

1.11.2 Developed Recreation Subelement

Overview

Developed recreation is provided in both rural and urban settings. These types of activities require the use of developed facilities (e.g., campgrounds, visitor information centers, boat launching and marina facilities, and downhill ski areas). Surveys of area-wide recreation demand and existing use have demonstrated the need for more accessible beaches, parks, campgrounds and boat launching facilities.²¹

A goal of the Developed Recreation subelement is to make sure that a fair share of the total Basin capacity for development is available for outdoor recreation use. Outdoor recreation capacity is reserved to ensure that sufficient water, sewer, and road infrastructure is available to develop recreation facilities outside of urban areas. One of the techniques used to monitor and measure capacity has been the concept of PAOTs, or Persons at One Time. Developed facilities may require the assignment of PAOTs, depending on the type of use. Although PAOTs are a subset of the Region's limited land use allocation system, as discussed in the Land Use Element, the allocation of PAOTs is at the same time a measurement of attainment for the Recreation Threshold.

Persons at One Time. PAOTs are a measure of recreation capacity and indicate the number of people that a recreation facility can accommodate at a given time. Allocations of PAOTs are used to both promote and control recreation facility development. While certain facilities have a design capacity for people at a time (e.g., ski resorts and developed campgrounds) PAOTs are not a management tool and do not provide an indication of the overall use of a site.

Three categories of PAOTs are utilized under this system:

- Winter day-use PAOTs, which are necessary for winter recreation facilities such as ski areas or snowmobile courses.
- Summer day-use PAOTs, which are necessary for summer day-use recreation facilities such as beaches or trailhead parking.
- Summer overnight PAOTs, which are necessary for overnight recreation uses such as a new campground or existing campground expansion.

Unused PAOTs remaining from the 1987 Regional Plan would be available for new developed outdoor recreational facilities or expansion of existing facilities. Currently, 7,133 winter day-use PAOTs, 5,676 summer day-use PAOTs, and 5,720 overnight PAOTs (Table Rec-1) remain. These are available to be incorporated into the updated Regional Plan.

²¹ *Future Recreation Conditions and Facilities Survey*, Chuck Nozicka Consulting, March 2003

<i>PAOT Type</i>	<i>1987 Regional Plan PAOT Target Number</i>	<i>PAOTS used to date</i>	<i>PAOTs remaining in 1987 Regional Plan</i>
Overnight	6,114	394	5,720
Summer Day Use	6,761	1,085	5,676
Winter Day Use	12,400	5,267	7,133
Total	25,275	6,746	18,529
<i>Source: TRPA 2009</i>			

Existing goals and policies to maintain developed recreation focus on four areas. The first goal is to maintain a fair share of the total Basin capacity for outdoor recreation. Policies to enact this goal include maintenance of existing developed recreation facilities through maintaining a reserve of public utility commitments for outdoor recreation (e.g., reserve sewage capacity). Findings of sufficient recreational capacity are required when non-outdoor recreational projects are approved.

The second goal is to provide for the appropriate type, location, and rate of development of outdoor recreational uses. Policies include parking restrictions along scenic corridors, expansion of recreational facilities in response to demand, expansion of bike trails and public boat launching facilities, siting of new campgrounds, establishment of day-use facilities and visitor information facilities near urban areas and entry points to the Tahoe Basin, and expansion of existing ski facilities with a master plan for the entire ski area.

The third goal is to protect natural resources from overuse and rectify incompatibility between uses. This is addressed by developing recreation consistent with the special resources of the Basin and maintaining recreation development to protect resources and separate incompatible uses.

The fourth goal is to maintain the efficient use of outdoor recreation resources by increased promotion of underused recreation areas and increased opportunities for alternative off-season uses at seasonal facilities.

Alternative 1 – Continuation of Existing Regional Plan

Summary

Alternative 1, the “No Action” Alternative, assumes the continuation of the goals, policies, regulations, and programs of the 1987 Regional Plan, including those in place for developed recreation.

Under Alternative 1, the PAOTs remaining from the 1987 Regional Plan could be allocated to new recreation projects that require PAOTs. There would be no additional PAOTs created under this Alternative.

Goals and Policies

No changes are proposed to the goals and policies for the Developed Recreation Subelement under Alternative 1. The number of PAOTs available would be what is indicated in Table REC-1 above.

Implementation Measures

Regulation of additional recreation facilities would continue, and additional recreation uses would be permitted as specified within Plan Area Statements, Community Plans, or other specific plans. The targets in Code Section 33.6.A(3) for outdoor recreation PAOTs would be updated to reflect those remaining in the 1987 Regional Plan.

Alternative 2

Summary

Alternative 2 provides a balance of recreation development within concentrated urban areas and throughout the Region, to meet the recreational needs established by the land use patterns designed for Alternative 2 (see Table REC-2, Recreation Growth Scenarios 2005-2025). Goals and policies for Developed Recreation under Alternative 2 would be substantially updated from the current Plan. As in Alternative 1, there would be no additional allocation of recreation capacity in the form of PAOTs under Alternative 2.

Goals and Policies

Alternative 2 maintains the “fair share” goal from the current Plan (along with its 12 associated policies). The remaining three goals within this Subelement would be consolidated and relocated into other Recreation Subelements.

Implementation Measures

Alternative 2 differs from the other alternatives in policy implementation in that it utilizes the transect-based zoning system and recommends applying TRPA’s master plan requirement to all resorts, not just marinas and ski areas. The following new measures are proposed to:

- Additional recreation uses would be permitted as specified within transect districts, Community Plans, or other specific plans. The PAOTs remaining from the 1987 Regional Plan would be allocated to new recreation projects.
- Chapter 33.6.A(3) would be amended to include updated PAOT numbers.
- Amend Chapter 18 to add a new definition for "multi-season resort." This definition would include ski areas, marinas, developed day-use areas, etc.
- Amend Chapter 16 to require Master Plans for multi-season resorts prior to any significant expansion.
- Require the mitigation of recreation facilities that are changed to a non-recreation use so as to protect the public’s access to developed recreation facilities..

Mitigation would be accomplished through a direct offset (replacement) where replacement is feasible, or through an in-lieu mitigation fee.

- Update definition of “developed campground” to include yurts and cabins as permissible in those facilities.

Alternative 3

Summary

Alternative 3 would project more recreation demand and development than Alternatives 2 and 4. In keeping with more intensive commercial and residential development, mitigation for the loss of recreation facilities to redevelopment would be monitored and in-kind mitigation required so that the level of recreation resources is maintained and new recreation development keeps pace with this more intense development scenario. Planning for multi-season resorts would not be required within the scope of Alternative 3.

Goals and Policies

The goals and policies for developed recreation under Alternative 3 would be the same as those proposed for Alternative 2, except that policy regarding “multi-season resorts” would be modified to remove reference to those specific resorts, and the implementation of policy regarding mitigation for the loss of recreation facilities would allow only in-kind or equal replacement.

Implementation Measures

The implementation measures for developed recreation under Alternative 3 would be the same as proposed for Alternative 2, with the exception of the following:

- Additional recreation uses would be permitted as specified within Plan Area Statements (*not transect districts*), Community Plans, or other specific plans. The PAOTs remaining from the 1987 Regional Plan would be allocated to new recreation projects.
- For recreation facilities that are changed to a non-recreation use, Alternative 3 would require in-kind or equal replacement of those facilities. An in-lieu mitigation fee option would not be available.
- Master Planning for Multi-Season Resorts and the definition for multi-season resorts would *not* be required under Alternative 3.

Alternative 4

Summary

Alternative 4 would project more limited recreation development than Alternatives 2 and 3, with developed recreation being primarily concentrated within the five identified PTOD areas and regulated by PAOT distribution (see Table REC-2, Recreation Growth

Scenarios 2005-2025). Developed recreation would rely on a coordinated, regional approach to recreation planning that would be realized through development of the Regional Recreation and Open Space Master Plan, as directed within the project description of the General Recreation Subelement. Mitigation for the loss of recreation facilities would depend on the results of this planning effort.

Goals and Policies

The goals and policies in Alternative 4 would be the same as those proposed for Alternative 2.

Implementation Measures

The implementation measures in Alternative 4 would be the same as proposed for Alternative 2, with the exception of the following:

- Additional recreation uses would be permitted as specified within Plan Area Statements (*not transect districts*), Community Plans, or other specific plans. The PAOTs remaining from the 1987 Regional Plan would be allocated to new recreation projects.
- Recreation facilities that are changed to a non-recreation use would have to be mitigated if the change is inconsistent with the Recreation Master Plan. Mitigation requirements would be the same as listed for Alternative 2.

