
STAFF REPORT

Date: October 21, 2020

To: TRPA Governing Board

From: TRPA Staff

Subject: Release of Draft Main Street Management Plan

Summary and Staff Recommendation:

Staff will provide an overview on the draft Main Street Management Plan which was released for public review and comment in early October. This item is for informational purposes and no action is required.

Project Description/Background:

In 2018, the TRPA Governing Board approved the U.S. 50 South Shore Community Revitalization Project (SSCRP). This project will result in a major makeover to a stretch of Highway 50 in the Stateline area. The project will realign about one mile of the highway to run behind the casino core and Heavenly Village, improving traffic flow for people driving through the area. Through the Main Street Management Plan (MSMP) process, the old highway alignment was redesigned into a local "main street" on both sides of the state line, and when implemented as part of the SSCRCP will be the first major community hub at Tahoe that is not on a highway.

In January 2019, TRPA and the Tahoe Transportation District (TTD) kicked off the Main Street Management Plan process with a group of stakeholders to begin designing main street. The stakeholder group includes representatives from the City of South Lake Tahoe, Douglas County, Lake Tahoe Visitors Authority, South Tahoe Alliance of Resorts (STAR), Lake Tahoe South Shore Chamber of Commerce, South Tahoe Chamber of Commerce, The League to Save Lake Tahoe, Heavenly Resort, Heavenly Village, Caltrans, NDOT, public safety representatives, members of the business community, and residents of the neighborhood adjacent to the plan area.

In addition to the broad stakeholder group, the plan was rooted in public involvement to better understand the issues facing the corridor today and the community's vision for a future main street. Using input from the stakeholder and community work sessions, the project team established four overarching goals for the plan:

1. Ensure the financial feasibility of main street and maximize community impact.
2. Enhance the environmental integrity and resilience of the corridor.
3. Promote community interaction while enhancing the identity and character of Lake Tahoe.
4. Achieve a pedestrian, bicycle, and transit-oriented corridor.

TRPA, as a partner agency and in coordination with the TTD, is the lead in developing the Main Street design and wayfinding. TTD is the lead in completing the MSMP transit, parking management plan and

ownership, management, and funding strategy, as shown in the following table. Until all of these project components have been approved, the MSMP permit condition will not be fully satisfied.

US 50/SSCRP Permit Condition/Component	Lead Entity
Main Street Management Plan must be approved by TRPA before proceeding with roadway realignment	TRPA
<ul style="list-style-type: none"> • Main Street Design and Wayfinding 	TRPA
<ul style="list-style-type: none"> • Main Street Management Plan Transit Circulator 	TTD
<ul style="list-style-type: none"> • Main Street Management Plan Property and Improvements Ownership, Management, and Funding 	TTD
<ul style="list-style-type: none"> • Parking Management Plan 	TTD

Draft Main Street Management Plan:

Through the collaborative Main Street Management Plan process, a new vision for the street was developed that features enhancements for pedestrians and cyclists, designated areas for rideshare pickup and drop-off, space allocated for personal mobility devices (PMDs) like scooters, green infrastructure strategies to collect run-off, landscape and street trees to buffer pedestrian traffic, and the flexibility for street closures that will host local events like farmers markets. In addition, the plan includes transit infrastructure improvements, wayfinding, and general parking management recommendations to seamlessly connect residents and visitors to their destinations on main street and surrounding locations.

The staff presentation will highlight key elements of the draft plan and recommendations. The draft plan will be available for public feedback until October 31. The plan does not include the final detailed parking management plan, or the ownership, operations, and management components of the plan. These remaining components of the plan, including executed maintenance and operation agreements, is required to be complete prior to commencement of construction to realign Highway 50.

In November, the Governing Board is scheduled to consider the Main Street Management Plan for approval and acceptance as partially satisfying the SSCR permit condition.

Connection to the Regional Transportation Plan:

Based on the permit for the US 50 South Shore Community Revitalization Project approved in 2018, general features of the Main Street Management Plan (e.g., bikeway, lane reductions, etc.) have been included in the draft update of the Regional Transportation Plan. As part of the Main Street Management Plan approval and acceptance scheduled in November, staff will be seeking direction to include the more detailed Main Street Management Plan as the corridor plan for this portion of the current US Highway 50 in the updated Regional Transportation Plan and in subsequent Transportation Improvement Programs.

Contact Information:

For questions regarding this agenda item, please contact Alyssa Bettinger, Associate Planner, at (775) 589-5301 or abettinger@trpa.org.

Attachments:

- A. U.S. 50 SSCRCP Main Street Management Plan Permit Condition
- B. Draft Main Street Management Plan
- C. Draft Parking Recommendation Outline

Attachment A

U.S. 50 SSCRP Main Street Management Plan Permit Condition

Main Street Management Plan Requirements

TRPA Permit (EIPC2018-0008) Condition 3.B

1. Main Street Management Plan

Prior to permit acknowledgement of Phase 1 of the Permit, TTD and/or a partner agency shall develop and have adopted, with appropriate partners and funding as outlined herein, a Main Street Management Plan (Plan) for the transition of the Main Street area after its conversion from a five lane US highway.

The purpose of the Plan is to create a complete, multi-modal street environment which enhances the businesses environment, the visitor experience and environmental sustainability. The Plan will define the configuration, operations, and management of the newly converted Main Street corridor segment that will achieve the goals of adopted plans: Regional Plan, Regional Transportation Plan, South Shore Vision Plan, and Tourist Core and Casino Core Area Plans. The goals of those plans include the above-stated purpose of this Plan, encouraging the shifting of through traffic away from the main street corridor to the newly constructed Highway in order to facilitate multi-modal business access as well as achieve a pedestrian, bike, and transit-oriented corridor, reduce vehicles miles travelled, orient transit circulation around the existing transit center as a multi-modal mobility hub, define appropriate uses of the Main Street public space, and enhance the area for pedestrian-oriented activities and events.

The Plan shall be developed with a stakeholder working group including members from local businesses and property owners, the Lake Tahoe Visitor's Authority, Tahoe Douglas Visitor's Authority, South Tahoe Alliance of Resorts, the Lake Tahoe South Shore Chamber of Commerce, the League to Save Lake Tahoe, one state-level appointee to the TRPA Governing Board from each state or their designee, community organizations, local governments, and transportation and public safety departments from both States. TRPA Governing Board appointees will be co-chairs of the stakeholder working group. It is acknowledged that it will be important to inspire and incorporate enhanced business opportunities and economic vitality for the success of this Plan. The Plan shall be produced in partnership with, and submitted to, TRPA, Douglas County, the City of South Lake Tahoe, and TTD, and approved by the TRPA Governing Board prior to permit acknowledgement of Phase 1 and the commencement of construction of the approved US 50 highway alignment.

The area of the Main Street project will include, but may not be limited to, the current alignment of US 50 and property fronting it between the proposed roundabout at Lake Parkway and where the proposed new alignment connects to the current alignment southwest of Park Avenue near Pioneer Trail. The area of the Main Street Management Plan will include the area of the Main Street project as well as the adjacent areas necessary to address the items included in the plan.

The Plan shall include an implementation schedule and the following items:

1.1. Introduction (TRPA lead)

This section will include the purpose and objectives of the management plan; how it is to be used by TRPA, TTD, and other organizations in the overall South Shore Community Revitalization Project (SSCRP) implementation process; the Main Street project area; and how the plan document is organized.

1.2. Main Street Vision and Project Description (TRPA lead)

The project vision will be consistent with the Regional Plan, Regional Transportation Plan, Area Plans, and the South Shore Community Revitalization Project including the environmental analysis mitigations and assumptions. The purpose of the South Shore Community Revitalization Project is consistent with the purposes and goals of the Plan. It is expected that the natural result of both of these plans will move through traffic away from the main street corridor to the rerouted state highway to facilitate multi-modal business access and create a revitalized pedestrian, bike, and transit friendly activity center along the Main Street. The Plan will reflect that the relocated US 50 is to be used for auto and truck through traffic while use of the former alignment by autos and trucks is primarily for access to businesses and residences, creating the opportunity for a project that will transform the Main Street into an amenity with thriving businesses, flexible access, options for how the space is used, an enhanced environment for those visiting surrounding properties, a world-class space for people, and an experience that matches the unique natural environment at Lake Tahoe. The Plan will consider all access and activity options and best practices from around the world for similar Main Street conversions. It will also address plans for changes to surrounding properties, existing and potential special events, other components of the SSCRP including at least replacement housing, neighborhood improvements, and transit circulation, proposed phasing relative to other SSCRP components, and information needed to provide a complete context for the Main Street conversion of the SSCRP.

1.3. Main Street Uses (TRPA lead)

This section will explain how Main Street is intended for both transportation and non-transportation uses. The plan will identify desired and allowed types of uses and establish policies on the priority of uses based on stakeholder preferences consistent with the applicable plans and regulations described in Section 2.2 above. For transportation related uses, the plan will identify space allocation recommendations prioritizing those modes that most efficiently utilize space for the movement of people. Allocation of curb space for loading/unloading and parking will recognize the adjacent land use context and the needs of passenger and freight transport. The modes to be address in the plan should include those listed below but future modes should also be anticipated such as autonomous vehicles.

- **Pedestrians (TRPA lead)**

This section will describe pedestrian demand, access, and routes; changes during major events and peak periods; and how pedestrians share transportation facilities and connect with other modes of transportation.

- **Bicycles (TRPA lead)**

This section will describe bicycle routes and facilities along Main Street and connecting to surrounding bicycle routes, bicycle parking, and how bicyclists share transportation facilities and connect with other modes of transportation. Specific consideration is required for bicycle and electric bicycle (e-bicycle) sharing. Key issues include bike parking and the avoidance of substantial speed differentials between users of bicycle facilities.

- **Scooters and Other Personal Mobility Devices (PMDs) (TRPA lead)**

This section will describe how to accommodate scooters/e-scooters and other PMDs in the project area based on their operating speeds and how users share transportation facilities and connect with other modes of transportation. This includes providing adequate facilities for travel as well as organized parking/storage areas. Travel routes should maximize the

potential sharing of facilities while avoiding substantial speed differentials between users of other modes.

- **Transit (TTD lead)**

This section will describe facilities and service support necessary to deliver effective transit service that increases ridership. Transit elements in the plan should address Main Street changes for transit needed during major events and peak periods, winter versus summer seasons, and connections with other transportation modes.

TTD shall submit their most up to date transit plan to TRPA for approval as to consistency with this permit condition. The transit plan shall be developed with involvement from property owners adjacent to the Main Street project and partner agencies and shall identify how transit services along US 50 through South Lake Tahoe (“Y” to Stateline) will tie into the increased transit services within the Tourist Core Mobility Hub (Transit Center). Transit services on US 50 shall have a 30-minute or more frequent headway and seamlessly connect to the increased transit services within the Tourist Core and the Mobility Hub (Transit Center).

TTD shall submit their most up to date transit plan that includes a transit circulator within the project area and vicinity. The transit plan shall be developed with involvement from property owners adjacent to the Main Street project and partner agencies and shall include an operations plan for the circulator including when it will be operational, routes(s), headway time, and secured long-term funding sources to operate the circulator while not jeopardizing existing transit services. TRPA will support a process to identify and seek additional funding sources to increase this and other transit services in the Region. The intent of the circulator is to operate in concert with the Parking Management Plan and connect people to existing parking, transit, recreation opportunities (e.g. ski resort, waterfront, hiking and biking trails), neighborhoods and workplaces, and tourist-oriented venues (e.g. resorts, hotels, casinos, major events venues). The circulator shall be operational concurrent with or prior to the completion of the SSCRP.

- **Passenger and Commercial Vehicles (TTD Lead)**

This section will describe how to balance the demand and supply of transportation facilities for passenger and commercial vehicle travel, parking, and loading/unloading. Key factors will include circulation and access to surrounding areas, parking management (access routes, facilities, fees, information systems, etc.), curb space management, goods delivery, emergency vehicle access, traffic control operation, temporary traffic management during major events and peak periods, and connections with other transportation modes.

TTD shall have a parking management plan in place which includes a parking agreement, both subject to review and approval by TRPA. The goal of parking management is for all people visiting the tourist core to be able to park once and travel to their destination by transit, bicycle, or foot. Successful parking management includes but is not limited to signage directing people to parking, trails, and transit services, utilizing technology to complement the plan (apps), and having real time information about parking and transit services available (e.g. parking fees, available spots, transit stops and headway time).

- Adjacent Land Uses (TRPA Lead)
Existing and allowed land uses adjacent to the Main Street project area will be included in the Main Street Management Plan. Any proposed changes in those uses may also be identified, but any change in the permitted uses or authorization to proceed with a development project must be processed through the applicable permitting, code amendment, area or regional plan amendment, and/or environmental review process.

1.4. Wayfinding (TRPA Lead)

This section will describe how the wayfinding system in the Main Street project and adjacent areas will inform travelers on how to reach key destinations and connect with other modes. Wayfinding includes static, changeable message, and temporary signage as well as potential digital communication of wayfinding recommendations through internet or smart phone applications.

1.5. Main Street Property and Improvements Ownership, Management, and Funding (TTD Lead)

This section will address changes in ownership of the Main Street project former rights-of-way and ownership of facilities (e.g., sidewalks, street furniture, signage, etc.), operations and management (e.g., maintenance, security, events management, etc.), and the funding mechanism for project construction, operations and maintenance including expected expenditures and revenues. The plan outcome will result in maintenance and operation agreements citing responsible parties, roles, and functions. These agreements shall be executed prior to satisfaction of this condition.

1.6. Monitoring, Performance Standards, and Refinement (TRPA Lead)

This section will include the purpose of the Main Street project monitoring, monitoring methods and documentation, performance standards against which the monitoring data will be evaluated, reporting protocols, and adjustment mechanisms. Performance metrics and standards will be consistent with the goals identified in this document and should include VMT generated within the project area; travel times by mode to key destinations; queue lengths at major intersections and at entrances to key destinations; auto, bicycle, and scooter parking availability; and collisions by mode.

Attachment B

Draft Main Street Management Plan

https://www.trpa.org/wp-content/uploads/MSMP-Public-Draft_201004.pdf

Attachment C

Draft Parking Recommendation Outline

Tourist Core Parking Management Plan

Draft Recommendations Outline

Context

Public parking management is inherently complex in the Lake Tahoe region, resulting from the intersection of various jurisdictions and array of parking policies. The study area for this project, referred to as the “Tourist Core” spans both California and Nevada within Stateline, NV, an unincorporated community in Douglas County, NV, and the City of South Lake Tahoe, CA. Despite the formation of bi-state agencies and interlocal agreements, public parking solutions have largely been ineffective. Existing public parking assets lack long-term operational support and investment. The resulting chaos leads to confusion and spillover to private parking supply, and business owners have understandably responded with individualized strategies to safeguard their customer parking. The result is a disjointed and, unwelcoming parking experience that detracts from this otherwise world-class destination.

While public-private collaboration could, in theory, unify the parking experience, the reality is there is no overnight transformative solution. Instead, this Parking Management Plan seeks support for common goals and proposes a set of realistic and incremental steps and strategies to realize those goals over time. This report may also be used as a resource guide for the private sector, whom operate the majority of parking supply in the Tourist Core. There are numerous tools offered in this report that the private sector can leverage to enhance customer service, address employee parking challenges, and streamline parking management.

Goals

- **Positive Experience:** Enhance the user experience by making parking easy, accessible, and convenient.
- **Congestion Mitigation:** Use demand management strategies to influence behavior and optimize the use of parking supply.
- **Sustainable Solutions:** Develop realistic solutions that are cost-effective and financially sustainable.
- **Adaptable Programs:** Design parking programs to be adaptable to evolving needs defined by ongoing data analysis.

Recommendations

A. Public Parking Management

Near-term

A-1. Consistently enforce parking in the public right of way.

- Within the Tourist Core, this responsibility rests largely on the City of South Lake Tahoe where most challenges are. Within the development of the project TTD should proactively assist the City with efforts to enhance parking enforcement coverage and consistency so that a new practice can be established for the corridor segment. It is important to demonstrate effective public parking management.
- Audit on-street parking signage in the Lakeside Beach neighborhood and address unclear easements and access.
- Improve compliance by encouraging visitors to park where they’re supposed to park.

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A-2. Establish a Parking Management Stakeholder Group.

- Stakeholders should establish a management group to support parking plan development and implementation. This coordinating group can provide support related to:
 - employee parking programs,
 - ongoing parking data analysis,
 - parking guidance and trip planning,
 - education and outreach,
 - special event coordination, and
 - parking enforcement.

A-3. Optimize operations at the City of South Lake Tahoe parking garage.

- Removing the existing PARCS equipment, and replacing it with the Parkeon pay stations currently in storage would be a cost effective way to maximize utilization and streamline parking management.
- The equipment can easily be converted to different payment configurations such as pay and display, pay by space, but ideally pay by plate.

Mid-term

A-4. Encourage drivers to just “Park Once” per visit in the Tourist Core.

- A marketing and outreach campaign should focus on the benefits to drivers when they “Park Once” including less time spent searching for parking, the ease of moving around the Tourist Core on foot, transit, and bike (particularly after the roadway realignment project is completed), and the broader benefit of congestion mitigation, water quality, and a reduction in greenhouse gas (GHG) emissions.

A-5. Optimize the communication and management of seasonal parking policies.

- Local jurisdictions should coordinate with stakeholders to improve outreach methods to ensure public understanding of seasonal regulations and maximize accessibility to parking resources.
 - For example, when on-street parking is prohibited during snow removal periods, social media updates and a visible signal alert , that when turned on, could symbolize active snow removal periods.

Long-term

A-6. Consider adjustments to public parking policies over time as needed.

- An important aspect of this Parking Management Plan is adaptability. Parking management stakeholders should continue to evaluate community feedback and ongoing parking data to inform future program and policy development.

A-7. Consider introducing residential parking permit programs.

- Local jurisdictions should monitor potential spillover parking impacts and consider the development of RPP programs in areas such as the Lakeside Beach and Pioneer Trail neighborhoods.

B. Private Sector Support

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Near-term

B-1. Negotiate discounted bulk-purchasing opportunities for the private sector.

- The goal is to provide cost-savings, while also enhancing the visitor experience by making parking easier and more predictable.
- TTD should proactively identify parking technology solutions that may be of interest to the public and private sectors based on industry best practices, PMP goals, and agency needs.
- Work with parking technology vendors to negotiate and identify bulk-purchasing options that would provide opportunities for discounts.
- Provide purchasing information and collaborate with stakeholders to encourage implementation of consistent or similar equipment throughout the Tourist Core.

B-2. Conduct a market parking rate analysis.

- TTD should evaluate paid parking rates in nearby and similar communities and develop a report to share with interested private sector stakeholders in preparation for paid parking implementations.

B-3. Develop a Special Event Parking Management Plan.

- Parking management stakeholders, in close coordination with TRPA, should develop a Special Event Parking Management Plan to be applied during major events.
- The Plan should be complementary to the mitigation steps stipulated in the South Tahoe Event Center permit.

B-4. Develop requirements for use of “ParkTahoe” branding.

- A unified parking brand throughout the Tourist Core can enhance the visitor experience by making it easier to understand where parking is allowed, regardless of property ownership. Signage opportunities could be incorporated with the bulk purchasing opportunities as well.
- If the private sector is interested in leveraging the “ParkTahoe” brand on their signage or marketing materials, TTD should develop a reasonable list of requirements to ensure that the brand is representative of a positive parking experience.
- TTD should itself embrace the “ParkTahoe” brand and incorporate it into any online parking resources and supporting material for the parking program.

Mid-term

B-5. Seek solutions for employee parking needs.

- The private sector can benefit from employee parking programs that encourage employees to park in designated locations as to not impact convenient customer parking areas.
- The Parking Management Stakeholder Group can proactively coordinate with business owners to understand employee parking needs and identify potential solutions.

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- For example, access from Bellamy Court to the surface lot behind Harrah's could be restored in order to improve circulation and offer this supply to employees in nearby businesses. This is an opportunity for Harrah's to be a good neighbor while potentially establishing a small revenue stream. The access point would pass over between Nevada and California, so TTD's engagement may be needed. Minor improvements to lighting along this route can enhance the walkability of this pathway for employees, especially in the evening. The permit cost must be reasonable.

B-6. Collect data and facilitate data-driven decisions.

- Most parking technology vendors have standard application programming interfaces (APIs) to transmit real-time data.
- Payment or sensor data collected by parking equipment can provide ongoing occupancy and utilization metrics to inform policy decisions over time.
- The Parking Management Stakeholder Group could facilitate data sharing amongst the public and private sectors.
- Real-time parking availability information could be posted online for trip planning purposes and pushed to digital parking guidance signage. This can help visitors find underutilized parking supply and can help business owners make important pricing decisions based on actual parking demand.
- A comprehensive understanding of parking utilization trends throughout the Tourist Core can be beneficial to all stakeholders since it can identify opportunities to optimize parking programs, pricing, and policies throughout the year including during special events.

Long-term

B-7. Evaluate the feasibility of providing shared parking management services.

- If public agencies demonstrate the ability to effectively manage and operate public parking resources, there may be interest from the private sector in the future to negotiate shared parking management agreements.
- Shared parking enforcement resources could be considered to provide parking compliance support.

C. Parking Resource Guide

This section is intended to be a parking resource guide for any property and business owners in the Tourist Core. Parking industry best practices related to parking policies, technology, and operations are provided below for consideration.

Policies

C-1. Implement a demand-based paid parking rate structure.

- Overview of paid parking rate structure options, pros/cons, considerations.
- Utilize the industry standard 85% occupancy target for ongoing evaluation.

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- Consider rate changes in response to peak demand periods and special events or holidays.
- Consider ongoing data analysis requirements.

C-2. Encourage turnover in convenient spaces to enhance access.

- Prioritize time limited parking in the most convenient locations for easy access for shorter term parking sessions.
- Consider passenger and commercial loading needs.
- Designate employee parking areas.

Technology

C-3. Utilize license plate-based systems.

- Discuss technology options including parking access revenue control systems (PARCS), pay stations, license plate recognition (LPR) cameras, and mobile payment. Identify the pros, cons, and considerations.
- Discuss the benefits of plate-based systems for the customers and management staff.

C-4. Collect and broadcast real-time parking availability data.

- Discuss parking sensor and digital signage technology options, pros, cons, and considerations.
- Discuss the benefits of real-time parking availability data for trip planning, customer service, congestion mitigation, and ongoing data analysis.

C-5. Manage permits with automated systems.

- Discuss how automated permit management systems work and the beneficial features in the context of managing employee permits.

C-6. Consider self-release vehicle immobilization equipment for egregious cases.

- Discuss how self-release boots and windshield immobilization devices can benefit operations and provide a customer-friendly alternative to towing.

C-7. Leverage merchant validation platforms for incentives and promotions.

- Discuss various options for merchant validation, incentives, and promotions.
- Mobile payment vendors typically offer robust validation and discount code programs for merchants and residents. Some vendors allow merchants to validate active and/or future parking sessions.

Operations

C-8. Configure equipment to minimize collections and maintenance needs.

- Discuss best practices related to revenue collection, reconciliation, and maintenance. Describe level 1 vs. level 2 maintenance.
- Identify opportunities to minimize maintenance and collections support needs such as limiting the use of bill note acceptors.

C-9. Continually monitor parking data.

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- Describe the various sources of parking data that can be leveraged and how they can be analyzed for data-driven decisions.

C-10. Utilize a compliance-based approach to enforcement.

- Describe the Parking Ambassador model of enforcement and ways to achieve compliance through education, warning notices, and customer-service.

D. Parking Demand Mitigation – Regional Transportation Plan Vision

Reducing the demand for parking is closely tied to the availability of alternative modes of transportation. There are a number of strategies that may further enhance the parking program and the “Park Once” approach by mitigating parking demand, reducing congestion, and offering increased flexibility with alternate mode choices. The encouragement and expansion of alternative modes of transportation will ultimately ease the pressure on parking resources throughout the Basin. A variety of alternative modes of transportation should be considered to support this shift. A mix of alternative modes may be comprised of remote parking options outside of the Basin supported by interregional transit services and accompanied by increased bike storage options or micro-mobility services.

Parking management is but one part of a larger systemic solution to the corridor’s and Tahoe’s transportation issues. While the Stateline corridor solutions associated with the proposed project will improve conditions and the experience within the project area, the full benefits of this project will be realized when the complete multi-modal vision for the region is achieved. It is advisable for parking stakeholders in this plan to think about the important role this project location plays in the larger regional Tahoe parking system, and be open to other potential opportunities that may exist.