

17 RECREATION

17.1 INTRODUCTION

This chapter describes recreation uses and existing facilities in the vicinity of the Placer County Tahoe Basin Area Plan and Tahoe City Lodge, as well as the regulatory and planning processes that address recreation in Placer County within the Tahoe Region. Potential impacts of the proposed alternatives are analyzed, and mitigation measures are provided for those impacts determined to be significant. This chapter incorporates by reference the *Placer County Tahoe Basin Policy Document Existing Conditions Report* (Placer County 2013), which contains more detail regarding recreation resources in the Plan area. The report is available at Placer County offices and on the Placer County website at the following address:

<http://www.placer.ca.gov/departments/communitydevelopment/planning/tahoebasinareaplan>. Information from the *Existing Conditions Report* used here in the EIR/EIS has been updated where more current information is available. The primary issues raised during scoping that pertain to recreation included:

- ▲ implementation of the Truckee River Corridor Access Plan as part of the Area Plan,
- ▲ potential for reduction in public access to the Lake and provision of adequate facilities (such as parking) at recreation sites and beaches, and
- ▲ visibility of paths and public access to beaches and other recreational activities with increased signage.

As discussed in Chapter 4, “Approach to Environmental Analysis,” this analysis is provided to fully document the environmental effects of the four Area Plan and lodge alternatives. The broad geography and long timeframe to which the Area Plan applies and the policy-oriented nature of its guidance is such that the EIR/EIS is prepared at a programmatic level, i.e., a more general analysis of each resource area with a level of detail and degree of specificity commensurate with the overall planning level of the Area Plan. Similarly, because the Kings Beach Center design concept lacks sufficient detail for definitive impact analysis, that portion of the project is also evaluated in a programmatic fashion. The proposed Tahoe City Lodge represents a project that contains a greater level of detail and specificity such that a project-level analysis is included in this chapter.

17.2 REGULATORY SETTING

17.2.1 Federal

U.S. FOREST SERVICE LAKE TAHOE BASIN MANAGEMENT UNIT

National Forest System lands overseen by the U.S. Forest Service (USFS) are managed on a multiple-use, sustained yield basis for production of forage, wildlife, wood, fish, water, and outdoor recreation. The mission statement for the USFS Lake Tahoe Basin Management Unit (LTBMU) states, “The Forest Service mission at Lake Tahoe is to manage, protect, and enhance the environment of this national treasure for the benefit of the people.” Wilderness management and protection of forest areas containing historic, scenic, geologic, ecologic, or other special qualities, are inherent in USFS management policies. A revised Land Management Plan (also known as the Forest Plan) for the LTBMU was completed in 2015. The Record of Decision (ROD) adopting the Land Management Plan is expected to be signed in late spring or early summer 2016, and the plan will become effective 30 days after the ROD is signed. This plan replaces the Forest Plan that was adopted in 1988. The Land Management Plan guides decisions on recreational issues. Unique to this plan is

the emphasis on watershed, wildlife and fisheries restoration, and outdoor recreation with a de-emphasis on grazing and timber production.

NATIONAL TRAILS SYSTEM ACT

The National Trails System (NTS) was created in 1968 by the National Trails System Act (NTSA), Public Law 90-543. The NTSA authorized a national system of trails to provide additional outdoor recreation opportunities and to promote the preservation of access to the outdoor areas and historic resources of the nation. The NTS includes four classes of trails: National Historic Scenic Trails, National Historic Trails, National Recreation Trails (NRTs), and Connecting or Side Trails (Johnson 1998). Criteria for designation:

- ▲ The trail must be open to public use and be designed, constructed, and maintained according to best management practices, in keeping with the use anticipated. Trails that demonstrate state-of-the-art design and management are especially encouraged to apply for NRT designation.
- ▲ The trail is in compliance with applicable land use plans and environmental laws.
- ▲ The trail will be open for public use for at least 10 consecutive years after designation.
- ▲ NRT designation must be supported by the landowner(s), public or private, whose property the trail crosses.

The Tahoe Rim Trail is a designated NRT. It includes 96 miles of the 165-mile trail that runs along the ridges and mountaintops that encircle Lake Tahoe (NRTP 2015). The trail winds through two states (California and Nevada), five counties, three national forests, and state park land. In the Plan area, the Tahoe Rim Trail descends from the ridgeline above the West Shore, traverses the 64-Acre Tract, crosses the Truckee River on the existing pedestrian/bicycle bridge, crosses the existing SR 89 and adjacent commercial land uses, and ascends back up to the ridgeline north of Tahoe City.

17.2.2 Tahoe Regional Planning Agency

Several components of the Regional Plan address policies and regulations pertaining to recreation, including the Environmental Threshold Carrying Capacities; Goals and Policies; and Code of Ordinances.

ENVIRONMENTAL THRESHOLD CARRYING CAPACITIES

TRPA has established two threshold standard indicators for recreation, which represent minimum standards of environmental quality targets to be achieved in the region. The two recreation threshold standard indicators are as follows:

- ▲ **Quality Experience and Additional Access.** It shall be the policy of the TRPA Governing Body in development of the Regional Plan to preserve and enhance the high-quality recreational experience including preservation of high-quality undeveloped shorezone and other natural areas. In developing the Regional Plan, the staff and Governing Body shall consider provisions for additional access, where lawful and feasible, to the shorezone and high-quality undeveloped areas for low density recreational uses.
- ▲ **Fair Share of Resource Capacity.** It shall be the policy of the TRPA Governing Body in development of the Regional Plan to establish and ensure a fair share of the total Tahoe Basin capacity for outdoor recreation is available to the general public.

The **Quality Experience and Additional Access** Threshold Standard consists of two parts: (1) preservation and enhancement of a high-quality recreational experience and opportunities and (2) the provision of additional access to high-quality lands for recreation, including Lake access. The attainment of this threshold standard

is evaluated by considering the quality of the experience of recreation users and by considering the availability of public access to the Lake and other natural features. The quality of recreation experiences is evaluated through recreation user surveys conducted by the USFS following National Visitor Use Monitoring protocols. Such surveys assess the overall satisfaction of recreation users and compare the importance of identified recreation attributes, such as condition of recreation facilities, with the experience that the recreationists perceive. The evaluation criteria for the second part of the threshold standard relies on assessing the extent of public land acquired, and the availability of additional amenities that provide public access for low density recreational uses, such as trails and trailheads.

The **Fair Share of Resource Capacity** Threshold Standard is intended to ensure a fair share of the region's total capacity for outdoor recreation is available to the general public. The attainment of this threshold standard is based on three indicators: (1) cumulative accounts of persons at one time (PAOT) allocations; (2) facility development for recreation projects that do not require PAOT assignments; and (3) land acquisition of new public lands that support recreation purposes.

Based on the most recent Threshold Evaluation Report completed in 2012, both recreation threshold standard indicators are in attainment (TRPA 2012b:11-7 and 11-10).

REGIONAL PLAN

Goals and Policies

The Regional Plan contains the specific goals and policies to achieve and maintain environmental threshold standards. These are addressed in three broad categories: dispersed recreation, developed recreation, and urban recreation. Dispersed recreation includes such activities as hiking, jogging, primitive camping, mountain biking, nature study, fishing, cross country skiing, rafting/kayaking, and swimming. All these activities require a quality resource base and some degree of solitude. Developed recreation includes marina and boat launch facilities, ski areas, campgrounds, and beaches. Urban recreation includes facilities located near urban areas, such as sports facilities, day-use areas, and recreation centers. Goals and policies for all types of recreation generally pertain to providing opportunities and sufficient capacity for high-quality recreation opportunities in a manner consistent with resource protection and overall regional capacity. The Regional Plan Goals and Policies pertaining to recreation are incorporated herein by reference (TRPA 2012c:5-1 – 5-9).

Persons at One Time

The Regional Plan uses the concept of Persons at One Time (PAOTs) as a measure of recreation capacity. PAOT describes the number of people that a recreation use area can accommodate at a given time. Allocations of PAOTs are used to both promote and control recreation facility development. Although certain recreation facilities have a design capacity for a given number of people at a time (e.g., developed campgrounds), PAOTs are not a management tool and do not indicate the overall use of a site. PAOTs are intended to ensure that a "fair share" of the region's remaining resource capacity (e.g., water and sewer services) is available for outdoor recreation areas and is allocated to projects that would result in an increase in the carrying capacity of recreation sites. If a recreation project would result in additional vehicle trips at a rate that would trigger a traffic analysis, PAOTs would be needed in an amount commensurate with the intensity of new development. TRPA has identified PAOT targets for outdoor recreation (see Table 17-1) in addition to the allocations set forth in the plan area statements (PASs).

The categories of PAOTs utilized under this system include winter day-use PAOTs, summer day-use PAOTs, and summer overnight PAOTs. Winter day-use PAOTs are necessary for winter recreation facilities such as ski areas or snowmobile courses. Summer day-use PAOTs are necessary for summer day-use recreation facilities such as beaches or trailhead parking. Summer overnight PAOTs are necessary for a new campground or existing campground expansion. Dispersed recreation does not require the allocation of PAOTs unless the dispersed activity is associated with a facility that requires them (e.g., a kayak rental concession at a developed beach).

Table 17-1 PAOT Allocations in the Tahoe Basin

PAOT Categories	Regional Plan Allocations	Assigned as of 2015	PAOTs Remaining	Percent of PAOTs Remaining
Summer Day Use ²	6,761	1,667	5,094 ¹	75.3
Winter Day Use ³	12,400	5,267	7,133	57.5
Summer Overnight ⁴	6,114	394	5,720	93.6
Total	25,275	7,328	17,947	71.0

¹ Since the release of the 2012 RPU DEIS, 475 PAOTs have been issued for the Heavenly Epic Discovery Project.

² Per TRPA Code Subsection 50.9.3.C.2, 2,000 PAOTs are reserved for marina and boat launching facility expansion pursuant to a master plan. These PAOTs apply to all marinas, boat launching facilities, rural sports, golf courses, visitor information centers, off-road vehicle courses, and tour boat operations. PAOTs apply when a Federal agency or State Department of Parks and Recreation (or their permittees) operate a recreation center, participant sports facility, sport assembly facility, or beach recreation or day use area.

³ For downhill ski areas pursuant to a master plan pursuant to TRPA Code Subsection 50.9.3.c.3.

⁴ These PAOTs apply to all developed campgrounds, group facilities, and RV parks.

Source: TRPA 2012b:11-9, TRPA 2015a:VII.B-35

Code of Ordinances

The TRPA Code consists of ordinances needed to implement the Goals and Policies. Chapter 50, Allocation of Development, of the TRPA Code includes a section on the regulation of additional recreational facilities (Section 50.8). TRPA regulates the rate and distribution of expanding recreational uses in the Tahoe Region through the allocation of PAOTs.

TAHOE METROPOLITAN PLANNING ORGANIZATION

Lake Tahoe Bicycle and Pedestrian Plan

The Lake Tahoe Active Transportation Plan (ATP) presents a guide for planning, constructing, and maintaining a regional bicycle and pedestrian network and support facilities and programs. The network includes on-street bicycle lanes and bicycle routes, and off-street paths and sidewalks. The ATP includes maps and prioritized project lists for the bicycle and pedestrian network, and lays out policies for local governing bodies and transportation agencies. In addition, the ATP identifies potential funding sources and specifies recommended designs to encourage consistency and safety within the region.

17.2.3 State

CALIFORNIA

California Department of Parks and Recreation

The California Department of Parks and Recreation (DPR) defines its mission as follows, "...to provide the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and providing opportunities for high-quality recreational experiences based on those resources." DPR manages the California State Park System, including Burton Creek State Park in Tahoe City and Sugar Pine Point State Park south of the Placer County line on the West Shore. DPR also manages the Tahoe State Recreation Area (SRA) in Tahoe City and the Kings Beach SRA in Kings Beach.

California State Lands Commission

The California State Lands Commission (State Lands) is responsible for leasing sovereign lands on the California side of Lake Tahoe. The area lying between the high and low marks of non-tidal navigable waters is subject to a public trust easement for commerce, navigation, fishing, recreation, and preservation. The high and low water marks for the California side of the Lake have been established as elevations 6,228.75 feet and 6,223 feet Lake Tahoe datum, respectively. Any activities involving the state's sovereign lands in

Lake Tahoe below 6,223 feet require a lease from State Lands. State Lands is involved with the protection of California's rare and endangered wildlife and plant species as described in Chapter 7 of this document, and for ensuring compliance with the California Environmental Quality Act (CEQA).

California Tahoe Conservancy

The California Tahoe Conservancy (Conservancy) was created in 1984 to restore and sustain a balance between the natural and human environments for public and private uses at Lake Tahoe. The Conservancy provides grants to local governments and non-profit organizations for erosion control, public recreation and access, land acquisition, and other projects, and implements a mandate that, among other things, seeks to increase public access to the region's natural recreational opportunities. In the past 20 years, the Conservancy has acquired and developed many lake access parcels, including highly visible park developments in Kings Beach and Carnelian Bay. Acquisitions in Tahoe Vista resulted in removal of dilapidated structures and site restoration for more passive lake access. The Conservancy also owns shoreline property operated for other recreational purposes by the North Tahoe Public Utility District (NTPUD), and numerous other properties available for dispersed and developed recreational uses.

California Recreational Trails Act of 1974

The California Recreational Trails Act includes two major components — the reauthorization of the California Recreational Trails Committee and the requirement to develop a California Recreational Trails System Plan.

The California Recreational Trails Act (Public Resources Code Section 5070.5) declares:

- ▲ Increase accessibility and enhance the use, enjoyment, and understanding of California's scenic, natural, historic, and cultural resources.
- ▲ Encourage hiking, horseback riding, and bicycling as important contributions to the health and welfare of the state's population.
- ▲ Provide for the use of recreational trails by physically disabled persons, the elderly, and others in need of graduated trails.
- ▲ Increase opportunities for recreational boating and use of recreational vehicles.
- ▲ Encourage the development by cities, counties, districts, and private groups of recreational and interpretive trails, including heritage corridors.

QUIMBY ACT

The Quimby Act (California Government Code Section 66477) preserves open space and parkland in urbanizing areas of the state by authorizing local governments to establish ordinances requiring developers of new subdivisions to dedicate land for parks, pay an in-lieu fee, or perform a combination of the two. The Quimby Act provides two standards for the dedication of land for use as parkland. If the existing area of parkland in a community is 3 acres or more per 1,000 persons, then the community may require dedication based on a standard of 5 acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than 3 acres per 1,000 persons, then the community may require dedication based on a standard of only 3 acres per 1,000 persons residing in the subdivision. The Quimby Act requires a city or county to adopt standards for recreational facilities in its general plan recreation element if it is to adopt a parkland dedication/fee ordinance.

Chapter 5 of the Placer County General Plan sets forth these park and recreation standards. Placer County standards include the provision of 5 acres of improved parkland and 5 acres of passive recreation per 1,000 residents and 1 mile of recreational trail per 1000 residents. Facility standards for amenities including playgrounds, baseball fields, turf fields, and hard courts are also prescribed. It is recognized that communities in mountain regions often require a specialized mix of recreational facilities that are different

than the General Plan listed facilities to meet their specific needs and climate. Therefore, while looking to deliver the user capacity of the facilities prescribed in the General Plan, the specific recreational amenities of mountain area projects are often tailored to the needs of the future residents and surrounding community.

17.2.4 Local

PLACER COUNTY GENERAL PLAN

The Recreation and Cultural Resources Element of the Placer County General Plan includes a number of goals and policies intended to ensure the development and maintenance of parks and recreational facilities to serve present and future residents, employees, and visitors. Specific policies require the county to strive to achieve and maintain park standards for improved parkland and passive recreation areas; the policies provide a park classification system as a guide to the types of facilities that should be developed using the standards and specifies open space areas that are suitable as passive park area (Policies 5.A.1, 5.A.2, 5.A.3, 5.A.4). Policies also require the dedication of land and/or payment of fees in accordance with state law (Quimby Act and Mitigation Fee Act), and creation of special districts to generate funds for acquisition and development, maintenance and administration of parkland as development occurs in the county (Policies 5.A.5, 5.A.6, 5.A.7).

PLACER COUNTY CODE

The Placer County zoning ordinance requires consistency with general plan goals (5 acres of passive and 5 acres of improved parkland per 1,000 residents). Specific ratios and credits are based on development type, as defined for planned development, subdivision, etc. in Chapters 15, 16, and 17 of the Placer County Code. As identified in the zoning code, these standards can be met through fee payment, construction of parks and recreation facilities, or a combination of both.

TAHOE CITY PUBLIC UTILITY DISTRICT

The Tahoe City Public Utility District (TCPUD) provides parks and recreation services to over 1,000,000 visitors and residents in the district (TCPUD 2015). The TCPUD service area extends from Emerald Bay to Dollar Hill and along the Truckee River to the Nevada County line. Recreation facilities in the district include: 64-Acre Tract, Commons Beach Park, Elizabeth Williams Park, Kilner Park, Lake Forest Park, Marie Sluchak Community Park, Pomin Park, Skylandia Park and Beach, and 19 miles of trail network for bicyclists, joggers, and hikers (including the Truckee River Trail, West Shore Trail, and Lakeside Trail/North Shore Trail). TCPUD parks and recreation services and facilities are supported through property taxes, facility rental fees, user fees, and grants.

NORTH TAHOE PUBLIC UTILITY DISTRICT

The North Tahoe Public Utility District (NTPUD) was formed in 1948 under the State of California Public Utilities Code to provide sewer services to the residents of the north shore of Lake Tahoe (NTPUD 2015). In November of 1967, water services were added to the District's responsibility with the Recreation and Parks Department being created in 1968. NTPUD's service area includes the communities of Kings Beach, Tahoe Vista, Brockway Vista, Carnelian Bay, Cedar Flat, and Agate Bay. NTPUD manages and maintains the public beaches in its service area that are owned by Placer County as well as the North Tahoe Regional Park in Tahoe Vista. NTPUD parks and recreation services and facilities are supported through property taxes, donations, user fees, and facility rental fees.

TRUCKEE RIVER CORRIDOR ACCESS PLAN

The Draft Truckee River Corridor Access Plan has been developed with the goals of creating a continuous and coordinated system of preserved lands and habitat from Lake Tahoe to the Martis Valley (Placer County 2015b). The Access Plan will respect the natural waterways and protect the wide variety of ecological and cultural resources found throughout the Truckee River floodplain, provide compatible recreational opportunities that do not damage sensitive areas, and provide a continuous and coordinated system of preserved lands and enhanced access with a connecting corridor of trails. An environmental impact report (EIR) must be prepared prior to adoption of the plan by the Placer County Board of Supervisors.

17.3 ENVIRONMENTAL SETTING

The recreation opportunities in the Placer County portion of the Lake Tahoe Region are abundant due to the diverse terrain and topography. Activities are generally associated with the lake's open water (e.g., swimming, boating, personal watercraft use, and fishing), the shoreline (e.g., sunbathing, camping, bicycling, and sightseeing), and the mountains surrounding the Lake (e.g., hiking, mountain biking, backpacking, snowboarding, and skiing). More than three million visitors come to the Tahoe Basin each year (TRPA 2012a:1-1), and the recreational activities in the region are a major draw. Tourism is an important part of the local economy and a high-quality recreation experience coupled with outstanding recreation opportunities is important to maintaining tourism.

Recreational activities vary by season. The availability of recreational opportunity and access to recreation areas must be considered in light of sensitive environmental resources. Recreational activities can have an impact on water, soils, air, wildlife, transportation, and the scenic quality of the Plan area. As population and number of visitors increase, so does the demand for access to Lake Tahoe shores and other public lands for recreational activities. There is also increased demand for urban recreational facilities, such as swimming pools and sports fields.

17.3.1 Parks and Recreation Facilities

The existing and planned recreation resources within the Plan area include day use beaches, day use areas, community and sports recreation parks, community centers, golf courses, campgrounds, and undeveloped areas that tend to be used for passive recreation (see Table 17-2 and Exhibit 17-1). Refer to the *Existing Conditions Report* (Placer County 2013) for a more comprehensive overview of the recreation resources in the Plan area.

Table 17-2 Parks and Recreation Facilities Inventory

Park or Recreation Facility Name	Acreage	Operator	Owner
Day Use Beaches			
64-Acre Tract	56.0	TCPUD	USFS
Bay Street East Beach	0.8	NA	PC
Carnelian West Beach	3.3	NTPUD	Conservancy
Commons Beach Park	7.2	TCPUD	PC
Coon Street Boat Launch	2.6	NTPUD	DPR
Elizabeth Williams Park	4.4	TCPUD	TCPUD
Fawn Street-Marina Walkway	0.1	NA	PC

Table 17-2 Parks and Recreation Facilities Inventory

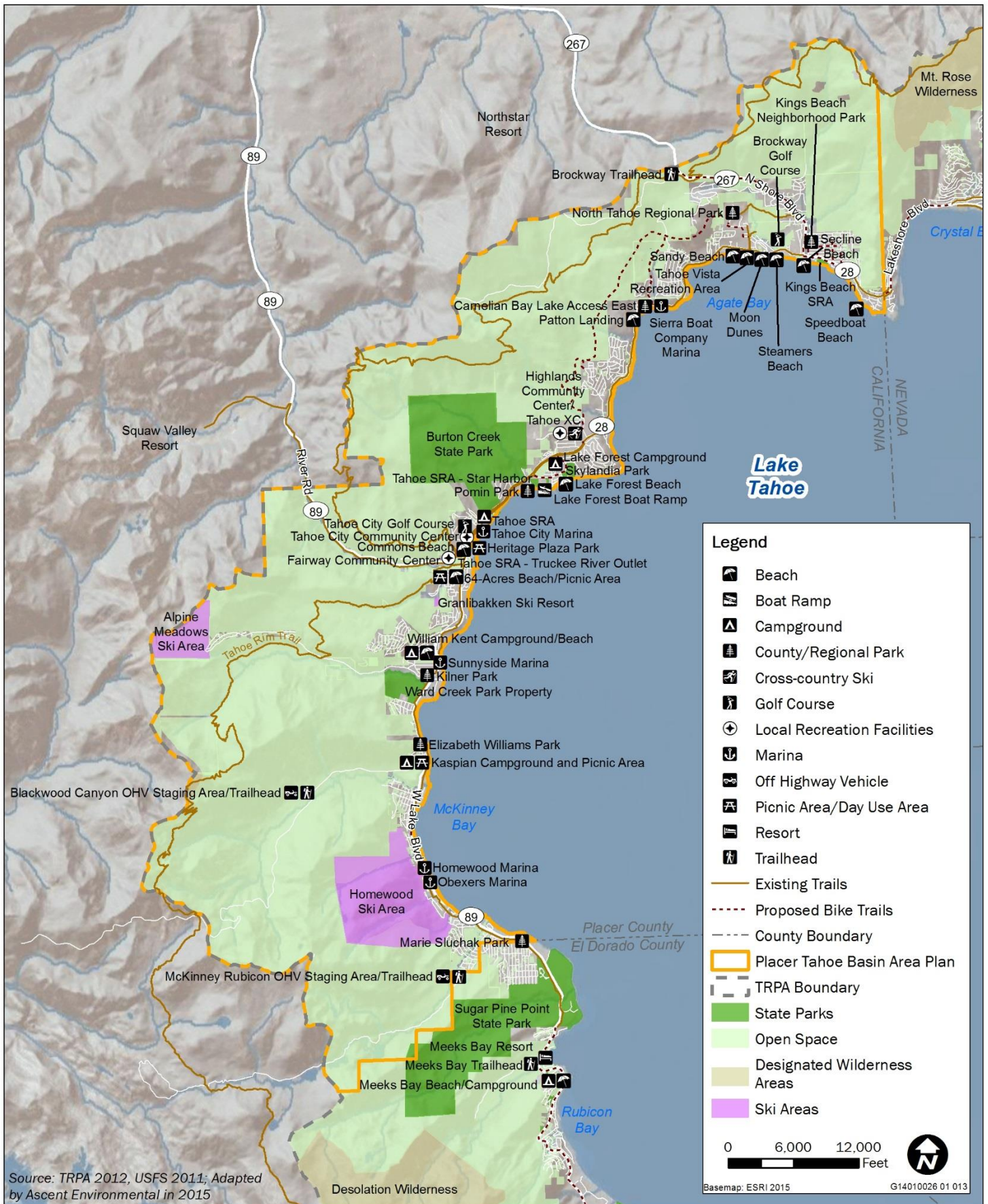
Park or Recreation Facility Name	Acreage	Operator	Owner
Griff Creek Recreation Area	0.8	NTPUD	PC
Heritage Plaza Park	0.8	TCPUD	TCPUD
Kings Beach State Recreation Area	5.6	DPR	DPR
Lake Boulevard Beach	3.4	NA	PC
Lake Forest Beach Park	6.2	TCPUD	TCPUD/PC
Lake Forest II Beach	1.2	NA	PC
Lakeside Park	3.2	NA	PC
Moon Dunes Beach	4.4	NTPUD	PC/Conservancy
North Tahoe Beach	7.0	NTPUD	Conservancy
Patton Landing	2.6	Concessionaire	Conservancy
Sandy Beach	3.1	NTPUD	Conservancy
Secline Beach	3.8	NTPUD	Conservancy /NTPUD
Skylandia Park and Beach	26.9	TCPUD	DPR
Speedboat (Buck's) Beach	2.0	NTPUD	PC
Tahoe State Recreation Area – Star Harbor	6.8	DPR	DPR
Tahoe State Recreation Area – Outlet Parcel	6.5	TCPUD	DPR
Tahoe Vista Recreation Area	6.3	NTPUD	NTPUD
<i>Subtotal Day Use Beaches</i>	<i>165.0</i>		
Day Use Areas			
Burton Creek State Park	2,000.0	DPR	DPR
Highlands Community Center/Day Use Area	45.7	TCPUD	TCPUD
Kilner Park	5.9	TCPUD	TCPUD
Marie Sluchak Community Park	3.0	TCPUD	TCPUD
North Tahoe Regional Park	124.5	NTPUD	NTPUD
Quail Creek Park	NA	TCPUD	TCPUD
Ward Creek Property	183.3	DPR	DPR
<i>Subtotal Day Use Areas</i>	<i>2,362.4</i>		
Community Sports and Recreation			
Kings Beach Neighborhood Park	2.3	NTPUD	TTUSD
Pomin Park	3.1	TCPUD	DPR
Rideout Community Center	10.7	TCPUD	TCPUD/TTUSD
Tahoe Lake School Fields	2.2	TCPUD	TCPUD/TTUSD
<i>Subtotal Community Sports and Recreation</i>	<i>18.3</i>		

Table 17-2 Parks and Recreation Facilities Inventory

Park or Recreation Facility Name	Acreage	Operator	Owner
Community Centers			
Fairway Community Center	2.1	TCPUD	TCPUD
Tahoe City Community Center	1.8	TCPUD	TCPUD
<i>Subtotal Community Centers</i>	3.9		
Golf Courses			
Tahoe City Golf Course	35.8	TCPUD	PC
Old Brockway Golf Course	NA	Private	Private
<i>Subtotal Golf Courses</i>	35.8		
Campgrounds			
Kaspian Campground and Picnic Area	34.0	Private	USFS
Tahoe State Recreation Area	16.3	DPR	DPR
William Kent Campground/Beach	24.7	Private	USFS
Lake Forest Campground	2.1	TCPUD	PC/TCPUD
<i>Subtotal Campgrounds</i>	77.1		
Undeveloped Parkland			
Dollar Property	969.1	Conservancy	Conservancy
Firestone Property	85.0	NTPUD	NTPUD
Parcels 3081 and 3082	5.3	DPR	DPR
Tahoe State Recreation Area	1.9	DPR	DPR
<i>Subtotal Undeveloped Parkland</i>	1061.3		
Note: North Tahoe Public Utility District (NTPUD), Tahoe City Public Utility District (TCPUD), California Tahoe Conservancy (Conservancy), United States Forest Service (USFS), Placer County (PC), Tahoe-Truckee Unified School District (TTUSD), California Department of Parks and Recreation (DPR), and not available (NA).			
Source: Compiled by Ascent Environmental 2015			

17.3.2 Bike and Pedestrian Trails

The Plan area contains a number of existing and proposed bike and pedestrian trails (see Table 17-3). While only the Tahoe Rim Trail is listed, the Plan area contains an extensive network of hiking trails (Exhibit 17-1). The Plan area contains an almost continuous network of multi-use trails that connects areas south of Sugar Pine Point State Park, south of Placer County, to Incline Village, east of Placer County.



Source: TRPA 2012, USFS 2011; Adapted by Ascent Environmental in 2015

Exhibit 17-1

Parks, Recreation Areas, and Trails



Table 17-3 Existing and Proposed Trails

Trail	Location	Length (miles)
Existing Trails		
64-Acre Tract	Tahoe City	0.8
Eagle Rock Trail	Tahoe City	1.2
Lakeside Trail	Tahoe City	1.5
Pinedrop Trail	Kings Beach	1.5
National Avenue Bike Path	Tahoe Vista	0.4
North Shore Bike Path	Tahoe City	2.3
Rubicon Trail	Tahoma	22.0
State Route 28	Tahoe City	2.2
Tahoe Rim Trail	Tahoe City, Tahoe Pines, Homewood	35.9
Truckee River Trail	Tahoe City	3.5
West Shore Bike Trail	Tahoe City, Sunnyside, Homewood, Tahoma	8.6
<i>Existing Trails Total</i>		79.9
Proposed Trails		
Brockway Vista Path	Kings Beach	0.8
Dollar Creek Shared-Use Trail	Kings Beach	2.2
Lake Forest Trail	Dollar Point	0.3
North Tahoe Bike Trail	Dollar Hill, Tahoe Vista	5.2
Northstar Trail	Tahoe Vista	3.6
Homewood/West Shore Bike Trail	Homewood, Sunnyside	1.0
Tahoe Basin Connector Trail	Tahoe Vista	5.0
<i>Proposed Trails Total</i>		18.1

Source: Compiled by Ascent Environmental 2015

17.3.3 Lake Tahoe Environmental Improvement Program

The Lake Tahoe Environmental Improvement Program (EIP) is a cooperative effort to preserve, restore, and enhance the unique natural and human environment of the Tahoe Region. The EIP program defines restoration needs for attaining environmental goals or thresholds and, through a substantial investment of resources, increases the pace at which the thresholds will be attained. Key to this strategy is reliance on partnerships with all sectors of the community, including the private sector and local, state, and federal government.

The Regional Plan Recreation Goals and Policies are implemented primarily through application of the Code in the review of proposed projects and through the EIP. The EIP includes a recreation program that facilitates implementation of projects that will (1) improve lake access, (2) develop a comprehensive trail system, (3) improve recreational facilities, and (4) improve educational programs and interpretive facilities. To date throughout the Tahoe Basin, 2,770 linear feet of shoreline has been made available for public access and 143 miles of bike and pedestrian routes have been constructed as part of the EIP recreation program (TRPA 2015b:1).

17.4 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

17.4.1 Methods and Assumptions

The following analysis assesses the environmental effects of each alternative with respect to the existing or currently proposed recreation uses and facilities in the Plan area. This analysis is based on review of existing documents, policies, ordinances, and other regulations pertinent to recreation.

17.4.2 Significance Criteria

Significance criteria relevant to recreation issues are summarized below.

Proposed Area Plan policies that support enhanced recreation include policies that promote coordinated interagency planning and funding programs for recreation facilities (Policies R-P-2, R-P-8), encourage and support funding for recreation facilities and multi-use bike trails (Policies R-P-4, R-P-5), increase opportunities for public access to the shoreline of Lake Tahoe (Policy R-P-7), and improve winter recreation opportunities (Policy R-P-9) as well as reduce conflicts between snowmobiling and important wildlife habitat (Policy R-P-10).

TRPA CRITERIA

The “Recreation” criteria from the TRPA Initial Environmental Checklist were used to evaluate the recreation impacts of the alternatives. Impacts to recreation would be significant if the project would:

- ▲ create additional demand for recreation facilities;
- ▲ create additional recreation capacity;
- ▲ have the potential to create conflicts between recreation uses, either existing or proposed;
- ▲ result in a decrease or loss of public access to any lake, waterway, or public lands; or
- ▲ have an unplanned effect upon, or result in a need for new or altered governmental services related to parks or other recreational facilities.

CEQA CRITERIA

Based on Appendix G of the State CEQA Guidelines and the Placer County CEQA Checklist, impacts to recreation resources would be significant if the project would:

- ▲ create substantial additional demand for recreation facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- ▲ include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

17.4.3 Environmental Effects of the Project Alternatives

Impact 17-1: Demand for recreation facilities and physical deterioration of recreation facilities

Area Plan Alternatives 1 through 4 would allow for increases in residential units within town centers and mixed-use areas identified in the RPU EIS and RTP/SCS EIR/EIS and are subject to existing allocations. More residential units and corresponding population increase would result in increased demand for recreation facilities and resources. Also, Area Plan Alternatives 1 and 3 could add additional TAUs not included in the existing Regional Plan (with a formulaic decrease in CFA), which would increase visitor demand for recreation resources over that assessed in the RPU EIS and RTP/SCS EIR/EIS. However, recreation opportunities and resources are abundant in the region, and with continued implementation of existing recreation goals and policies and implementation of new recreation projects from existing programs (e.g., EIP) adequate capacity for recreation would continue to be provided, and implementation of any of the alternatives would not reduce capacity of existing recreation facilities or opportunities to such a degree that physical deterioration of those facilities would occur. Therefore, Area Plan Alternatives 1 through 4 would have a **less-than-significant** impact. Although Lodge Alternatives 1 through 3 would create a modest increase in recreational demand, the lodge itself would include recreational amenities and substantial recreation facilities and opportunities are available in the region. Therefore, Lodge Alternatives 1, 2, and 3 would have a **less-than-significant** impact. Lodge Alternative 4 would be a continuation of the site for commercial uses and would have **no impact** on recreation demand.

Placer County Tahoe Basin Area Plan Program-Level Analysis

Alternative 1: Proposed Area Plan

Development associated with Alternative 1, including the Kings Beach Center design concept, would generate additional recreation demand in the Area Plan boundaries and surrounding areas by increasing the population within town centers and mixed-use districts in accordance with the residential allocations imposed by the Regional Plan. The additional demand for recreation facilities resulting from buildout of the Area Plan was assessed in the RPU EIS (TRPA 2012a:3.11-16 – 3.11-17, 3.11-19) and RTP/SCS EIR/EIS (Tahoe Metropolitan Planning Organization [TMPO] and TRPA 2012b:3.11-14 to 3.11-15). However, the Alternative 1 policy to allow the limited conversion of CFA for up to 400 TAUs could result in an incremental increase in the number of visitors in the Plan area that was not accounted for in the RPU EIS or RTP/SCS EIR/EIS.

Average number of visitors per hotel room are estimated to be two persons per room with an estimated average occupancy rate of 69 percent (Placer County 2015a). Therefore, with the average occupancy rate, the additional 400 TAUs proposed under Alternative 1 would generate up to 552 visitors per day (400 TAUs x 0.69 x 2 persons per room) and 201,480 visitors per year (552 visitors per day x 365 days). At full occupancy during peak periods, the TAUs would generate up to 800 visitors per day (400 TAUs x 2 persons per room). The 2010 population within the Area Plan boundaries was 9,708 people (U.S. Census Bureau 2015). In 2012, the annual number of visitors to the Tahoe Basin exceeded three million (TRPA 2012a:1-1). The annual number of visitors generated by the additional TAUs would represent about a 7 percent increase over existing levels. These visitors use recreation facilities within the Plan area, throughout the Tahoe Basin, and areas just outside the Tahoe Basin.

The Plan area and the region contain many and varied recreation facilities (see Tables 17-2 and 17-3) to accommodate the increased recreation demand. In addition, the environmental thresholds established for recreation were found to be in attainment by both the 2006 and 2011 Threshold Evaluation Reports (TRPA 2012b). Furthermore, TRPA's goals and policies ensure that demand for recreation facilities and opportunities in the region is met by calling for increased access for dispersed recreation, developed recreation, and urban recreation. In addition, they call for managing areas for low-density recreation experiences by expanding trail systems, managing areas for nature study and wildlife observation, separating incompatible recreational uses, and providing for the appropriate type, location, and rate of

development of outdoor recreational uses in the Land Use Plan to meet increased demand when consistent with the environmental value and protection of the natural resources. With respect to developed recreation facilities, the TRPA goals and policies require that a fair share of the Tahoe Region's water and sewer capacity be maintained for the sole purpose of expanding recreation facilities to meet demand.

The Regional Recreation Assessment prepared in preparation of the 2012 Regional Plan indicates that visitors to recreation sites in the Tahoe Region make use of a wide range of developed, undeveloped, and urban activities (TRPA 2012a: 3.11-17). Usage data show that the opportunities available for recreation are widely dispersed throughout the Tahoe Region. Ongoing improvements through various agencies and entities (i.e., USFS, CTC, CSP, NSP, and private property owners) programs (such as the EIP) and allocation of PAOTs as needed by TRPA would continue to expand and maintain these opportunities and ensure that capacity is available. In addition, the Area Plan supports the continued development and improvement of recreational amenities (such as the Speedboat Beach Master Plan and improvements to the Tahoe Vista Recreation Area among many others), and would establish the Tahoe City West Entry Special Planning Area, which would require redevelopment or development projects to provide public access to the Truckee River. Area Plan policies related to recreation would facilitate snow removal on selected high-use trails, public acquisition of beach access rights, and improvement of backcountry winter recreational access.

Because of the number, wide variety, and proximity of existing recreation facilities and opportunities (e.g., beaches, bike trails, hiking trails, parks, water sports) and the fact that the Area Plan supports the establishment of new recreation opportunities, the modest increase in residents and visitors to the Tahoe Region resulting from the additional TAUs would not result in the concentration of recreation users on any single recreation facility such that new or expanded facilities would be required.

As described in the RPU EIS and RTP/SCS EIR/EIS, ongoing improvements through various agencies (i.e., USFS, Conservancy, DPR, NTPUD, and TCPUD), programs (e.g., EIP), and allocation of PAOTs would continue to expand and maintain recreation opportunities and ensure that capacity is available (TRPA 2012a:3.11-16 – 3.11-17, 3.11-19; TMPO and TRPA 2012b:3.11-14 – 3.11-15). At present, TRPA has 17,947 PAOTS remaining for new recreation opportunities in the region (Table 17-1). As described in the *2011 Threshold Evaluation Report*, existing recreation users have indicated satisfaction with the recreation facilities in the Tahoe Basin (TRPA 2012b:11-3 – 11-4). Existing Regional Plan goals and policies ensure that demand for recreation facilities and opportunities in the region is met by calling for increased access for dispersed recreation, developed recreation, and urban recreation (Policies R.1-1, R.1-3, R-4.1, R-4.2, R-4.7, and R-7.1). Policies also address management and development of facilities to maintain compatibility between uses and consistent with the environmental value and protection of the natural resources. The Area Plan recreation policies support the Regional Plan in managing recreational facilities and uses (Policy R-P-1). The Area Plan includes policies for ensuring access to recreation for all users and improving public access to beaches and to winter recreational opportunities for cross country and back country skiing (Policies R-P-3, R-P-6, R-P-7, and R-P-9). Area Plan policies also promote coordination between agencies for the provision and maintenance of recreation facilities (Policy R-P-2 and R-P-8).

Recreation demand would be considered at a project-level during subsequent environmental review and permitting of individual proposed projects. Individual residential projects would also be required to pay Placer County parks fees in order to meet the parks and recreation standard for the provision of 5 acres of improved parkland and 5 acres of passive recreation per 1,000 residents and 1 mile of recreational trail per 1,000 residents. At the time of project-level environmental review for planned recreation projects that would increase recreation capacity in the area, those projects would assess and mitigate as necessary any potentially significant impacts on the environment.

Because there are ample recreation facilities that are distributed throughout the Area Plan and in adjacent areas, there is no evidence to suggest that the additional demand would result in a substantial increase in use of nearby recreation facilities or that the increase would result in greater physical deterioration of these recreation resources. The impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities from increased demand under Alternative 1 would be **less than significant**.

Alternative 2: Area Plan with No Substitute Standards

Implementation of Alternative 2, would increase density within existing town center boundaries, would allow for residential development in mixed-use areas, and would increase opportunities for secondary housing. However, the number of TAUs and amount of residential development would be limited to the existing allocations identified for Placer County in the Regional Plan. Because implementation of Alternative 2 would not result in an increase in the number of commodities, the additional recreation demand would be the same as that identified in the RPU EIS and RTP/SCS EIR/EIS Alternative 3 (TRPA 2012a:3.11-19; TMPO and TRPA 2012b:3.11-15). Alternative 2 would result in an increase in demand for recreation that could be accommodated by existing facilities in the Tahoe Region, or with expanded or new facilities proposed by various agencies around the Tahoe Basin. As described above under Alternative 1, Alternative 2 would also implement and support Regional Plan goals and policies that promote development of new and enhancement of existing recreation resources consistent with the environmental value and protection of the natural resources. Additionally, future individual projects would consider recreation demand at a project-level during subsequent environmental review and permitting and would be subject to Placer County parks fees to address local impacts on parks and recreation facilities. The impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities under Alternative 2 would be **less than significant**.

Alternative 3: Reduced Intensity Area Plan

Under Alternative 3, buildout of the Area Plan would occur similarly to that described for Alternative 1; however, the conversion of CFA to TAUs would be limited to an additional 200 TAUs over the number of TAUs allocated to Placer County by the existing Regional Plan. With respect to recreation capacity and demand, Alternative 3 would result in reduced impacts compared to those described for Alternative 1. Implementation of Alternative 3 would result in an increase in the number of visitors in the Area Plan boundaries approximately half of the number of visitors generated under Alternative 1. Similar to Alternative 1, the increase in residents and visitors associated with Alternative 3 would be accommodated by existing facilities in the Tahoe Region.

As described above, future individual projects would be subject to additional project-level environmental that would address issues including, but not limited to, water quality or air quality that could minimize any project-related adverse environmental effects associated with increased demand for or use of recreation facilities attributed to an increase in visitors. TRPA's existing goals and policies, in addition to Area Plan and Placer County policies, would also ensure that demand for recreation facilities and opportunities in the region are met.

Because there are ample recreation facilities that are distributed throughout the Area Plan and in adjacent areas, there is no evidence to suggest that the additional demand would result in a substantial increase in use of nearby recreation facilities or that the increase would result in greater physical deterioration of these recreation resources. The impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities from increased demand under Alternative 3 would be **less than significant**.

Alternative 4: No Project

Under Alternative 4, new development would be limited by existing allocations and development rights established in the Regional Plan as well as existing PASs and community plans. The additional recreation demand generated under Alternative 4 would be the same as that identified in the RPU EIS and RTP/SCS EIR/EIS for Alternative 3 (TRPA 2012a:3.11-19; TMPO and TRPA 2012 b:3.11-15) and described above for Alternative 2. The impacts on the quality of recreation experience, the capacity for additional outdoor recreation available and the physical effects on recreation facilities from any additional demand under Alternative 4 would be **less than significant**.

Tahoe City Lodge Project-Level Analysis

Alternative 1: Proposed Lodge

Implementation of Alternative 1 would result in a 118-unit hotel in Tahoe City, a reconstructed Tahoe City Golf Course Clubhouse, and relocated putting green. Public access to the golf course would remain as would the winter recreation amenities. Relocation of the putting green would improve the flow of play on the golf course. Implementation of Alternative 1 would also include on-site recreation features, such as a pool, hot tub, pool deck, and recreation room, available for hotel guests. These changes would not increase public recreation capacity. Alternative 1 would result in an increase in the number of visitors to the Placer County portion of the Tahoe Basin and vicinity, which would increase demand for recreation resources and activities in the vicinity of the project site. Based on recent visitor information in the North Shore, average occupancy rates are 69 percent with an average of two people per room (Placer County 2015a). Therefore, Alternative 1 would be expected to generate an estimated 163 visitors per day ($118 \text{ TAUs} \times 0.69 \times 2 \text{ persons per room}$) and an estimated 59,495 visitors per year ($163 \text{ visitors per day} \times 365 \text{ days}$). At full occupancy, the TAUs would generate an average 236 visitors per day ($118 \text{ TAUs} \times 2 \text{ persons per room}$). The annual number of visitors generated by the additional TAUs would represent an increase of approximately 2 percent over existing levels.

Tahoe City Golf Course supports year-round recreation amenities. Golfing is available to the public during the summer and portions of the fall and spring. Activities at the Tahoe City Winter Sports Park, located at the golf course, include cross country skiing, snowshoeing, and sledding. Alternative 1 would include the expansion of the golf course clubhouse to provide meeting and conference space. During peak times, these facilities would only be used for lodge functions. TCPUD would use the conference space for golf course and public service functions during off-peak periods when parking demand is reduced. This agreement would preserve parking for golf course recreation activities year round.

A recreation room and private pool with associated facilities would also be constructed as part of the Tahoe City Lodge. Tahoe City Lodge guests would have easy access to these recreation opportunities in addition to the many varied recreation opportunities in surrounding areas and the region. In the immediate vicinity, visitors have access to Commons Beach, Lakeside Trail, Truckee River Bike Trail, Tahoe Rim Trail, and Burton Creek State Park. The number and variety of existing and planned recreation facilities and opportunities near the project site and throughout the Tahoe Basin have adequate capacity to meet the demand created by Alternative 1 and expansion or construction of new facilities would not be required to meet demand. Alternative 1 would not result in the concentration of recreation users on any single recreation facility, require new or expanded facilities, nor result in their substantial physical deterioration.

For the reasons described above, there are sufficient recreation resources on the project site and in surrounding areas to meet the recreation demand of visitors added by the Tahoe City Lodge, such that additional facilities would not be required and deterioration of existing facilities beyond that which would occur under existing levels of use would not occur. Additionally, while Alternative 1 would support recreation opportunities at the Tahoe City Golf Course, this would not change recreation capacity. For these reasons, the impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities from Alternative 1 would be **less than significant**.

Alternative 2: Reduced Scale Lodge

Implementation of Alternative 2 would result in development of up to 56 hotel units combined with commercial uses. Alternative 2 would result in changes to the Tahoe City Golf Course.

Using the same assumptions regarding visitors and recreation demand identified for Alternative 1, Alternative 2 would generate an estimated 77 visitors per day ($56 \text{ TAUs} \times 0.69 \times 2 \text{ persons per room}$) and 28,105 visitors per year ($77 \text{ visitors per day} \times 365 \text{ days}$). At full occupancy, the TAUs would generate approximately 112 visitors per day ($56 \text{ TAUs} \times 2 \text{ persons per room}$). The annual number of visitors generated by the additional TAUs would represent less than 1 percent increase over existing levels.

The increase in recreation demand from implementation of Alternative 2 would be less than half that generated by Alternative 1. It follows, then, that the number and variety of recreation facilities and opportunities near the project site and throughout the Tahoe Basin have adequate capacity to meet the demand for recreation facilities and uses created by Alternative 2. Expansion or construction of new recreation facilities would not be required, nor would the alternative contribute to their substantial physical deterioration. For these reasons, the impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities from Alternative 2 would be **less than significant**.

Alternative 3: Reduced Height Lodge

Under Alternative 3, the Tahoe City Lodge would be similar to Alternative 1, including the construction of a 118-unit hotel. Like to Alternative 1, Alternative 3 would not increase recreation capacity. The additional recreation demand created under Alternative 3 would be the same as that described above under Alternative 1. The number and variety of existing and planned recreation facilities and opportunities near the project site and throughout the Tahoe Basin have adequate capacity to meet the demand for recreation facilities and uses created by Alternative 3. For these reasons, the impacts on the quality of recreation experience, the capacity for additional outdoor recreation available, and the physical effects on recreation facilities from Alternative 3 would be **less than significant**.

Alternative 4: No Project

Implementation of Alternative 4 would result in redevelopment of commercial uses on the project site to the extent permissible under existing regulations. Such continued use would not increase demand for recreation resources. No physical effects on existing recreation facilities would occur, nor would expanded or new recreation facilities be required. There would be **no impact**.

Mitigation Measures

No mitigation is required.

Impact 17-2: Create conflicts with existing or planned recreation resources

Area Plan Alternatives 1 through 4 would allow for new development within areas designated for residential, commercial, and tourist accommodation uses. Through Area Plan recreation policies and the planned environmental improvement program (EIP) projects identified in the Implementation Plan, the alternatives would facilitate enhancement of existing recreation resources. The alternatives would comply with existing Recreation Element Goals and Policies of the Regional Plan that provide for the appropriate type, location, and rate of development of recreational uses and facilities and that protect natural resources from overuse and rectify incompatibility between uses. Because these goals, policies, and land use designations were developed to address existing and planned recreational uses, conflict would be avoided. Therefore, Area Plan Alternatives 1, 2, 3, and 4 would have a **less-than-significant** impact. The Tahoe City Lodge site is not located adjacent to existing or planned recreation sites (with the exception of the Tahoe City Golf Course) and therefore would not create conflicts. Lodge Alternatives 1, 2, 3, and 4 would have **no impact**.

Placer County Tahoe Basin Area Plan Program-Level Analysis

Alternative 1: Proposed Area Plan

Future development under Alternative 1, including the Kings Beach Center design concept, would be directed to areas designated for residential, commercial, and tourist accommodation uses. Additionally, projects supported by the Area Plan under Alternative 1 would involve new sidewalks, bike lanes, lighting, landscaping, parking facilities near recreation areas, restroom facilities at recreation areas, and pier improvements (see Part 8, "Implementation Plan," of the Area Plan). A number of bicycle and pedestrian projects are planned throughout the Area Plan boundaries, including the Dollar Creek Shared Use Trail, North Tahoe Bike Trail, Lake Forest Bike Trail Project, Chipmunk to Secline Bike Path, and the Homewood Bike Trail Project among others. Transportation projects include projects like the Tahoe City Mobility Improvements, Kings Beach Mobility Improvements, Lake Tahoe Waterborne Transit and North Lake Tahoe

Water Shuttle, and Regional Transit Improvements. Other than restroom facilities, pier improvements or replacement, and transit shelters, these projects would not include the addition of new buildings or structures. The types of recreation-related facilities included in these projects supported by the Area Plan (see Part 8, “Implementation Plan”) would be generally consistent in scale with their surroundings and would be located near existing urban areas or near existing recreation resources.

The Area Plan and Regional Plan include a number of policies that provide for the appropriate type, location and rate of development of recreational uses and facilities; that protect natural resources from overuse; and reduce conflicts between uses (Area Plan Policies R-P-7 and R-P-8, Regional Plan Policy R-5.2). Outdoor recreational uses should be developed based on demand and be consistent with the environmental constraints and Threshold standards (Area Plan Policies R-P-1 and R-P-10). Existing facilities in sensitive areas should be retrofitted to mitigate environmental impacts or relocated to higher capability land (Regional Plan Policy R-1.4). In general, improved facilities should be developed in proximity to existing infrastructure near urban areas (Regional Plan Policy R-4.7).

Alternative 1 includes policies that support development of dispersed recreation activities by identifying areas in which low-density recreational experiences are prioritized, such as undeveloped shorelines, wilderness, and other undeveloped and roadless areas (Area Plan Policy R-P-9, Regional Plan Policies R-1.1 and R-2.1). Policies encourage the expansion and networking of trails systems (Area Plan Policy R-P-4). Trail and transportation facilities should provide low-impact access to undeveloped shorelines for recreational use (Area Plan Policies LU-P-15, LU-P-16, and R-P-6). The provision of trails should be linked with projected demand, tolerance capability, and special resource and recreation values (Regional Plan Policy R-4.1). Transit should be established to provide service to major recreation facilities and attractions, and parking should be restricted along scenic corridors to preserve views and vegetation (Regional Plan Policy R-4.9). These Area Plan and Regional Plan policies related to avoidance of recreational land use conflicts would be implemented under Alternative 1 and maintenance of existing threshold attainment would be evaluated when considering approval of future projects.

Projects supported by the Area Plan would be developed in collaboration with existing recreation providers and, in many cases, the projects themselves would be developed to support existing recreation facilities and avoid conflicts with those facilities. For example, the Dollar Creek Shared Use Trail Project that would connect existing trails in Tahoe City and Kings Beach with the Dollar and Firestone properties and would also allow for future connections to Northstar and Truckee. Many projects would enhance existing amenities at recreation facilities in order to address issues related to scenic resources, Americans with Disabilities Act (ADA) accessibility, water quality improvements, and provide landscaping or buffers that would result in beneficial effects for adjacent uses. These projects would also bring the recreation facilities into compliance with regulations, such as Regional Plan policies and thresholds. For example, the Lakeside Project that would implement water quality improvements and construct a missing piece of the multipurpose bicycle and pedestrian trail in Homewood. As individual recreation or other development projects undergo project-level environmental review, those projects would be required to address, and mitigate as necessary, potential recreation and land use conflicts between existing and proposed uses.

Because future project planning would be completed in coordination with recreation providers and in accordance with policies designed to preclude conflicts with existing and planned recreation facilities and with TRPA threshold standard requirements, impacts associated with potential recreation conflicts would be **less than significant**.

Alternative 2: Area Plan with No Substitute Standards

Implementation of Alternative 2 would allow for new development in areas designated for residential, commercial, and tourist accommodation uses. Under Alternative 2, planned recreation and transit EIP projects would be supported, as in Alternative 1.

As described above for Alternative 1, Area Plan and Regional Plan policies that address recreational land use conflicts would be implemented, project-specific effects on recreation threshold standards would be evaluated. Alternative 2 would encourage transfer of development into identified urbanized areas where

such uses are less likely to conflict with existing recreational resources. Because compliance with existing policies and land use designations would avoid potential conflicts with existing or planned recreational uses, this impact would be **less than significant**.

Alternative 3: Reduced Intensity Area Plan

Alternative 3 would combine higher levels of development, similar to Alternative 1, within town center boundaries with incentives for environmentally beneficial redevelopment. Alternative 3 would allow for limited conversion of up to 200 additional TAUs, fewer than would be allowed under Alternative 1. Alternative 4 would also support implementation of planned bicycle, pedestrian, and transit projects as discussed under Alternative 1. New development would be located in areas designated for residential, tourist, and commercial uses, such that it would not conflict with existing recreational resources.

As described above for Alternative 1, Area Plan and Regional Plan policies related to avoiding recreational land use conflicts would be implemented and maintenance of existing Threshold attainment would be evaluated when considering approval of future projects. Because compliance with existing policies and land use designations would avoid potential conflicts with existing or planned recreational uses, this impact would be **less than significant**.

Alternative 4: No Project

Under Alternative 4, new development would be limited by existing allocations and development rights established in the Regional Plan and by existing PASs and community plans. Similar to the other alternatives, Alternative 4 would result in development in identified urbanized areas designated for residential, tourist, and commercial uses. Additionally, planned recreation and transit projects included in the EIP list would be implemented. The potential for Alternative 4 to result in conflicts with existing or planned recreation resources would be similar to that identified in the RPU EIS and RTP/SCS EIR/EIS Alternative 3 (TRPA 2012a:3.11-22; TMPO and TRPA 2012b:3.11-13).

Existing Regional Plan, PAS, and community plan policies related to avoiding recreational land use conflicts would be implemented and maintenance of existing threshold attainment would be evaluated when considering approval of future projects. New development would occur in existing developed areas, which would minimize conflicts with existing recreational resources. Because existing policies and land use designations would avoid potential conflicts with existing or planned recreational uses, this impact would be **less than significant**.

Tahoe City Lodge Project-Level Analysis

Alternative 1: Proposed Lodge

Implementation of Alternative 1 would result in development of a 118-unit hotel, reconstruction of the Tahoe City Golf Course clubhouse, and improvements to the golf course itself, to which public access would remain. Private, on site recreation amenities would also be incorporated into the lodge development.

Other than the Tahoe City Golf Course, there are no other existing or planned recreation resources adjacent to the Tahoe City Lodge project site. Commons Beach is located on the south side of SR 28, approximately 450 feet southeast of the project site; the Truckee River Trail is approximately 800 feet southwest of the site; and the Tahoe State Recreation Area is 0.5-mile to the northeast. Because of the nature of the project (urban lodge) and its distance from these recreation facilities, the Tahoe City Lodge and associated improvements would not result in any conflicts with these resources. For these reasons, there would be **no impact**.

Alternative 2: Reduced Scale Lodge

Implementation of Alternative 2 would result in development of up to 56 hotel units and commercial development. Alternative 2 would not result in changes to the Tahoe City Golf Course nor interfere with its use or access. For the reasons articulated above for Alternative 1, Alternative 2 would not interfere with any nearby existing recreation resources, and there would be **no impact**.

Alternative 3: Reduced Height Lodge

Like Alternative 1, implementation of Alternative 3 would include construction of a 118-unit hotel, in a revised configuration, and improvements at the Tahoe City Golf Course. Alternative 3 would be subject to additional performance standard requirements. For the reasons articulated above for Alternative 1, Alternative 3 would not interfere with existing recreation resources, and there would be **no impact**.

Alternative 4: No Project

Implementation of Alternative 4 would result in redevelopment of commercial uses on the project site to the extent permissible under existing regulations. Implementation of Alternative 4 does not propose any changes that would conflict with existing or planned recreation resources, including the continuation of recreation uses on the Tahoe City Golf Course. For these reasons, there would be **no impact**.

Mitigation Measures

No mitigation is required.

Impact 17-3: Decrease in public access to Lake Tahoe, public lands, and recreation areas

Area Plan Alternatives 1 through 3 support projects that would increase public access to Lake Tahoe, public lands, and recreation areas. Improvements include proposed hiking trails, bike trails, beach access, improved parking, and alternative transportation programs and facilities that would improve access for pedestrians, bicyclists, transit riders, and drivers. Area Plan Alternative 4 includes many of the same bicycle, pedestrian, and transportation improvements as Alternatives 1 through 3, but would not include the redevelopment linked recreation improvements included in the Area Plan such as improved access to Lake Tahoe and the Truckee River and shared-use path connections. None of the Area Plan or lodge alternatives would obstruct or otherwise decrease public access to water or public land. Implementation of Area Plan Alternatives 1 through 4 would result in a **beneficial** impact with regard to recreation access. Implementation of Lodge Alternatives 1 through 4 would have **no impact**.

Placer County Tahoe Basin Area Plan Program-Level Analysis

Alternative 1: Proposed Area Plan

Under Alternative 1, projects supported by the Area Plan would involve new sidewalks, bike lanes, lighting, landscaping, parking facilities near recreation areas, restroom facilities at recreation areas, and pier improvements (see Part 8, "Implementation Plan," of the Placer County Tahoe Basin Area Plan). A number of bicycle and pedestrian projects are planned throughout the Area Plan boundaries, including the Dollar Creek Shared Use Trail, North Tahoe Bike Trail, Lake Forest Bike Trail Project, Chipmunk to Secline Bike Path, and the Homewood Bike Trail Project among others. Transportation projects include projects like the Tahoe City Mobility Improvements, Kings Beach Mobility Improvements, Lake Tahoe Waterborne Transit and North Lake Tahoe Water Shuttle, and Regional Transit Improvements.

The types of recreation-related facilities included in the projects supported by the Area Plan would be generally consistent in scale with their surroundings and would be located near existing urban areas or near existing recreation resources. Bike and pedestrian projects would provide additional facilities for recreation users and improve connectivity to recreation resources throughout the Area Plan. Transit-related projects could enhance accessibility to recreation uses around the Lake by maintaining and improving transit services. Expanded parking facilities and updates to existing access points to be ADA accessible also support providing access to the shoreline and other recreation resources.

Alternative 1 proposes new policies and would implement existing Regional Plan policies that increase public access to Lake Tahoe, public lands, and recreation facilities. In general, new or improved facilities would be developed in proximity to existing infrastructure near urban areas (Regional Plan Policy R-4.7). Transit would be established to provide service to major recreation facilities and attractions, and parking should be restricted along scenic corridors to preserve views and vegetation (Regional Plan Policy R-4.9).

Policies encourage the expansion and networking of trails systems (Area Plan Policy R-P-4). Trail and transportation facilities should provide low-impact access to undeveloped shorelines for recreational use (Area Plan Policies LU-P-15, LU-P-16, and R-P-6). The provision of trails should be linked with projected demand, tolerance capability, and special resource and recreation values (Regional Plan Policy R-4.1).

Overall, new facilities supported by the Area Plan would increase access to the Lake, public lands (including recreational facilities), and recreation areas. Implementation of Alternative 1 would result in a **beneficial** impact.

Alternative 2: Area Plan with No Substitute Standards

Alternative 2 includes the same bicycle, pedestrian, and transportation improvements as Alternative 1; therefore, impacts resulting from implementation of Alternative 2 would similarly be **beneficial**.

Alternative 3: Reduced Intensity Area Plan

Alternative 3 includes the same bicycle, pedestrian, and transportation improvements as Alternative 1; therefore, impacts resulting from implementation of Alternative 3 would similarly be **beneficial**.

Alternative 4: No Project

Alternative 4 includes many of the same bicycle, pedestrian, and transportation improvements as Alternative 1, but would not include the redevelopment linked recreation improvements included in the Area Plan such as improved access to Lake Tahoe and the Truckee River and shared-use path connections. Therefore, impacts resulting from implementation of Alternative 4 would similarly be **beneficial** but less so than Alternatives 1 through 3.

Tahoe City Lodge Project-Level Analysis

Alternative 1: Proposed Tahoe City Lodge Project

Alternative 1 would result in development of a 118-unit hotel; private, on-site recreation amenities; and improvements to the Tahoe City Golf Course Clubhouse; and minor changes on the golf course itself, to which public access would remain. No aspect or feature of Alternative 1 would obstruct or otherwise decrease access to any existing recreation facilities, Lake Tahoe, or other public lands. There would be **no impact**.

Alternative 2: Reduced Scale Tahoe City Lodge

Implementation of Alternative 2 would result in development of up to a 56-unit hotel and commercial development. Alternative 2 would not result in changes to the Tahoe City Golf Course. No aspect or feature of Alternative 2 would obstruct or otherwise decrease access to any existing recreation facilities, Lake Tahoe, or other public lands. There would be **no impact**.

Alternative 3: Modified Tahoe City Lodge

Like Alternative 1, implementation of Alternative 3 would include construction of a 118-unit hotel, in a revised configuration, and improvements at the Tahoe City Golf Course. No aspect or feature of Alternative 3 would obstruct or otherwise decrease access to any existing recreation facilities, Lake Tahoe, or other public lands. There would be **no impact**.

Alternative 4: No Project

Implementation of Alternative 4 would result in redevelopment of commercial uses on the project site to the extent permissible under existing regulations. Implementation of Alternative 4 does not propose any changes that would result in a decrease or loss of public access to Lake Tahoe, public lands, or recreation resources, including access to the Tahoe City Golf Course. For these reasons, there would be **no impact**.

Mitigation Measures

No mitigation is required.

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