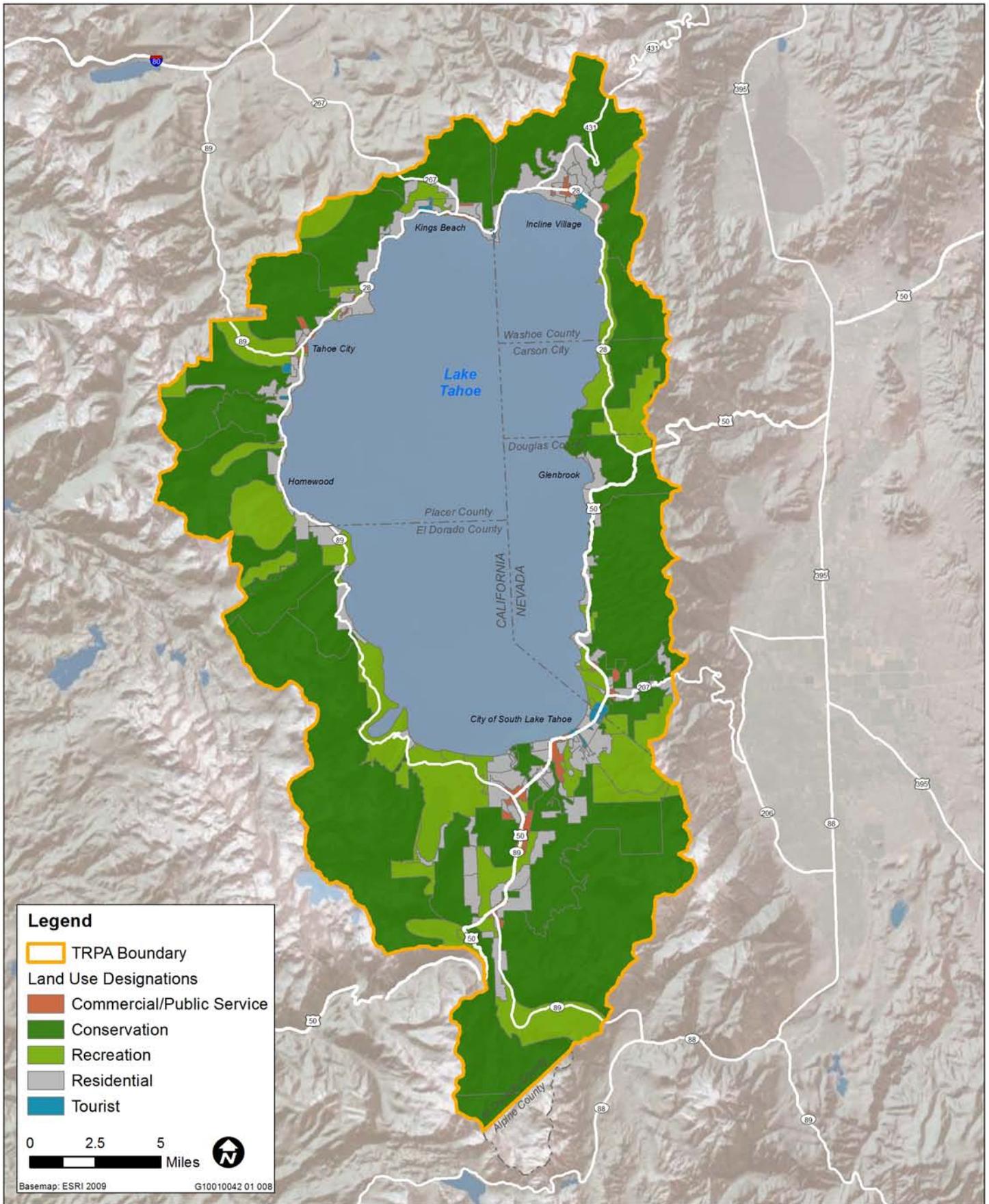


Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-24.

Alternative 4: Transects, Meyers





Source: Data provided by TRPA in 2011; adapted by Ascent Environmental, Inc. in 2011

Exhibit 2-25.

Alternative 5: Land Use Plan



TRANSPORTATION STRATEGIES

Like Alternative 3, Alternative 4 would implement Transportation Strategy Package C, which consists of a constrained transportation project list. This package would implement 29 new bicycle and pedestrian projects (13 in the City of South Lake Tahoe, 3 in Douglas County, 3 in El Dorado County, 7 in Placer County, and 3 in Washoe County); Kings Beach Commercial Core Improvement Project; SR 89/Fanny Bridge Community Revitalization Project; Sierra Boulevard Complete Streets Project; US 50 South Shore Community Revitalization Project Loop Road; various operational and capital enhancements to BlueGO, TART, and other inter-regional transit operations; the City of South Lake Tahoe Aviation Capital Project; and the Lake Tahoe Waterborne Transit Project. In addition, Transportation Strategy Package C includes a variety of transportation system management and ITS strategies, operations and maintenance programs, and TMDL implementation projects. For a full discussion of transportation strategy packages and their component projects and programs, see Appendix C.

PROPOSED GOALS, POLICIES, AND IMPLEMENTATION MEASURES UNDER ALTERNATIVE 4

LAND USE ELEMENT

Land Use Subelement

Under Alternative 4, the Goals, Policies, and Implementation Measures of the Land Use Subelement would be modified to:

- ▲ Establish a transect zoning system that allows for a mix of land uses and housing types, and regulates development based on the physical form of the built environment
- ▲ Designate PTOD areas
- ▲ Update the Land Use Map to reflect the following 10 transect districts: Recreation, Tourist, Wilderness, Backcountry, Conservation and Park Land, Residential, Neighborhood General, Town Center, Special District, and Neighborhood Center
- ▲ Provide CFA and TAUs as a transfer match (at a 2:1 ratio) for existing units that are relocated from outside PTOD areas to within PTOD areas
- ▲ Limit the size of receiving units for TAU transfers to one 1,200-square-foot receiving unit or one 1,800-square-foot/3-bedroom receiving unit if the units make up less than 20 percent of a project
- ▲ Allow subdivision for mixed-use projects in PTOD areas
- ▲ Promote non-motorized public trails through exemption from coverage regulations, subject to design and maintenance requirements
- ▲ Promote use of pervious pavement in non-sensitive lands (excluding roadways) by providing a 25-percent coverage exemption, subject to design and maintenance requirements
- ▲ Exempt coverage for new pervious decks and temporary coverage in non-sensitive lands subject to design requirements and size limits
- ▲ Allow coverage to be transferred across HRA boundaries if transfer is from an impaired watershed (an HRA that exceeds, in aggregate, its allowable coverage) to an HRA that is not impaired
- ▲ Require projects with excess coverage to mitigate the impact in the following priority order: (1) implement all feasible on-site coverage reduction, (2) allow off-site reductions, and (3) allow payment of excess coverage mitigation fees after all feasible options for direct reduction of coverage have been exhausted. Excess coverage mitigation fees would be allowed to be used across HRA boundaries when targeted for coverage removal in sensitive lands

- ▲ Incentivize redevelopment by allowing up to 70 percent coverage on high-capability lands for developed parcels in Community Plans and PTOD areas (the same as undeveloped) and allowing additional height in PTOD areas
- ▲ Incentivize the removal of coverage on sensitive land by reducing the coverage transfer ratio to 1:1 (sending to receiving) when coverage is transferred from sensitive lands to PTOD areas or Community Plans, and increasing the transfer ratio to 2:1 (sending to receiving) when coverage is transferred from non-sensitive lands
- ▲ Allow redevelopment projects in the Casino Core area to maintain existing height
- ▲ Establish a minimum density of 8 dwelling units/acre for residential units and TAUs in PTOD areas
- ▲ Allow soft coverage to be transferred from sensitive lands into Community Plans and PTOD areas

Housing Subelement

Under Alternative 4, the Goals, Policies, and Implementation Measures of the Housing Subelement would be the same as Alternative 3, which includes modifications to:

- ▲ Require preparation of a regional housing needs assessment to evaluate progress toward adopted housing goals, and recommend policy and ordinance changes, if necessary

Community Design Subelement

Under Alternative 4, the Goals, Policies, and Implementation Measures of the Community Design Subelement would be modified to:

- ▲ Modify building height standards to promote a stair-stepping appearance of buildings on slopes
- ▲ Require landscape plans to be consistent with fire defensible-space requirements, as well as BMP requirements
- ▲ Adopt lighting standards for each transect district (such as the use of low-intensity lights and/or cutoff shields) to minimize light pollution and stray light
- ▲ Allow additional height in PTOD areas
- ▲ Implement design standards that reflect community input and encourage environmentally beneficial redevelopment

Air Quality Subelement

Modifications to the Air Quality Subelement under Alternative 4 would be the same as Alternative 3, which includes modifications to:

- ▲ Recognize current EPA emission standards for wood stoves and develop an incentive program to replace non-compliant wood stoves by 2020 or upon transfer of title, purchase, or sale of a property that results in a change in ownership, with limited exceptions
- ▲ Allow a portion of air quality mitigation funds to be used across jurisdictional boundaries for Regional priorities
- ▲ Extend the maximum amount of time that businesses may be closed and not have to repay air quality mitigation fees from being open for at least 90 days in the preceding 24 months to being open at least 90 days in the preceding 60 months

Water Quality Subelement

Modifications to the Water Quality Subelement under Alternative 4 would be the same as Alternative 3, which includes modifications to:

- ▲ Phase out the sale and use of phosphorous fertilizer to minimize nutrient loading to surface water and ground water
- ▲ Provide additional allowances for the discharge of treated municipal wastewater if necessary to assist with catastrophic wildfire suppression
- ▲ Require that all property owners implement water quality BMPs that are consistent with fire defensible-space requirements
- ▲ Allow establishment of area-wide water quality treatments in place of site-specific BMPs, subject to limitations

TRANSPORTATION ELEMENT

Modifications to the Transportation Element under Alternative 4 would be the same as Alternative 3, which includes modifications to:

- ▲ Promote walkable mixed-use centers, transportation enhancements, and environmental improvements that increase the viability of transit systems and encourage bicycle and pedestrian usage as viable and significant modes of transportation
- ▲ Adhere to statutory requirements for an SCS to reduce passenger vehicle–related GHG emissions in California
- ▲ Develop area-wide parking strategies that are tailored to the needs of each local jurisdictions and incentivize shared parking
- ▲ Require commercial, tourist, multi-family, public service, and recreation projects to incorporate easements for segments of the bicycle and pedestrian network consistent with the Lake Tahoe Regional Bicycle and Pedestrian Plan
- ▲ Promote the long-term availability of bicycle and pedestrian facilities by requiring these projects to include a maintenance plan and funding strategy
- ▲ Include LOS criteria for the highway system and signalized intersections during peak periods
- ▲ Allow a project to exceed vehicle LOS standards when it includes multi-modal amenities (such as transit, bicycling, and walking facilities) adequate to provide mobility for users

CONSERVATION ELEMENT

Vegetation Subelement

Modifications to the Vegetation Subelement under Alternative 4 would be the same as Alternative 3, which includes modifications to:

- ▲ Promote establishment of fire defensible space and reduction of hazardous fuels
- ▲ Allow the pruning of large trees as an alternative to tree removal if determined necessary by a defensible-space assessor

Wildlife and Fisheries Subelements

Modifications to the Wildlife and Fisheries Subelements under Alternative 4 would be the same as Alternative 3, which would be amended to:

- ▲ Explicitly prohibit and prevent the release of invasive, exotic or undesirable non-native aquatic plant and animal species into the Region and control existing populations of those species

Soils Subelement

The Soils Subelement under Alternative 4 would remain unchanged, as with Alternative 3.

PUBLIC SERVICES AND FACILITIES ELEMENT

Modifications to the Public Services and Facilities Element under Alternative 4 would be the same as Alternatives 2 and 3, which include amendments to:

- ▲ Revise the waiver for fire water supply on new single-family dwelling permits to allow for alternative fire protection designs that adequately comply with the intent of the adopted fire code in those areas where existing water systems have inadequate water supply, pressure, and/or hydrants, but only if approved by the applicable fire agency
- ▲ Require that new development in urban areas is adequately served by fire hydrants to the satisfaction of local fire districts and the adopted fire code

IMPLEMENTATION ELEMENT

The Implementation Element would be amended to reflect management, programs, and implementation of the elements described above.

2.6.5 ALTERNATIVE 5: SIMILAR RATE OF DEVELOPMENT AND REGULATORY STRUCTURE TO THE 1987 REGIONAL PLAN

Alternative 5 was developed to evaluate an option that would continue the rate of development that occurred with implementation of the 1987 Regional Plan. To achieve this, Alternative 5 would include more new allocations than any other alternative, and would result in more growth at a faster rate than the other alternatives. The approach to attaining threshold standards under Alternative 5 would be the same as the existing Regional Plan; the regulations of the existing Plan would remain largely unchanged, and the same balance between regulation and incentives would be retained. The alternative would include some modifications to specific provisions to incorporate new information or respond to statutory requirements.

LAND USE PLANNING SYSTEM

Under Alternative 5, land use structure and environmental incentives system of the 1987 Regional Plan would remain in place and land use classifications would remain the same. Exhibit 2-25 illustrates the land use plan proposed under Alternative 5.

COVERAGE, ALLOCATIONS, AND BONUS UNITS

The primary difference between Alternative 5 and Alternative 1 would be the addition of 600,000 square feet of bonus CFA, 400 TAUs, and 5,200 new residential allocations.

INCENTIVIZED REDEVELOPMENT

Redevelopment incentives under Alternative 5 would be the same as those under Alternative 1. Unlike Alternative 1, however, Alternative 5 would implement some new environmental regulations addressing air quality, water quality, transportation, and SEZ, as described below.

TRANSPORTATION STRATEGIES

Transportation strategies under Alternative 5 would be the same as those under Alternative 1. Alternative 5 would implement Transportation Strategy Package A, which represents the status quo for transportation projects in the Region, assuming no additional revenue. For a full discussion of transportation strategies and their component projects and programs, see Appendix C.

PROPOSED GOALS, POLICIES, AND IMPLEMENTATION MEASURES UNDER ALTERNATIVE 5

LAND USE ELEMENT

Land Use Subelement

Under Alternative 5, the Goals, Policies, and Implementation Measures of the Land Use Subelement would be modified to:

- ▲ Provide new residential allocations and new CFA and TAUs
- ▲ Limit the size of TAUs to 1,500 square feet for timeshares, 800 square feet for hotel rooms with kitchens, and 450 square feet for hotel rooms without kitchens

Housing Subelement

Goals, Policies, and Implementation Measures of the Housing Subelement would be the same as Alternative 1, which includes measures that:

- ▲ Provide affordable housing for residents of the Region in suitable locations
- ▲ Encourage moderate-income housing for residents of the Region in suitable locations

Community Design Subelement

Under Alternative 5, Goals, Policies, and Implementation Measures of the Community Design Subelement would be modified to be consistent with local and state defensible space standards.

Air Quality Subelement

Under Alternative 5, the Air Quality Element would be the same as Alternative 1, which includes existing measures that:

- ▲ Maintain TRPA's existing emission standards, although maintenance of stricter state and federal standards would still be required in the areas to which they apply, as required by the Compact
- ▲ Require that all new wood stoves and existing wood stoves in residential units that are sold meet emission standards, but not require all existing wood stoves to comply with such standards
- ▲ Not explicitly promote low-emission fuel reduction strategies
- ▲ Require that all air quality mitigation funds be used in the jurisdiction in which they were generated

Water Quality Subelement

Under Alternative 5, Goals, Policies, and Implementation Measures of the Water Quality Subelement would be modified to:

- ▲ Increase the proportion of water quality mitigation fees that can be used for operation and maintenance of water quality projects
- ▲ Include TMDL load allocations, milestone schedule, and TRPA permit requirements
- ▲ Require point-of-sale implementation of BMPs or posting of a financial guarantee

TRANSPORTATION ELEMENT

Under Alternative 5, the Goals, Policies, and Implementation Measures of the Transportation Element would be modified to:

- ▲ Require commercial, tourist, multi-family, public service, and recreation projects to incorporate segments of the bicycle and pedestrian network, consistent with the Lake Tahoe Regional Bicycle and Pedestrian Plan
- ▲ Implement new technology (such as real-time bus tracking, changeable message signs, and signal synchronization) to increase the efficiency and effectiveness of the transportation network and promote use of alternative transportation modes

CONSERVATION ELEMENT

Vegetation Subelement

Goals, Policies, and Implementation Measures of the Vegetation Subelement would be the same as Alternative 1, which includes existing measures that:

- ▲ Maintain all existing standards for vegetation preservation
- ▲ Retain existing prohibitions against the removal of large trees

Wildlife and Fisheries Subelements

Goals, Policies, and Implementation Measures of the Wildlife and Fisheries Subelements would be the same as Alternative 1, which:

- ▲ Maintains the current Goals and Policies regarding wildlife and fisheries

Soils Subelement

Goals, Policies, and Implementation Measures of the Soils Subelement would be the same as Alternative 1, which includes measures that:

- ▲ Maintain the existing procedure for granting grading season exceptions, which relies on staff judgment
- ▲ Evaluate the success of land coverage removal and soil disturbance remediation projects based on qualitative or subjective evaluations

PUBLIC SERVICES AND FACILITIES ELEMENT

Goals, Policies, and Implementation Measures of the Public Services and Facilities Subelement would be the same as proposed under Alternatives 2, 3, and 4, which include measures that:

- ▲ Revise the waiver for fire water supply on new single-family dwelling permits to allow for alternative fire protection designs that adequately comply with the intent of the adopted fire code in those areas where

existing water systems have inadequate water supply, pressure, and/or hydrants, but only if approved by the applicable fire agency

- ▲ Require that new development in urban areas is adequately served by fire hydrants to the satisfaction of local fire districts and the adopted fire code

IMPLEMENTATION ELEMENT

The Implementation Element would be amended to reflect management, programs, and implementation of the elements described above.