

TAHOE REGIONAL PLAN
(PROPOSED)

TAHOE REGIONAL PLANNING AGENCY
APRIL, 1978

The preparation of this material was financially aided through a federal grant from the Department of Housing and Urban Development, under the Comprehensive Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, Project No. CPA-CA-09-00-1035

INTRODUCTION

The following is the detailed recommendation of TRPA staff for a revised General Plan for the Lake Tahoe Region. It is proposed that this document be subjected to public review and review by governmental entities at all levels, refined as deemed appropriate pursuant to formal comment, and adopted as the overall policy direction for the Lake Tahoe Region, pursuant to the mandates of Public Law 91-148, the Bistate Tahoe Regional Planning Compact. Such adoption would establish this plan as superseding the Regional Plan adopted by the TRPA in 1971, with the resultant obligation being imposed upon the States of California and Nevada and the local governments of the Region for enforcement of the Plan.

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BACKGROUND

Plan Development

The following plan has been developed under the mandates of Public Law 91-148, the Bistate Tahoe Regional Planning Compact, as the second generation plan for the Lake Tahoe Region. The plan supersedes the initial Tahoe Regional Plan developed and adopted by the Tahoe Regional Planning Agency (TRPA) in December of 1971. Subsequent to the initial plan adoption, the TRPA gained much experience in the implementation of a regional regulatory plan and considerably expanded the base of understanding of the Region through detailed studies and planning programs.

The following plan represents the coalescing of the experience and knowledge gained in a complete reevaluation of the Regional Plan. It represents an evaluation of the strengths and weaknesses of the initial plan, along with an assessment of the current state of the Tahoe Region and its needs.

Plan Organization

This document is a policy document, delineating the overall policies which shall guide decision making within the Region. These policies have been derived from the directives explicit in the statement of purpose and "Findings and Declaration of Policy" contained in the Bistate Compact. The first section of the plan identifies these directives, develops findings relative to the current state of the Region, and identifies goals, objectives and policies appropriate to bring that state of affairs into harmony with the Compact directive.

The second section of the plan aggregates the policies derived through analysis of the Compact directives under the five mandated plan areas required by the Bistate Compact: land use, transportation, conservation, recreation, and public services and facilities. Also identified in this section of the plan are the supporting documents and implementation guidelines, conflict resolution policies, and implementation mechanisms.

Terminology

In development of the plan, the following definitions and intents have been applied:

Compact Directive: Purpose for which Congress and the States created TRPA.

Finding: Conclusions regarding conformance or shortcomings in meeting Compact directive.

Goal: Idealized condition which would eliminate the concern identified in the finding.

Objective: Measurable standard and/or criteria which indicate progress toward the goal.

Policy: Course of action intended to aid in achieving the objective.

Implementation mechanism: The tool or tools to put the policy into effect.

SECTION I

POLICIES PURSUANT TO COMPACT DIRECTIVES

POLICIES PURSUANT TO COMPACT DIRECTIVES

DIRECTIVE A: MAINTAIN EQUILIBRIUM BETWEEN THE REGION'S NATURAL ENDOWMENT AND MANMADE ENVIRONMENT.

Finding A-1: Basic Land Use Determinants

The natural scenic and recreation resources of the Lake Tahoe Basin provide the foundation for the private economy of the region with its reliance upon the tourist/recreation industry, and has been the justification for substantial public investment in both land acquisition and facilities to protect and enhance the public's opportunity to experience these resources. Land use and development within the region have focused on the accommodation of the visitor in second home and motel lodging, providing an opportunity for a broad segment of the public to experience the Tahoe Basin. At the same time, however, some of the land use patterns which have emerged have degraded the Tahoe experience they offer by encroaching significantly into the natural scenic amenities of the region, by creating visible scars, and by stimulating strip commercial development which obscures and obstructs the scenic resources and spawns congestion. Additionally, land uses have developed which are major attractors in and of themselves, increasing the overall attraction of the region to the point that demand for access cannot be accommodated within the constraints of protecting the unique natural scenic and recreation resources of the region.

Finding of Concern: Historic land use patterns and commitments along with development of primary attractors which do not enhance the public's relationship to natural scenic and recreation resources of the region have diminished these resources in some areas and pose the prospect of significant degradation of the quality of the experience they offer.

Goal A-1: Establish a land use pattern based upon protection of the natural scenic and recreation resources of the region and the provision and enhancement of the public's opportunity to experience and utilize those resources.

Objective: Within the constraints of private property rights, establish and support policies to 1) bring existing land use patterns into closer conformance with the constraints of natural scenic and recreation resources, 2) encourage land uses and land use patterns which enhance the ability of the public to experience and utilize these natural resources, and 3) prevent the creation or expansion of primary attractors which do not enhance the ability of the public to experience and utilize these natural resources.

POLICIES

A-1-a: In consideration of equity and the provision of allowance for reasonable use, a single family residential dwelling unit shall be allowed on any private lot or parcel of record in the Tahoe Basin prior to February 10, 1972.

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe Region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-c: New land uses which threaten to attract persons to the Tahoe Basin for reasons other than the opportunity to experience and utilize the unique natural scenic and recreation resources of the region or base industries which do not service the public's experience and utilization of those resources shall not be permitted.

A-1-d: In the evaluation of potential land uses, consideration shall be given to the protection of the public health, safety and welfare.

A-1-e: The TRPA shall actively encourage and support any public land acquisition or development proposals within the region which will preserve or enhance the natural scenic and recreation resources of the region or the ability of the public to experience or utilize these resources.

A-1-f: Regional transportation corridors shall be established by the land use district map. These corridors shall identify existing regional transportation routes and potential transportation corridors recognized through formal Governing Board action. Development of regional transportation corridors shall be limited to those established by the land use district map.

DIRECTIVE B: ENCOURAGE THE WISE USE AND CONSERVATION OF THE WATERS OF LAKE TAHOE AND SURROUNDING RESOURCES.

Finding B-1: Water Quality

The unparalleled purity and clarity of the waters of Lake Tahoe have long been among the most treasured of resources for both the residents of the Tahoe Basin and for the States of California and Nevada and the Nation. To protect that resource from degradation resulting from man's presence, major commitments have been made by the residents of the region and at the State and Federal levels that have resulted in the sewerage of the Basin and the effective removal of sewage as a threat to the quality of Lake Tahoe. With this done, however, it has become apparent that sewage was not the only threat to maintenance of the extraordinary water quality of Lake Tahoe. So pure is that water that the process of sedimentation and the transport of nutrients from stormwater runoff have an impact upon it. While these are natural processes, evidence indicates that disturbance of Basin lands by man's activities and the materials transported from the streets and parking areas of the region are significantly accelerating these processes.

Finding of Concern: Man's activities within the Tahoe Basin are contributing to a continuing degradation of the Lake Tahoe water quality.

Goal B-1: Eliminate water quality degradation resulting from man's activities.

Objective: Achievement of State and Federal water quality standards applicable to Lake Tahoe.

POLICIES

B-1-a: The Land Capability Classification System for Lake Tahoe shall be a basic consideration in land use with lands not committed to development and falling within high hazard land capability levels (capability levels 1&2) classified either General Forest or Recreation, whichever is most appropriate.

B-1-b: Impervious surface land coverage associated with new development shall be limited based upon the land capability level(s) on the subject property, in accordance with the coverage limitations recommended for the system.

B-1-c: All construction and development activities within the Tahoe Basin shall provide for the control of erosion and sedimentation, with the emphasis on source control and the minimizing of disturbance.

B-1-d: Construction and development activities undertaken on high or moderate hazard lands (capability levels 1-4) shall be subject to special construction standards to control erosion and sedimentation.

B-1-e: To the maximum extent possible, development on lands which include a stream environment zone shall be confined to areas outside the stream environment zone boundary.

B-1-f: The clean up of existing erosion and runoff problems on both public and private lands shall be actively encouraged and supported, with the highest priority given to existing problems on high hazard lands and runoff management on large areas of impervious surface utilized by vehicles.

B-1-g: TRPA shall actively support and require compliance with state mandates for the collection and export of sewage and solid waste from the Tahoe Basin.

Finding B-2: Water Supply

Though Lake Tahoe itself is extraordinarily large, it is at the headwaters of a watershed which has a limited hydrologic budget and many competing interests for use of its waters. Recognizing this, the States of California and Nevada have entered into a compact apportioning that annual hydrologic budget among the various interests along the bistate Truckee River Watershed. Based upon the limitations of that compact, it is projected that water conservation measures and some redistribution of water supplies within the Basin will be required to meet the projected needs of the region.

Finding of Concern: Water supplies within the Tahoe Basin are limited and will require conservation and coordination of supplies within the region as demand increases.

Goal B-2: Maximize water efficiency of water use within the region.

Objective: Develop and apply standards to maximize efficiency in water use for permitted land uses.

POLICIES

B-2-a: Through the local water and sewer districts establish appropriate building code and retrofitting standards to insure optimal efficiency in the use of water resources within the region.

B-2-b: TRPA shall actively encourage and support efforts by appropriate state regulatory agencies to establish and implement strong controls over water rights within the region.

B-2-c: TRPA shall actively encourage and support the consolidation of water systems to assure more economic distribution and use of water and to facilitate optimal fire protection capabilities.

B-2-d: An adequate supply of water to support fish, wildlife and vegetative resources of the region shall be assured.

Finding B-3: Air Quality

The Lake Tahoe Basin is a high mountain environment and one of the natural resources valued heavily in the experience of that environment is clear fresh air. Though historic data upon which to assess long term trends is lacking, monitoring evidence indicates that the air of the Tahoe Basin experiences occasionally high levels of pollutant concentrations and visibility degradation. The nature of these pollutants and the circumstances in which they occur indicate that they are largely the result of man's activities and that man's activities within the Tahoe Basin are contributing significantly to these concentrations.

Finding of Concern: Man's activities within the Tahoe Basin are contributing to degradation of Lake Tahoe Basin air quality.

Goal B-3: Eliminate air quality degradation resulting from man's activities.

Objective: Achievement of State and Federal air quality standards applicable to Lake Tahoe.

POLICIES

B-3-a: New land uses which threaten to contribute significantly to an existing or projected violation of a State or Federal air quality standard shall not be permitted.

B-3-b: In recognition of the contribution of the automobile to documented air quality problems within the region, TRPA shall actively encourage and support efforts to reduce automobile congestion and to provide alternative modes of transportation to reduce the reliance upon the automobile.

B-3-c: New land uses which threaten to create point sources significantly degrading air quality in the region or a portion thereof shall not be permitted.

B-3-d: Responsible agencies for land uses or land use activities within the Tahoe Basin shall undertake such measures as are necessary to minimize the amount of exposed soil or surface material susceptible to airborne suspension.

Finding B-4: Wildlife

Wildlife is a natural resource traditionally valued in the forest and mountain environment. While the Tahoe Basin has retained a broad spectrum of wildlife, the influence of man's presence and the extensive development within the Tahoe Basin has been felt, with a number of formerly common species having been driven from within the Basin to less impacted areas. Recognizing this trend and the importance of considering wildlife and fisheries habitat in planning and carrying out land use decisions, steps have been taken to reduce the threats from man's activities to particularly fragile habitat areas. Despite these efforts there remains a potential for additional encroachment into critical habitat types and areas.

Finding of Concern: Man's activities continue to pose a threat to certain fish and wildlife habitat.

Goal B-4: Protect fish and wildlife of the region through protection and enhancement of areas identified as important fish and wildlife habitats.

Objective: Identification and protection of important fish and wildlife habitat areas.

POLICIES

B-4-a: Areas identified as important wildlife habitats shall be placed in the General Forest land use district, with uses restricted to those consistent with protection of the subject wildlife and maintenance and enhancement of the habitat.

B-4-b: Areas within Lake Tahoe or its tributary streams and lakes identified as important fish habitat shall be protected by prevention of land use activities within or adjacent to the particular waters which would pose potential threat to the subject habitat.

B-4-c: TRPA shall actively support and encourage efforts to protect and enhance fish and wildlife habitat within the Tahoe region by public or private parties.

Finding B-5: Noise

Tranquility and the sounds of nature are traditionally valued components of the mountain experience. Development within the Tahoe Basin, increasing use of motorized boats and vehicles, and increased aircraft activities have extended man-generated noises over increasing areas of the Tahoe Basin. Though some agencies have begun to address the problem, little has been done to contain or control it.

Finding of Concern: The tranquility of the Tahoe Basin is increasingly disrupted by noise generated by man's activities within the region.

Goal B-5: Bring man-generated noise within a level appropriate for permitted land uses.

Objective: Develop and apply noise standards for different land use areas.

POLICIES

B-5-a: Land use or related activities generating noise levels inappropriate for the surrounding land uses shall not be permitted.

Finding B-6: Energy

Traditional energy resources relied upon for energy needs in the Tahoe Basin, as elsewhere, are increasingly recognized to be finite, with considerable uncertainty evidenced nationally regarding the future stability of these resource supplies. The inefficient use of energy resources within the Tahoe region poses both the prospect of contributing to inordinate drain on these national resources and the prospect of greater impact should the allocation of those resources for use in the Tahoe Basin be curtailed temporarily or permanently. Though some portions of the Basin are becoming more concerned and attentive to this issue, evidence suggests that the energy resources can be more efficiently utilized within the Basin.

Finding of Concern: Energy conservation is a national concern. The energy resources can be more efficiently utilized.

Goal B-6: Maximize energy efficiency within the region.

Objective: Develop and apply standards which maximize energy efficiency in permitted land uses.

POLICIES

B-6-a: Energy related building code sections utilized by Tahoe Basin governments shall be standardized to effectuate optimum energy efficiency for new development within the region.

B-6-b: TRPA shall encourage and support programs to upgrade existing structures within the Tahoe Basin to more energy efficient standards.

B-6-c: Signing and exterior lighting for purposes other than the public health, safety and welfare shall not be permitted to utilize excessive energy.

B-6-d: TRPA shall actively encourage and support proposals for application of alternative energy systems within the region, which show promise of reducing demand on traditional energy sources from a given land use.

Finding B-7: Natural Degradation

A number of natural processes are at work in the Tahoe Basin which are contributing to the degradation of natural resources of the region as they presently exist. Among these processes are natural erosion and sedimentation, lightning caused fires, and the disease and infestation caused impacts on vegetation. Some of these processes can be influenced by man's activities to minimize negative impacts.

Finding of Concern: Certain natural processes and influences are contributing to unnecessary degradation of the region's natural resources.

Goal B-7: Minimize the contribution of natural processes to the degradation of Tahoe resources where it is possible to do so without significantly upsetting natural balances within the region.

Objective: Identify those natural processes which are subject to influence in a positive way through man's activities.

POLICIES

B-7-a: TRPA shall actively encourage and support a coordinated program of forest management for the Tahoe Basin, to include fuel management and fire protection, disease and insect infestation control, and stand improvement programs.

B-7-b: TRPA shall actively encourage and support efforts to control erosion and sedimentation from areas disturbed by unusual natural phenomenon such as forest fires or land slides.

DIRECTIVE C: PROVIDE FOR ORDERLY DEVELOPMENT

Finding C-1: Growth Rate

The rate and pattern of growth in the Tahoe Basin has been highly volatile over the past decade, with periods of rapid growth spawned by market influences and concern regarding probable governmental actions, and periods of very restricted growth due to public infrastructure limitations and regulatory actions. This volatility has severely impacted some local economies and governmental and public service entities, which require more stable and predictable growth patterns to facilitate both planning and capital programming.

Finding of Concern: A more stable and predictable growth pattern is required to facilitate governmental effectiveness and stabilize local economies.

Goal C-1: Stabilize the local economy by assuring a predictable growth pattern.

Objective: Development and implementation of growth management mechanisms to establish appropriate growth rates and allocate identifiable development capacities.

POLICIES

C-1-a: The maximum growth rate permitted on private lands within each of the six local government jurisdictions of the region will be 5% per year of the remaining residential buildout capacity identified within that jurisdiction and 5% per year of the remaining tourist residential/tourist commercial buildout capacity identified within that jurisdiction.

C-1-b: Residential or tourist development at the maximum growth rate or development of other land uses shall be permitted only upon the finding on a project by project basis that there is sufficient capacity or capability in the required public facility or service systems to accommodate the proposed project. A finding by the TRPA Governing Board that a particular system is at or beyond effective capacity will be grounds for prevention of any additional growth which would impact that particular system.

C-1-c: Development of areas designated development reserve shall be considered separate from the maximum 5% growth rates and shall be allowed only upon satisfaction of all of the following:

- The development is pursuant to a specific plan approved by the elected board of the appropriate local government and by the TRPA Governing Board, based upon a finding of community need and benefit.
- The appropriate General Plan amendment to secure the Planned Unit Development land use district classification to allow the plan has been approved by the TRPA Governing Board.
- The TRPA Governing Board finds that the project will not cause or contribute significantly to violations of the environmental standards established pursuant to policies B-1 through B-7.

- The TRPA Governing Board finds that the projected 5 year development of the project in question can be accommodated over and above the maximum 5% growth rate within the 5 year public facility and service plans of all the local agencies and/or utilities required to service the projected development.

Finding C-2: Public Infrastructure

The provision of public facilities and services such as adequate transportation systems, energy and sewage systems and fire protection are necessary components of development. The combination of lack of a stable and predictable growth rate and pattern and occasional lack of adequate planning and/or funding has resulted in failure of the public infrastructure to keep pace with development in some portions of the Tahoe Basin. This has resulted in limitations and deficiencies in public facilities and services that threaten to constrain development at levels below that which would be permitted by the Land Use Element of the General Plan.

Finding of Concern: Limitations and deficiencies of public infrastructure threaten to constrain development at levels below that permitted by the Land Use Element.

Goal C-2: Improve the public services and facilities to accommodate existing development and provide for coordination of permitted future development with the provision of adequate public facilities and services.

Objective: Identify and eliminate deficiencies and establish a process to closely coordinate public infrastructure with permitted future development.

POLICIES

C-2-a: Five year capital improvement and public service plans shall be submitted for TRPA acceptance by local agencies and utilities involved in the following service areas:

- Water
- Sewer
- Transportation (including public roads)
- Schools
- Fire Protection
- Police Protection
- Solid Waste
- Energy

The five year plans shall identify current operating levels and system capacities (where applicable), projected capital improvements, projected service improvements, and the general framework for financing the current operation and projected improvements. The plans shall be updated annually to document changes in operating levels and system capacities, capital and/or service improvements accomplished within the past year, and any changes in the projected improvements.

C-2-b: TRPA shall actively encourage and support capital and service improvements necessary to maintain the permitted growth rates.

Finding C-3: Residential/Tourist Accommodation

The tourist/recreation industry is the dominant element of the Tahoe economy. Sustained vitality of that industry is dependent upon the accommodation of both visitors to the Tahoe Basin and a residential employment base to service the industry. Though both the visitor and resident are being accommodated through existing land use, evidence suggests that there is increasing competition for that accommodation and that the low-moderate income resident that makes up the bulk of the community's employment base is facing increasing difficulty in securing adequate housing. Land use commitments have been made which threaten to place increasing pressure on both the resident and visitor markets, with the prospect that the low-moderate income household will be at an increasing disadvantage in the housing market.

Finding of Concern: Current market trends indicate an increasing threat to the necessary balance between visitor accommodation and the accommodation of an employment base to service the tourist/recreation industry.

Goal C-3: Provide for and insure a balance between visitor and permanent resident accommodation.

Objective: To establish a growth management mechanism to assure a proper balance of visitor and resident accommodation.

POLICIES

C-3-a: TRPA shall actively encourage and support efforts to prevent discrimination based upon race, color, religion, sex or national origin in the accommodation of visitors and residents within the Tahoe Region.

C-3-b: In order to more directly assess and influence the provision of resident and visitor accommodation, the uses permitted in the tourist residential and tourist commercial land use districts shall be confined to those which service directly the accommodation of visitors, with those uses servicing primarily residents confined to other land use districts as appropriate.

C-3-c: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base of the region, residential land uses permitted in the High Density Apartment land use district shall be restricted to apartment development, with condominium or cluster units requiring tentative maps relegated to other residential districts.

C-3-d: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base within the region, priority in the allocation of development opportunities within residential areas or for development reserve plans, pursuant to policies C-1-a through C-1-c, shall be given to projects directly addressing the low and moderate income housing needs of the region.

C-3-e: The TRPA shall actively encourage and support efforts to provide low and moderate income housing within the region, particularly efforts by base industry employers to provide employee housing.

Finding C-4: Public/Private Land Use

The public investment in the Lake Tahoe Basin is extensive, including substantial land acquisition and capital improvement funding for facilities such as sewage collection and

treatment systems. Extensive development pressures on private lands within the Basin coupled with limitations in infrastructure capacities threaten to prematurely constrain utilization of Basin public lands and inhibit the realization of public benefit from the capital and land acquisition investments within the region.

Finding of Concern: Extensive development pressures on private lands within the Basin coupled with limitations in infrastructure capacities threaten to prematurely constrain utilization of Basin public lands.

Goal C-4: Insure the provision of sufficient public infrastructure capacities to service the development and utilization of the Tahoe Basin's public lands.

Objective: Identify potential infrastructure requirements of Basin public lands and provide for such requirements in infrastructure planning.

POLICIES

C-4-a: In the allocation of public facilities and services, the development of facilities to accommodate the general public on public lands shall have a priority over development on private lands, with the adopted five year improvement programs for public lands being considered as commitments of capacity and services by local agencies and/or utilities in their five year capital improvement and public service plans.

Finding C-5: Differing Tahoe Communities

Geographic, economic and governmental influences have contributed to evolution of differing character and needs among the various Tahoe communities. The land use relationships in the City of South Lake Tahoe differ significantly from those in Incline, for example. This was recognized in the urban design studies undertaken in the Basin by TRPA and is reflected in the differing local plans and concerns.

Finding of Concern: The various communities of the Basin have evolved differing characters and problems.

Goal C-5: Within the general constraints of the Regional Plan, recognize the differing needs and provide for solution of the differing problems of the Basin's various communities.

Objective: In concert with local interests, integrate local considerations into the Regional Plan and policy framework.

POLICIES

C-5-a: Within the constraints of General Plan policy, the TRPA Land Use District Map shall recognize to the maximum degree the policies and desires of the respective Tahoe Region local governments.

C-5-b: In recognition of the traditional intensity of High Density Residential, Tourist Commercial, General Commercial, and Light Industrial uses within the region and the benefits of concentrating these land uses, allowances shall be made for deviations from strict adherence to the land capabilities system coverage limitations for these uses.

DIRECTIVE D: PRESERVE SCENIC BEAUTY

Finding D-1: Scenic Resources

Though the Tahoe Basin remains an extraordinarily scenic area, specific land uses and types of development in certain portions of the Basin have encroached on scenic resources through extension of urbanization into open scenic areas and through the scarring of some visually vulnerable areas.

Finding of Concern: Certain public and private development has significantly degraded scenic resources of the Tahoe Region.

Goal D-1: Protection of existing scenic resources and rehabilitation of areas of significant degradation.

Objective: Identification of areas in need of rehabilitation, designation and protection of scenic areas and scenic corridors, and development of aesthetic and architectural standards for permitted land uses.

POLICIES

D-1-a: The backdrop steep slope and ridge areas, meadowlands and stream-front and lakefront lands of the Basin shall be recognized as unique scenic resources of the region, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes the visual impact upon the scenic resource where development commitments are recognized.

D-1-b: New development or land use activities adjacent to scenic corridors identified on the land use district map shall be limited to that which enhances the public health, safety or welfare, or that which enhances directly the ability of the public to experience and utilize the scenic or recreation resources along the corridor.

D-1-c: The TRPA shall actively encourage and support the rehabilitation of areas which have experienced significant visual degradation.

D-1-d: The TRPA shall actively encourage and support the establishment of design and architectural standards by local governments within the region.

DIRECTIVE E: PRESERVE RECREATION OPPORTUNITIES

Finding E-1: Recreation Resources

The natural environment of the Tahoe Basin offers a unique combination of summer and winter recreation resources. Public and private investment has developed these resources and provided for their protection and utilization in many areas. In some instances, however, encroachment of urbanization and uncontrolled or overly intensive use has degraded these resources.

Finding of Concern: In some instances encroachment of urbanization and uncontrolled or overly intensive use has degraded these resources.

Goal E-1: Preserve and rehabilitate the natural recreation amenities of the region.

Objective: Identification and protection of areas having outdoor recreation potential and development of policies to prevent overuse of those areas.

POLICIES

E-1-a: Beaches and other areas having outstanding potential for public or private recreation uses responding directly to the unique natural character of the Tahoe Basin shall be recognized as unique natural resources; with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes uses inconsistent with those potential recreation uses where development commitments are recognized.

E-1-b: Recreation uses which enhance the visitor attraction to the Tahoe Basin, but which do not respond directly to the unique natural character of the region, shall be discouraged.

E-1-c: Summer and winter off-road vehicle use shall be limited to areas specifically identified on the land use district map.

Finding E-2: Recreation Opportunities

The realization of the public value of the Tahoe Region and the economic well being of the Tahoe communities are dependent upon the ability of the public to experience and utilize the natural recreation resources of the region. Public and private investment have made available a wide variety of recreation amenities, but continued growth within the region will require that more of the recreation opportunities and potential within the region be realized.

Finding of Concern: Continued growth within the region will require that more of the recreation opportunities and potential within the region be realized.

Goal E-2: Make available a broad range of unique recreational resources compatible with the preservation of those resources.

Objective: Master planning of recreation opportunities and policies to provide access and utilization.

POLICIES

E-2-a: TRPA shall actively encourage and support the development of identified recreation resources to accommodate public or private recreation uses which respond directly to the unique character of the Tahoe Region.

E-2-b: TRPA shall actively encourage and support the master planning of Basin public recreation opportunities through coordination of local, state and federal planning activities.

Finding E-3: Historic Preservation

The Indian and pioneer history of the Tahoe Basin and the subsequent development of the Tahoe communities pose a rich historical and cultural heritage which contributes

to the significance and attraction of the region. Despite much research in identifying the historic and cultural resources of the region, many of them are unprotected and threatened by deterioration or encroachment of land uses inconsistent with their preservation.

Finding of Concern: Many of the significant cultural and historic resources of the region are unprotected and threatened by deterioration or encroachment of land uses inconsistent with their preservation.

Goal E-3: Provide for the protection of significant historical and cultural sites within the Tahoe Basin.

Objective: Inventory and protect identified sites of cultural and historical significance (recreation element).

POLICIES

E-3-a: Any new land uses or activities potentially impacting historic or cultural sites, routes or neighborhoods identified on the TRPA Land Use District Map shall be permitted only upon a finding by the TRPA Governing Board that every reasonable effort is being made to insure the protection and preservation of the site, route or neighborhood in question.

E-3-b: TRPA shall actively encourage and support efforts to secure the permanent protection of historic and cultural sites of significance within the region through public policy in the case of publicly held lands or through voluntary action by private land owners in the case of sites on private lands.

DIRECTIVE F: ENHANCE GOVERNMENTAL EFFECTIVENESS

Finding F-1: Governmental Coordination

The Tahoe Basin governmental structure involves a complex interrelationship between agencies at the special district, local, regional, state and federal levels. Successful planning to solve existing problems, and promote environmental protection and orderly development requires the active participation and coordination of all these levels in pursuit of common objectives. As the planning of TRPA becomes more comprehensive in addressing issues related to land use and growth in the Tahoe Region, the potential for duplication of effort and inconsistencies between TRPA activities and those of other agencies increases.

Finding of Concern: As the planning of TRPA becomes more comprehensive in addressing issues related to land use and growth in the Tahoe Region, the potential for duplication of effort and inconsistencies between TRPA activities and those of other agencies increases.

Goal F-1: Maximize the involvement of all effected agencies in the regional planning and implementation processes.

Objective: Establish formal coordination mechanisms for both planning input and review and program and capital expenditure coordination.

POLICIES

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-b: TRPA shall seek to coordinate the five year capital improvement and public service plans of the various local agencies and utilities with one another to insure maximum consistency and coordination in support of the overall regional objectives.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Finding F-2: Coordination with Forest Service

Lands within the Tahoe Basin under Forest Service management include much of the Basin's natural scenic and recreation resources and much of the potential for public experience and utilization of those resources that is called for under the TRPA plan. These lands do not fall under the jurisdiction of the TRPA, however, requiring particularly close coordination between TRPA and the Forest Service in planning and regulation of Basin lands.

Finding of Concern: There exists a strong interrelationship between the plans and activities carried out on Basin lands managed by the Forest Service and those lands falling under the direct influence of TRPA.

Goal F-2: Maximize the coordination of TRPA and Forest Service programs.

Objective: Establish mechanisms to secure the coordination of TRPA and Forest Service planning and regulation.

POLICIES

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Finding F-3: Revenue

The correction of existing problems and the coordination of public facilities and services with land use will require extensive commitment of monies for both capital improvements and operation and maintenance. The governmental entities of the Tahoe Region are already severely constrained financially and it is likely that complete implementation of these programs will require commitment of revenue beyond the present capabilities of the involved governmental agencies.

Finding of Concern: The correction of existing problems and the maintenance of coordination between public facilities and services and land use will require commitment of capital beyond the present capabilities of the involved governmental agencies.

Goal F-3: Identification and development of alternative sources of revenue for pursuit of Regional Plan goals.

Objective: Increase the revenue available to local or regional agents for application directly to the solution of identified regional problems.

POLICIES

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SECTION II
PLAN ELEMENTS

LAND USE PLAN

"A land use plan for the integrated arrangement and general location and extent of, and the criteria and standards for, the uses of land, water, air, space and other natural resources within the region, including but not limited to, an indication or allocation of maximum population densities."

POLICIES

Basic Land Use Determinants

A-1-a: In consideration of equity and the provision of allowance for reasonable use, a single family residential dwelling unit shall be allowed on any private lot or parcel or record in the Tahoe Basin prior to February 10, 1972.

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-c: New land uses which threaten to attract persons to the Tahoe Basin for reasons other than the opportunity to experience and utilize the unique natural scenic and recreation resources of the region or base industries which do not service the public's experience and utilization of those resources shall not be permitted.

A-1-d: In the evaluation of potential land uses, consideration shall be given to the protection of the public health, safety and welfare.

A-1-e: The TRPA shall actively encourage and support any public land acquisition or development proposals within the region which will preserve or enhance the natural scenic and recreation resources of the region or the ability of the public to experience or utilize these resources.

A-1-f: Regional transportation corridors shall be established by the land use district map. These corridors shall identify existing regional transportation routes and potential transportation corridors recognized through formal Governing Board action. Development of regional transportation corridors shall be limited to those established by the land use district map.

Water Quality

B-1-a: The Land Capability Classification System for Lake Tahoe shall be a basic consideration in land use with lands not committed to development and falling within high hazard land capability levels (capability levels 1&2) classified either General Forest or Recreation, whichever is most appropriate.

B-1-b: Impervious surface land coverage associated with new development shall be limited based upon the land capability level(s) on the subject property, in accordance with the coverage limitations recommended for the system.

B-1-c: All construction and development activities within the Tahoe Basin shall provide for the control of erosion and sedimentation, with the emphasis on source control and the minimizing of disturbance.

B-1-d: Construction and development activities undertaken on high or moderate hazard lands (capability levels 1-4) shall be subject to special construction standards to control erosion and sedimentation.

B-1-e: To the maximum extent possible, development on lands which include a stream environment zone shall be confined to areas outside the stream environment zone boundary.

B-1-g: TRPA shall actively support and require compliance with state mandates for the collection and export of sewage and solid waste from the Tahoe Basin.

Water Supply

B-2-a: Through the local water and sewer districts establish appropriate building code and retrofitting standards to insure optimal efficiency in the use of water resources within the region.

Air Quality

B-3-a: New land uses which threaten to contribute significantly to an existing or projected violation of a State or Federal air quality standard shall not be permitted.

B-3-c: New land uses which threaten to create point sources significantly degrading air quality in the region or a portion thereof shall not be permitted.

B-3-d: Responsible agencies for land uses or land use activities within the Tahoe Basin shall undertake such measures as are necessary to minimize the amount of exposed soil or surface material susceptible to airborne suspension.

Wildlife

B-4-a: Areas identified as important wildlife habitats shall be placed in the General Forest land use district, with uses restricted to those consistent with protection of the subject wildlife and maintenance and enhancement of the habitat.

B-4-b: Areas within Lake Tahoe or its tributary streams and lakes identified as important fish habitat shall be protected by prevention of land use activities within or adjacent to the particular waters which would pose potential threat to the subject habitat.

Noise

B-5-a: Land use or related activities generating noise levels inappropriate for the surrounding land uses shall not be permitted.

Energy

B-6-a: Energy related building code sections utilized by Tahoe Basin governments shall be standardized to effectuate optimum energy efficiency for new development within the region.

B-6-b: TRPA shall encourage and support programs to upgrade existing structures within the Tahoe Basin to more energy efficient standards.

B-6-c: Signing and exterior lighting for purposes other than the public health, safety and welfare shall not be permitted to utilize excessive energy.

B-6-d: TRPA shall actively encourage and support proposals for application of alternative energy systems within the region, which show promise of reducing demand on traditional energy sources from a given land use.

Natural Degradation

B-7-b: TRPA shall actively encourage and support efforts to control erosion and sedimentation from areas disturbed by unusual natural phenomenon such as forest fires or land slides.

Growth Rate

C-1-a: The maximum growth rate permitted on private lands within each of the six local government jurisdictions of the region will be 5% per year of the remaining residential buildout capacity identified within that jurisdiction and 5% per year of the remaining tourist residential/tourist commercial buildout capacity identified within that jurisdiction.

C-1-b: Residential or tourist development at the maximum growth rate or development of other land uses shall be permitted only upon the finding on a project by project basis that there is sufficient capacity or capability in the required public facility or service systems to accommodate the proposed project. A finding by the TRPA Governing Board that a particular system is at or beyond effective capacity will be grounds for prevention of any additional growth which would impact that particular system.

C-1-c: Development of areas designated development reserve shall be considered separate from the maximum 5% growth rates and shall be allowed only upon satisfaction of all of the following:

- The development is pursuant to a specific plan approved by the elected board of the appropriate local government and by the TRPA Governing Board, based upon a finding of community need and benefit.
- The appropriate General Plan amendment to secure the Planned Unit Development land use district classification to allow the plan has been approved by the TRPA Governing Board.
- The TRPA Governing Board finds that the project will not cause or contribute significantly to violations of the environmental standards established pursuant to policies B-1 through B-7.
- The TRPA Governing Board finds that the projected 5 year development of the project in question can be accommodated over and above the maximum 5% growth rate within the 5 year public facility and service plans of all the local agencies and/or utilities required to service the projected development.

Public Infrastructure

C-2-b: TRPA shall actively encourage and support capital and service improvements necessary to maintain the permitted growth rates.

Residential/Tourist Accommodation

C-3-a: TRPA shall actively encourage and support efforts to prevent discrimination based upon race, color, religion, sex or national origin in the accommodation of visitors and residents within the Tahoe region.

C-3-b: In order to more directly assess and influence the provision of resident and visitor accommodation, the uses permitted in the Tourist Residential and Tourist Commercial land use districts shall be confined to those which service directly the accommodation of visitors, with those uses servicing primarily residents confined to other land use districts as appropriate.

C-3-c: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base of the region, residential land uses permitted in the High Density Apartment land use district shall be restricted to apartment development, with condominium or cluster units requiring tentative maps relegated to other residential districts.

C-3-d: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base within the region, priority in the allocation of development opportunities within residential areas or for development reserve plans, pursuant to policies C-1-a through C-1-c, shall be given to projects directly addressing the low and moderate income housing needs of the region.

C-3-e: The TRPA shall actively encourage and support efforts to provide low and moderate income housing within the region, particularly efforts by base industry employers to provide employee housing.

Public/Private Land Use

C-4-a: In the allocation of public facilities and services, the development of facilities to accommodate the general public on public lands shall have a priority over development on private lands, with the adopted five year improvement programs for public lands being considered as commitments of capacity and services by local agencies and/or utilities in their five year capital improvement and public service plans.

Differing Tahoe Communities

C-5-a: Within the constraints of the General Plan policy, the TRPA Land Use District Map shall recognize to the maximum degree the policies and desires of the respective Tahoe region local governments.

C-5-b: In recognition of the traditional intensity of High Density Residential, Tourist Commercial, General Commercial, and Light Industrial uses within the region and the benefits of concentrating these land uses, allowances shall be made for deviations from strict adherence to the land capabilities system coverage limitations for these uses.

Scenic Resources

D-1-a: The backdrop steep slope and ridge areas, meadowlands and streamfront and lakefront lands of the Basin shall be recognized as unique scenic resources of the region, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes the visual impact upon the scenic resource where development commitments are recognized.

D-1-b: New development or land use activities adjacent to scenic corridors identified on the land use district map shall be limited to that which enhances the public health, safety or welfare, or that which enhances directly the ability of the public to experience and utilize the scenic or recreation resources along the corridor.

D-1-c: The TRPA shall actively encourage and support the rehabilitation of areas which have experienced significant visual degradation.

D-1-d: The TRPA shall actively encourage and support the establishment of design and architectural standards by local governments within the region.

Recreation Resources

E-1-a: Beaches and other areas having outstanding potential for public or private recreation uses responding directly to the unique natural character of the Tahoe Basin shall be recognized as unique natural resources, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes uses inconsistent with those potential recreation uses where development commitments are recognized.

E-1-b: Recreation uses which enhance the visitor attraction to the Tahoe Basin, but which do not respond directly to the unique natural character of the region, shall be discouraged.

E-1-c: Summer and winter off-road vehicle use shall be limited to areas specifically identified on the land use district map.

Recreation Opportunities

E-2-a: TRPA shall actively encourage and support the development of identified recreation resources to accommodate public or private recreation uses which respond directly to the unique character of the Tahoe region.

Historic Preservation

E-3-a: Any new land uses or activities potentially impacting historic or cultural sites, routes or neighborhoods identified on the TRPA Land Use District Map shall be permitted only upon a finding by the TRPA Governing Board that every reasonable effort is being made to insure the protection and preservation of the site, route or neighborhood in question.

Governmental Coordination

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Coordination with Forest Service

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Revenue

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SUPPORT MATERIAL AND IMPLEMENTATION GUIDELINES

The above policies were derived in large part through detailed analysis undertaken in various areas of concern since the adoption of the original TRPA General Plan in 1971. The following documents have contributed to development of the Land Use Plan policies and shall be considered a part of that plan for purposes of detailed support documentation and, where appropriate, for purposes of implementation guidelines.

In the event of conflict between guidelines or policy recommendations contained in the following documents and the policies set forth above and in the other four plan elements, the policies specifically set forth in the plan shall be considered to supersede those contained in the referenced documents.

A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin,
February, 1978, David M. Dornbusch & Co., Inc., HUD 701 Project No.
CPA-CA-09-00-1018

Capital Programming Plans, Lake Tahoe Region, June 1973, Economic Research
Associates/EDAW, Inc., HUD 701 Project No. CPA-NV-09-39-1001

Conservation, Recreation and Open Space Elements, Lake Tahoe Region, June 1973,
EDAW, Inc./Economics Research Associates/Ira Michael Heyman, HUD 701 Project
No. CPA-NV-09-39-1001

Lake Tahoe Basin Short Range Transit Development Plan, June 1976, DeLeu Cather
& Co., UMTA Project No. IT-09-0046

Lake Tahoe Basin Water Quality Management Plan, adoption pending, J.B. Gilbert
& Associates, EPA 208 Project No. 66426

Land-Capability Classification of the Lake Tahoe Basin, California-Nevada, A Guide
for Planning, Issued 1974, Robert G. Bailey, U.S. Forest Service, in cooperation
with the Tahoe Regional Planning Agency (including appended map text)

Land Capabilities, Planning Guide Map, 1971, U.S. Forest Service

Natural Hazards of the Lake Tahoe Basin, California-Nevada, June 1974, Cooper,
Clark & Associates, HUD 701 Project No. CPA-CA-09-39-1037

Public Facilities Master Plan, May 1974, J. B. Gilbert & Associates, HUD 701
Project No. CPA-CA-09-39-1037

Regional Housing and Community Development Element, April 1978, Tahoe Regional Planning Agency, HUD 701 Project No. CPA-CA-09-00-1018

Shorezone Plan for Lake Tahoe, June 1973, Tahoe Regional Planning Agency

Tahoe City Urban Design Plan, 1975, EDAW Inc., HUD 701 Project No. CPA-CA-09-39-1048

Tahoe Regional General Plan Implementation: Financial Feasibility, June 1974, McDonald & Smart, Inc., HUD 701 Project No. CPA-CA-09-39-1037

Tahoe Regional Transportation Plan, Short Range Element 1975-1980, June 1975, Tahoe Regional Planning Agency with support from FHWA, UMTA, Caltrans, Nevada Highway Department

Water and Sewer Planning and Programming, June 1973, Walters Engineering/EDAW, Inc., HUD 701 Project No. CPA-NV-09-39-1001

TRANSPORTATION PLAN

"A transportation plan for the integrated development of a regional system of transportation, including but not limited to, freeways, parkways, highways, transportation facilities, transit routes, waterways, navigation and aviation aids and facilities, and appurtenant terminals and facilities for the movement of people and goods within the region."

POLICIES

Basic Land Use Determinants

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-f: Regional transportation corridors shall be established by the land use district map. These corridors shall identify existing regional transportation routes and potential transportation corridors recognized through formal Governing Board action. Development of regional transportation corridors shall be limited to those established by the land use district map.

Air Quality

B-3-b: In recognition of the contribution of the automobile to documented air quality problems within the region, TRPA shall actively encourage and support efforts to reduce automobile congestion and to provide alternative modes of transportation to reduce the reliance upon the automobile.

Scenic Resources

D-1-b: New development or land use activities adjacent to scenic corridors identified on the land use district map shall be limited to that which enhances the public health, safety or welfare, or that which enhances directly the ability of the public to experience and utilize the scenic or recreation resources along the corridor.

Governmental Coordination

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Coordination with Forest Service

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to

experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Revenue

F-3-1: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SUPPORT MATERIAL AND IMPLEMENTATION GUIDELINES

The above policies were derived in large part through detailed analysis undertaken in various areas of concern since the adoption of the original TRPA General Plan in 1971. The following documents have contributed to development of the Transportation Plan policies and shall be considered a part of that plan for purposes of detailed support documentation and, where appropriate, for purposes of implementation guidelines.

In the event of conflict between guidelines or policy recommendations contained in the following documents and the policies set forth above and in the other four plan elements, the policies specifically set forth in the plan shall be considered to supersede those contained in the referenced documents.

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February, 1978, David M. Dornbusch & Co., Inc., HUD 701 Project No.
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Tahoe City Urban Design Plan, 1975, EDAW Inc., HUD 701 Project No. CPA-CA-09-39-1048

Tahoe Regional General Plan Implementation: Financial Feasibility, June 1974,
McDonald & Smart, Inc., HUD 701 Project No. CPA-CA-09-39-1037

Tahoe Regional Transportation Plan, Short Range Element 1975-1980, June 1975,
Tahoe Regional Planning Agency with support from FHWA, UMTA, Caltrans,
Nevada Highway Department

CONSERVATION PLAN

"A conservation plan for the preservation, development, utilization, and management of the scenic and other natural resources within the basin, including but not limited to, soils, shoreline and submerged lands, scenic corridors along transportation routes, open spaces, recreational and historical facilities."

POLICIES

Basic Land Use Determinants

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

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Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

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High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision, or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-e: The TRPA shall actively encourage and support any public land acquisition or development proposals within the region which will preserve or enhance the natural scenic and recreation resources of the region or the ability of the public to experience or utilize these resources.

Water Quality

B-1-a: The Land Capability Classification System for Lake Tahoe shall be a basic consideration in land use with lands not committed to development and falling within high hazard land capability levels (capability levels 1&2) classified either General Forest or Recreation, whichever is most appropriate.

B-1-b: Impervious surface land coverage associated with new development shall be limited based upon the land capability level(s) on the subject property, in accordance with the coverage limitations recommended for the system.

B-1-c: All construction and development activities within the Tahoe Basin shall provide for the control of erosion and sedimentation, with the emphasis on source control and the minimizing of disturbance.

B-1-d: Construction and development activities undertaken on high or moderate hazard lands (capability levels 1-4) shall be subject to special construction standards to control erosion and sedimentation.

B-1-e: To the maximum extent possible, development on lands which include a stream environment zone shall be confined to areas outside the stream environment zone boundary.

B-1-f: The clean up of existing erosion and runoff problems on both public and private lands shall be actively encouraged and supported, with the highest priority given to existing problems on high hazard lands and runoff management on large areas of impervious surface utilized by vehicles.

Water Supply

B-2-a: Through the local water and sewer districts establish appropriate building code and retrofitting standards to insure optimal efficiency in the use of water resources within the region.

B-2-b: TRPA shall actively encourage and support efforts by appropriate state regulatory agencies to establish and implement strong controls over water rights within the region.

B-2-c: TRPA shall actively encourage and support the consolidation of water systems to assure more economic distribution and use of water and to facilitate optimal fire protection capabilities.

B-2-d: An adequate supply of water to support fish, wildlife and vegetative resources of the region shall be assured.

Air Quality

B-3-a: New land uses which threaten to contribute significantly to an existing or projected violation of a State or Federal air quality standard shall not be permitted.

B-3-b: In recognition of the contribution of the automobile to documented air quality problems within the region, TRPA shall actively encourage and support efforts to reduce automobile congestion and to provide alternative modes of transportation to reduce the reliance upon the automobile.

B-3-c: New land uses which threaten to create point sources significantly degrading air quality in the region or a portion thereof shall not be permitted.

B-3-d: Responsible agencies for land uses or land use activities within the Tahoe Basin shall undertake such measures as are necessary to minimize the amount of exposed soil or surface material susceptible to airborne suspension.

Wildlife

B-4-a: Areas identified as important wildlife habitats shall be placed in the General Forest land use district, with uses restricted to those consistent with protection of the subject wildlife and maintenance and enhancement of the habitat.

B-4-b: Areas within Lake Tahoe or its tributary streams and lakes identified as important habitat shall be protected by prevention of land use activities within or adjacent to the particular waters which would pose potential threat to the subject habitat.

B-4-c: TRPA shall actively support and encourage efforts to protect and enhance fish and wildlife habitat within the Tahoe region by public or private parties.

Noise

B-5-a: Land use or related activities generating noise levels inappropriate for the surrounding land uses shall not be permitted.

Natural Degradation

B-7-a: TRPA shall actively encourage and support a coordinated program of forest management for the Tahoe Basin, to include fuel management and fire protection, **disease** and insect infestation control, and stand improvement programs.

Scenic Resources

D-1-a: The backdrop steep slope and ridge areas, meadowlands and streamfront and lakefront lands of the Basin shall be recognized as unique scenic resources of the region, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes the visual impact upon the scenic resource where development commitments are recognized.

D-1-c: The TRPA shall actively encourage and support the rehabilitation of areas which have experienced significant visual degradation.

Historic Preservation

E-3-a: Any new land uses or activities potentially impacting historic or cultural sites, routes or neighborhoods identified on the TRPA Land Use District Map shall be permitted only upon a finding by the TRPA Governing Board that every reasonable effort is being made to insure the protection and preservation of the site, route or neighborhood in question.

E-3-b: TRPA shall actively encourage and support efforts to secure the permanent protection of historic and cultural sites of significance within the region through public policy in the case of publicly held lands or through voluntary action by private land owners in the case of sites on private lands.

Governmental Coordination

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Coordination with Forest Service

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Revenue

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SUPPORT MATERIAL AND IMPLEMENTATION GUIDELINES

The above policies were derived in large part through detailed analysis undertaken in various areas of concern since the adoption of the original TRPA General Plan in 1971. The following documents have contributed to development of the Conservation Plan policies and shall be considered a part of that plan for purposes of detailed support documentation and, where appropriate, for purposes of implementation guidelines.

In the event of conflict between guidelines or policy recommendations contained in the following documents and the policies set forth above and in the other four plan elements, the policies specifically set forth in the plan shall be considered to supersede those contained in the referenced documents.

A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin,
February, 1978, David M. Dornbusch & Co., Inc., HUD 701 Project No.
CPA-CA-09-00-1018

Conservation, Recreation and Open Space Elements, Lake Tahoe Region, June 1973,
EDAW, Inc./Economics Research Associates/Ira Michael Heyman, HUD 701 Project
No. CPA-NV-09-39-1001

Lake Tahoe Basin Water Quality Management Plan, adoption pending, J.B. Gilbert
& Associates, EPA 208 Project No. 66426

Land-Capability Classification of the Lake Tahoe Basin, California-Nevada, A Guide
for Planning, Issued 1974, Robert G. Bailey, U.S. Forest Service, in cooperation
with the Tahoe Regional Planning Agency (including appended map text)

Land Capabilities, Planning Guide Map, 1971, U.S. Forest Service

Natural Hazards of the Lake Tahoe Basin, California-Nevada, June 1974, Cooper,
Clark & Associates, HUD 701 Project No. CPA-CA-09-39-1037

Shorezone Plan for Lake Tahoe, June 1973, Tahoe Regional Planning Agency

Tahoe City Urban Design Plan, 1975, EDAW Inc., HUD 701 Project No. CPA-CA-09-39-1048

Tahoe Regional General Plan Implementation: Financial Feasibility, June 1974,
McDonald & Smart, Inc., HUD 701 Project No. CPA-CA-09-39-1037

Water and Sewer Planning and Programming, June 1973, Walters Engineering/EDAW, Inc.,
HUD 701 Project No. CPA-NV-09-39-1001

RECREATION PLAN

"A recreation plan for the development, utilization and management of the recreational resources of the region, including but not limited to, wilderness and forested lands, parks and parkways, riding and hiking trails, beaches and playgrounds, marinas and other recreational facilities."

POLICIES

Basic Land Use Determinants

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-e: The TRPA shall actively encourage and support any public land acquisition or development proposals within the region which will preserve or enhance the natural scenic and recreation resources of the region or the ability of the public to experience or utilize these resources.

Recreation Resources

E-1-a: Beaches and other areas having outstanding potential for public or private recreation uses responding directly to the unique natural character of the Tahoe Basin shall be recognized as unique natural resources, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes uses inconsistent with those potential recreation uses where development commitments are recognized.

E-1-b: Recreation uses which enhance the visitor attraction to the Tahoe Basin, but which do not respond directly to the unique natural character of the region, shall be discouraged.

E-1-c: Summer and winter off-road vehicle use shall be limited to areas specifically identified on the land use district map.

Recreation Opportunities

E-2-a: TRPA shall actively encourage and support the development of identified recreation resources to accommodate public or private recreation uses which respond directly to the unique character of the Tahoe region.

E-2-b: TRPA shall actively encourage and support the master planning of Basin public recreation opportunities through coordination of local, state and federal planning activities.

Governmental Coordination

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Coordination with Forest Service

F-2-a: In recognition of the federal investment of the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Revenue

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SUPPORT MATERIAL AND IMPLEMENTATION GUIDELINES

The above policies were derived in large part through detailed analysis undertaken in various areas of concern since the adoption of the original TRPA General Plan in 1971. The following documents have contributed to development of the Recreation Plan policies and shall be considered a part of that plan for purposes of detailed support documentation and, where appropriate, for purposes of implementation guidelines.

In the event of conflict between guidelines or policy recommendations contained in the following documents and the policies set forth above and in the other four plan elements, the policies specifically set forth in the plan shall be considered to supersede those contained in the referenced documents.

A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin,
February, 1978, David M. Dornbusch & Co., Inc., HUD 701 Project No.
CPA-CA-09-00-1018

Conservation, Recreation and Open Space Elements, Lake Tahoe Region, June 1973,
EDAW, Inc./Economics Research Associates/Ira Michael Heyman, HUD 701 Project
No. CPA-NV-09-39-1001

Shorezone Plan for Lake Tahoe, June 1973, Tahoe Regional Planning Agency

Tahoe City Urban Design Plan, 1975, EDAW Inc., HUD 701 Project No. CPA-CA-09-39-1048

Tahoe Regional General Plan Implementation: Financial Feasibility, June 1974,
McDonald & Smart, Inc., HUD 701 Project No. CPA-CA-09-39-1037

PUBLIC SERVICES AND FACILITIES PLAN

"A public services and facilities plan for the general location, scale and provision of public services and facilities, which, by the nature of their function, size, extent and other characteristics are necessary or appropriate for inclusion in the regional plan."

POLICIES

Basic Land Use Determinants

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

Water Quality

B-1-f: The clean up of existing erosion and runoff problems on both public and private lands shall be actively encouraged and supported, with the highest priority given to existing problems on high hazard lands and runoff management on large areas of impervious surface utilized by vehicles.

B-1-g: TRPA shall actively support and require compliance with state mandates for the collection and export of sewage and solid waste from the Tahoe Basin.

Water Supply

B-2-b: TRPA shall actively encourage and support efforts by appropriate state regulatory agencies to establish and implement strong controls over water rights within the region.

B-2-c: TRPA shall actively encourage and support the consolidation of water systems to assure more economic distribution and use of water and to facilitate optimal fire protection capabilities.

Energy

B-6-a: Energy related building code sections utilized by Tahoe Basin governments shall be standardized to effectuate optimum energy efficiency for new development within the region.

B-6-b: TRPA shall encourage and support programs to upgrade existing structures within the Tahoe Basin to more energy efficient standards.

B-6-d: TRPA shall actively encourage and support proposals for application of alternative energy systems within the region, which show promise of reducing demand on traditional energy sources from a given land use.

Natural Degradation

B-7-a: TRPA shall actively encourage and support a coordinated program of forest management for the Tahoe Basin, to include fuel management and fire protection, disease and insect infestation control, and stand improvement programs.

B-7-b: TRPA shall actively encourage and support efforts to control erosion and sedimentation from areas disturbed by unusual natural phenomenon such as forest fires or land slides.

Growth Rate

C-1-a: The maximum growth rate permitted on private lands within each of the six local government jurisdictions of the region will be 5% per year of the remaining residential buildout capacity identified within that jurisdiction and 5% per year of the remaining tourist residential/tourist commercial buildout capacity identified within that jurisdiction.

C-1-b: Residential or tourist development at the maximum growth rate or development of other land uses shall be permitted only upon the finding on a project by project basis that there is sufficient capacity or capability in the required public facility or service systems to accommodate the proposed project. A finding by the TRPA Governing Board that a particular system is at or beyond effective capacity will be grounds for prevention of any additional growth which would impact that particular system.

C-1-c: Development of areas designated development reserve shall be considered separate from the maximum 5% growth rates and shall be allowed only upon satisfaction of all of the following:

- The development is pursuant to a specific plan approved by the elected board of the appropriate local government and by the TRPA Governing Board, based upon a finding of community need and benefit.
- The appropriate General Plan amendment to secure the Planned Unit Development land use district classification to allow the plan has been approved by the TRPA Governing Board.
- The TRPA Governing Board finds that the project will not cause or contribute significantly to violations of the environmental standards established pursuant to policies B-1 through B-7.
- The TRPA Governing Board finds that the projected 5 year development of the project in question can be accommodated over and above the maximum 5% growth rate within the 5 year public facility and service plans of all the local agencies and/or utilities required to service the projected development.

Public Infrastructure

C-2-a: Five year capital improvement and public service plans shall be submitted for TRPA acceptance by local agencies and utilities involved in the following service areas:

- Water
- Sewer
- Transportation (including public roads)
- Schools
- Fire Protection
- Police Protection
- Solid Waste
- Energy

The five year plans shall identify current operating levels and system capacities (where applicable), projected capital improvements, projected service improvements, and the general framework for financing the current operation and projected improvements. The plans shall be updated annually to document changes in operating levels and system capacities, capital and/or service improvements accomplished within the past year, and any changes in the projected improvements.

C-2-b: TRPA shall actively encourage and support capital and service improvements necessary to maintain the permitted growth rates.

Residential/Tourist Accommodation

C-3-d: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base within the region, priority in the allocation of development opportunities within residential areas or for development reserve plans, pursuant to policies C-1-a through C-1-c, shall be given to projects directly addressing the low and moderate income housing needs of the region.

Public/Private Land Use

C-4-a: In the allocation of public facilities and services, the development of facilities to accommodate the general public on public lands shall have a priority over development on private lands, with the adopted five year improvement programs for public lands being considered as commitments of capacity and services by local agencies and/or utilities in their five year capital improvement and public service plans.

Governmental Coordination

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-b: TRPA shall seek to coordinate the five year capital improvement and public service plans of the various local agencies and utilities with one another to insure maximum consistency and coordination in support of the overall regional objectives.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Coordination with Forest Service

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Revenue

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

SUPPORT MATERIAL AND IMPLEMENTATION GUIDELINES

The above policies were derived in large part through detailed analysis undertaken in various areas of concern since the adoption of the original TRPA General Plan in 1971. The following documents have contributed to development of the Public Services and Facilities Plan policies and shall be considered a part of that plan for purposes of detailed support documentation and, where appropriate, for purposes of implementation guidelines.

In the event of conflict between guidelines or policy recommendations contained in the following documents and the policies set forth above and in the other four plan elements, the policies specifically set forth in the plan shall be considered to supersede those contained in the referenced documents.

A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin,
February, 1978, David M. Dornbusch & Co., Inc., HUD 701 Project No.
CPA-CA-09-00-1018

Capital Programming Plans, Lake Tahoe Region, June 1973, Economic Research
Associates/EDAW, Inc., HUD 701 Project No. CPA-NV-09-39-1001

Lake Tahoe Basin Water Quality Management Plan, adoption pending, J.B. Gilbert
& Associates, EPA 208 Project No. 66426

Public Facilities Master Plan, May 1974, J. B. Gilbert & Associates, HUD 701
Project No. CPA-CA-09-39-1037

Regional Housing and Community Development Element, April 1978, Tahoe Regional
Planning Agency, HUD 701 Project No. CPA-CA-09-00-1018

Tahoe City Urban Design Plan, 1975, EDAW Inc., HUD 701 Project No. CPA-CA-09-39-1048

Tahoe Regional General Plan Implementation: Financial Feasibility, June 1974,
McDonald & Smart, Inc., HUD 701 Project No. CPA-CA-09-39-1037

Water and Sewer Planning and Programming, June 1973, Walters Engineering/EDAW, Inc.,
HUD 701 Project No. CPA-NV-09-39-1001

CONFLICT RESOLUTION POLICIES

The directives of the Bistate Compact establish potentially conflicting mandates for the Tahoe Regional Planning Agency in providing for both conservation of the region's resources and orderly growth. Accordingly, there is a potential for conflict between policies established in response to these directives. The following section identifies areas of potential policy conflict and establishes overriding policy for resolution of those conflicts.

Potentially Conflicting Policies

A-1-a
vs.
A-1-b,
B-4-a,
D-1-b

The allowance of a single family residence on a lot or parcel of record (A-1-a) poses a potential conflict with policies limiting uses in certain areas (A-1-b, B-4-a and D-1-b).

Conflict Resolution Policy #1: In the event of such a conflict, policy A-1-a shall prevail unless a finding is made by the TRPA Governing Board that an alternative reasonable use for the property is available and more in keeping with uses permitted pursuant to the conflicting policy.

A-1-a
vs.
B-1-b

The allowance of a single family residence on a lot or parcel of record (A-1-a) poses a potential conflict with conformance to land coverage limitations (B-1-b).

Conflict Resolution Policy #2: In the event of such a conflict, policy A-1-a shall prevail, with allowance of sufficient coverage to provide a reasonably sized dwelling.

A-1-a,
A-1-b
vs.
B-3-a,
C-1-a,
C-1-b

The permitting of certain uses (A-1-a and A-1-b) poses a potential for conflict with policies limiting uses to maintain a reasonable growth rate (C-1-a) or to prevent critical environmental or public service problems (B-3-a and C-1-b).

Conflict Resolution Policy #3: In the event of such a conflict, the policy limiting use (B-3-a, C-1-a or C-1-b) shall prevail.

A-1-b
vs.
D-1-b

The permitting of certain uses (A-1-b) poses a potential for conflict with use prohibitions along scenic corridors (D-1-b).

Conflict Resolution Policy #4: In the event of such a conflict, the permitted use pursuant to policy A-1-b shall be allowed only upon a finding by the TRPA Governing Board that there is no reasonable alternative use more consistent with the scenic corridor policy.

B-1-b
vs.
C-5-b

The conformance to land coverage (B-1-b) poses a potential conflict with the allowance for land coverage deviation for certain uses (C-5-b).

Conflict Resolution Policy #5: In the event of such a conflict, policy C-5-b shall prevail to the extent allowed in implementing Land Use Ordinance provisions.

B-2-d
vs.
C-2-b

The maintenance of water supply for fish, wildlife and vegetation (B-2-d) poses a potential for conflict with support for public service improvements to maintain permitted growth rates (C-2-b).

Conflict Resolution Policy #6: In the event of such a conflict, policy B-2-d shall prevail.

C-1-c
vs.
C-3-d

The allowance for Planned Unit Development on Development Reserve lands only upon the finding of public facility capacity over and above the level necessary to service the maximum growth rate (C-1-c) poses a potential for conflict with the policy of encouraging low and moderate income housing (C-3-d).

Conflict Resolution Policy #7: In the event of such a conflict, policy C-3-d shall prevail, with a Governing Board finding of community benefit due to provision of needed low and moderate income housing being sufficient to allow a Development Reserve project to be considered within the permitted maximum growth rate, rather than over and above the maximum growth rate.

C-3-d
vs.
C-4-a

The granting of priority to projects addressing low and moderate income housing needs (C-3-d) poses a potential for conflict with the granting of priority to development on public lands (C-4-a).

Conflict Resolution Policy #8: In the event of such a conflict, policy C-4-a shall prevail.

IMPLEMENTATION

A variety of measures will be applied in implementation of the policies specified in the Regional Plan. The following matrix indicates the principal implementation mechanism for each Regional Plan policy. The implementation mechanism identified are:

Land Use District Map: Geographically locates land use districts and other land use considerations.

Conservation Ordinance (to be developed): Establishes standards and procedural requirements relating to conservation of energy and water.

Grading Ordinance: Regulates cuts and clearing of vegetation, the construction and maintenance of land fills, and provides revegetation standards.

Growth Management (to be developed): Establishes standards, priorities and procedural requirements relating to the location and timing of growth.

Land Use Ordinance: Establishes land use district, density and land coverage limitations and provides procedural requirements for land use matters.

Shorezone Ordinance: Establishes standards and regulates shoreline development, filling and dredging, and the construction, alteration, removal and maintenance of shoreline structures.

Sign Ordinance: Prohibits off-premise signs in the Lake Tahoe Basin and provides additional regulation relating to signs.

Subdivision Ordinance: Regulates the subdivision of land and establishes procedures required for such subdivision.

Timber Harvesting Ordinance: Establishes standards and regulations for the harvesting of timber in the Lake Tahoe Basin.

Tree Conservation Ordinance: Establishes requirements and procedures for the conservation of trees, including limitations on attachment of appurtenances, and the removal of diseased, infested or hazardous trees, and prohibition against cutting or damaging trees without proper permit.

Water Quality Ordinance (to be developed): Establishes standards, procedures and intergovernmental relationship for protection and enhancement of water quality.

Development Review Process: Special consideration of particular policies in the process of field review analysis of written material and formulation of recommendations regarding particular land use projects.

Governing Board Action: Special consideration of particular policies in Governing Board decision making, or formal Governing Board resolutions in appropriate circumstances.

Coordination with Public Agencies: Coordination to promote action by other agencies in pursuit of a particular policy.

Coordination with Private Parties: Coordination to promote action by private parties in pursuit of a particular policy.



ANNUAL ASSESSMENT

To insure the updating and proper utilization of the TRPA General Plan, the plan shall be subjected to an annual assessment process, including a public report documenting progress or a lack thereof toward the goals and objectives of the plan. The report shall be submitted to the TRPA Governing Board and shall contain the following:

1. Assessment of cumulative progress from date of plan adoption toward each of the overall objectives identified in Section I of the plan (including detailed report of building activity within the Region).
2. Status report on public services and facilities (pursuant to Policy C-2-a) identifying any concerns, deficiencies or significant changes in public services or facilities.
3. Identification of the number of units to be permitted in the coming building season for each Basin jurisdiction (pursuant to Policy C-1-a), including an identification of any building restrictions based upon public service systems at or beyond capacity (Policy C-1-b).
4. Identification of progress or lack thereof toward annual objectives set in the previous year's assessment.
5. Establishment of annual objectives for the coming fiscal year, identifying short range implementation goals for various policies of the plan.
6. Assessment of possible policy changes to the plan, including consideration of requested amendments originating from either within TRPA staff or Governing Board or from outside the Agency.
7. Assessment of requested amendments to the TRPA land use district map (to be assessed both cumulatively and on a case-by-case basis).

The Board shall consider and adopt policy decisions posed by the report after an appropriate public hearing.

IMPACT ASSESSMENT:
TAHOE REGIONAL PLAN
(PROPOSED)

TAHOE REGIONAL PLANNING AGENCY

APRIL, 1978

The preparation of this material was financially aided through a federal grant from the Department of Housing and Urban Development, under the Comprehensive Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, Project No. CPA-CA-09-00-1035.

INTRODUCTION

The Tahoe Regional Planning Agency was created under a Compact approved by the States of California and Nevada, and ratified by the United States Congress as Public Law 91-148. That Compact mandates development of a Regional Plan addressing five basic planning areas (land use, transportation, conservation, recreation and public services and facilities), and further mandates enforcement of that Plan by the Agency and by the States, counties and cities of the region.

In December, 1971 TRPA adopted the initial Regional Plan for Lake Tahoe, under which the Basin has been operating since that adoption. Subsequent to the initial Plan adoption, detailed studies were undertaken in various planning areas to refine and add to the initial policies of the Plan. In 1975 TRPA commenced a process aimed at revising the Regional Plan to more fully integrate the detailed studies and recommendations undertaken subsequent to Plan adoption and to address policy problems and deficiencies identified in the several years of operation under the initial Plan. The subject Plan recommendations represent the culmination of the analysis and policy development phase of that process begun in 1975.

The subject Plan recommendations are proposed for public and governmental agency review and public hearing, and subsequent adoption as a new Regional Plan for the Lake Tahoe Region pursuant to Public Law 91-148. Upon such adoption the revised Plan would then become binding upon the Agency and the States, counties and cities of the region (P.L. 91-148, Article V, Section "C").

The following document presents a summary of the policies of the proposed Plan and an assessment of the impacts of the proposed Plan. More detailed impact information regarding potential land use plan policies for Lake Tahoe may be obtained from a report entitled, A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin prepared for the Tahoe Regional Planning Agency and the U.S. Forest Service by David M. Dornbusch & Company, Inc., February, 1978.

IMPACT ASSESSMENT
TAHOE REGIONAL PLAN (PROPOSED)

SECTION I PLAN SUMMARY

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PLAN SUMMARY

Plan Organization

The Bistate Compact creating TRPA mandates development and implementation of a Regional Plan to include correlated Plan elements addressing land use, transportation, conservation, recreation, and public services and facilities. The proposed Plan therefore aggregates the recommended policies and implementation guidelines accordingly (Section II, Plan Elements). The overriding purposes for TRPA, however, are set forth in the preamble to the Compact and in Article I, "Findings and Declaration of Policy". These sections state the intents of the States and Congress in creating TRPA, and policy recommended in the subject Plan have therefore been derived directly from these stated intents and purposes.

Section I, Policies Pursuant to Compact Directives, documents derivation of the policies from the basic directives contained in the preamble and Article I. It includes statement of the Compact Directives establishing the overall purposes of the Agency, findings as to the current states of affairs in the Basin with respect to the particular directives, goals stating the idealized condition which would eliminate concerns or problems noted in the finding, objectives identifying measurable standards and/or criteria for assessing progress toward the goals, and policies identifying the proposed courses of action to aid in achieving desired objectives.

The Compact Directives from which the Plan policies were derived are:

- Maintain equilibrium between the region's natural endowment and manmade environment;
- Encourage the wise use and conservation of the waters of Lake Tahoe and surrounding resources;
- Provide for orderly development;
- Preserve scenic beauty;
- Preserve recreation opportunities; and
- Enhance governmental effectiveness.

The proposed Plan is a policy document, with a variety of implementing mechanisms recommended (identified in Section II of the Plan). The policies of the Plan would establish the overall criteria for activities in the five mandated Plan areas within the region.

The following is a restatement of Section I of the Plan identifying the basic Plan policies and summarizing the context in which they have evolved (findings). It should be noted that the Plan itself is organized around basic areas of concern such as water quality, water supply, public services and facilities, etc. These areas of concern are identified in the findings, having been determined through detailed planning and analysis undertaken by TRPA and other agencies over the past eight years.

POLICIES PURSUANT TO COMPACT DIRECTIVES

DIRECTIVE A: MAINTAIN EQUILIBRIUM BETWEEN THE REGION'S NATURAL ENDOWMENT AND MANMADE ENVIRONMENT.

Finding A-1: Basic Land Use Determinants

The natural scenic and recreation resources of the Lake Tahoe Basin provide the foundation for the private economy of the region with its reliance upon the tourist/recreation industry, and has been the justification for substantial public investment in both land acquisition and facilities to protect and enhance the public's opportunity to experience these resources. Land use and development within the region have focused on the accommodation of the visitor in second home and motel lodging, providing an opportunity for a broad segment of the public to experience the Tahoe Basin. At the same time, however, some of the land use patterns which have emerged have degraded the Tahoe experience they offer by encroaching significantly into the natural scenic amenities of the region, by creating visible scars, and by stimulating strip commercial development which obscures and obstructs the scenic resources and spawns congestion. Additionally, land uses have developed which are major attractors in and of themselves, increasing the overall attraction of the region to the point that demand for access cannot be accommodated within the constraints of protecting the unique natural scenic and recreation resources of the region.

Finding of Concern: Historic land use patterns and commitments along with development of primary attractors which do not enhance the public's relationship to natural scenic and recreation resources of the region have diminished these resources in some areas and pose the prospect of significant degradation of the quality of the experience they offer.

Goal A-1: Establish a land use pattern based upon protection of the natural scenic and recreation resources of the region and the provision and enhancement of the public's opportunity to experience and utilize those resources.

Objective: Within the constraints of private property rights, establish and support policies to 1) bring existing land use patterns into closer conformance with the constraints of natural scenic and recreation resources, 2) encourage land uses and land use patterns which enhance the ability of the public to experience and utilize these natural resources, and 3) prevent the creation or expansion of primary attractors which do not enhance the ability of the public to experience and utilize these natural resources.

POLICIES

A-1-a: In consideration of equity and the provision of allowance for reasonable use, a single family residential dwelling unit shall be allowed on any private lot or parcel of record in the Tahoe Basin prior to February 10, 1972.

A-1-b: The basic land uses permitted in the Tahoe Basin shall be established by the land use district map of the Tahoe Region identifying the location and extent of the following land use districts:

General Forest: To identify and preserve the natural scenic and low intensity recreation resources of the region; to protect delicate natural environments critical to preservation of the scenic and recreation resources of the region; and to provide for resource management. (no residential uses)

Recreation: To identify and provide for appropriate public and/or private use of Basin lands suitable for more intensive recreation responding directly to the unique natural character of the Tahoe Basin. (no residential uses)

Historic Preservation: To recognize neighborhoods or other areas identified as having historic significance and provide for their preservation. (existing density)

Limited Rural Estates: To recognize poor capability, pre-existing lots, or parcels granted some development opportunity, but where additional subdividing or parceling is prohibited. (maximum 1 unit/parcel)

Rural Estates: To recognize areas appropriately committed to very low density residential uses. (maximum 1 unit/acre)

Low Density Residential: To recognize areas appropriately committed to low density residential uses. (maximum 4 units/acre)

Medium Density Residential: To recognize areas appropriately committed to medium density residential uses. (maximum 8 units/acre)

High Density Residential: To recognize areas appropriately committed to high density residential uses. (maximum 15 units/acre)

High Density Apartment: To recognize areas appropriately committed to high density residential uses, but which will be restricted to apartment development. (maximum 15 units/acre)

Medium Tourist Residential: To recognize areas appropriately committed to low intensity tourist accommodation. (maximum 25 motel units/acre)

Tourist Commercial: To recognize areas appropriately committed to high intensity tourist accommodation uses. (maximum 40 motel units/acre)

General Commercial: To recognize areas appropriately committed to commercial uses. (no residential uses)

Light Industrial: To recognize areas appropriately committed to light industrial uses. (no residential uses)

Public Service: To recognize areas appropriately committed to public service uses. (no residential uses)

Development Reserve: All areas not falling within one of the above categories shall be considered Development Reserve. Development, subdivision or parceling within these areas shall be permitted only pursuant to a specific plan for the area and associated General Plan amendment approval under the terms of policy C-1-c.

Planned Unit Development: To recognize development pursuant to a specific plan approved by TRPA either through the Development Reserve process, or for the rehabilitation or renewal of an existing developed area.

A-1-c: New land uses which threaten to attract persons to the Tahoe Basin for reasons other than the opportunity to experience and utilize the unique natural scenic and recreation resources of the region or base industries which do not service the public's experience and utilization of those resources shall not be permitted.

A-1-d: In the evaluation of potential land uses, consideration shall be given to the protection of the public health, safety and welfare.

A-1-e: The TRPA shall actively encourage and support any public land acquisition or development proposals within the region which will preserve or enhance the natural scenic and recreation resources of the region or the ability of the public to experience or utilize these resources.

A-1-f: Regional transportation corridors shall be established by the land use district map. These corridors shall identify existing regional transportation routes and potential transportation corridors recognized through formal Governing Board action. Development of regional transportation corridors shall be limited to those established by the land use district map.

DIRECTIVE B: ENCOURAGE THE WISE USE AND CONSERVATION OF THE WATERS OF LAKE TAHOE AND SURROUNDING RESOURCES.

Finding B-1: Water Quality

The unparalleled purity and clarity of the waters of Lake Tahoe have long been among the most treasured of resources for both the residents of the Tahoe Basin and for the States of California and Nevada and the Nation. To protect that resource from degradation resulting from man's presence, major commitments have been made by the residents of the region and at the State and Federal levels that have resulted in the sewerage of the Basin and the effective removal of sewage as a threat to the quality of Lake Tahoe. With this done, however, it has become apparent that sewage was not the only threat to maintenance of the extraordinary water quality of Lake Tahoe. So pure is that water that the process of sedimentation and the transport of nutrients from stormwater runoff have an impact upon it. While these are natural processes, evidence indicates that disturbance of Basin lands by man's activities and the materials transported from the streets and parking areas of the region are significantly accelerating these processes.

Finding of Concern: Man's activities within the Tahoe Basin are contributing to a continuing degradation of the Lake Tahoe water quality.

Goal B-1: Eliminate water quality degradation resulting from man's activities.

Objective: Achievement of State and Federal water quality standards applicable to Lake Tahoe.

POLICIES

B-1-a: The Land Capability Classification System for Lake Tahoe shall be a basic consideration in land use with lands not committed to development and falling within high hazard land capability levels (capability levels 1&2) classified either General Forest or Recreation, whichever is most appropriate.

B-1-b: Impervious surface land coverage associated with new development shall be limited based upon the land capability level (-) on the subject property, in accordance with the coverage limitations recommended for the system.

B-1-c: All construction and development activities within the Tahoe Basin shall provide for the control of erosion and sedimentation, with the emphasis on source control and the minimizing of disturbance.

B-1-d: Construction and development activities undertaken on high or moderate hazard lands (capability levels 1-4) shall be subject to special construction standards to control erosion and sedimentation.

B-1-e: To the maximum extent possible, development on lands which include a stream environment zone shall be confined to areas outside the stream environment zone boundary.

B-1-f: The clean up of existing erosion and runoff problems on both public and private lands shall be actively encouraged and supported, with the highest priority given to existing problems on high hazard lands and runoff management on large areas of impervious surface utilized by vehicles.

B-1-g: TRPA shall actively support and require compliance with state mandates for the collection and export of sewage and solid waste from the Tahoe Basin.

Finding B-2: Water Supply

Though Lake Tahoe itself is extraordinarily large, it is at the headwaters of a watershed which has a limited hydrologic budget and many competing interests for use of its waters. Recognizing this, the States of California and Nevada have entered into a compact apportioning that annual hydrologic budget among the various interests along the bistate Truckee River Watershed. Based upon the limitations of that compact, it is projected that water conservation measures and some redistribution of water supplies within the Basin will be required to meet the projected needs of the region.

Finding of Concern: Water supplies within the Tahoe Basin are limited and will require conservation and coordination of supplies within the region as demand increases.

Goal B-2: Maximize water efficiency of water use within the region.

Objective: Develop and apply standards to maximize efficiency in water use for permitted land uses.

POLICIES

B-2-a: Through the local water and sewer districts establish appropriate building code and retrofitting standards to insure optimal efficiency in the use of water resources within the region.

B-2-b: TRPA shall actively encourage and support efforts by appropriate state regulatory agencies to establish and implement strong controls over water rights within the region.

B-2-c: TRPA shall actively encourage and support the consolidation of water systems to assure more economic distribution and use of water and to facilitate optimal fire protection capabilities.

B-2-d: An adequate supply of water to support fish, wildlife and vegetative resources of the region shall be assured.

Finding B-3: Air Quality

The Lake Tahoe Basin is a high mountain environment and one of the natural resources valued heavily in the experience of that environment is clear fresh air. Though historic data upon which to assess long term trends is lacking, monitoring evidence indicates that the air of the Tahoe Basin experiences occasionally high levels of pollutant concentrations and visibility degradation. The nature of these pollutants and the circumstances in which they occur indicate that they are largely the result of man's activities and that man's activities within the Tahoe Basin are contributing significantly to these concentrations.

Finding of Concern: Man's activities within the Tahoe Basin are contributing to degradation of Lake Tahoe Basin air quality.

Goal B-3: Eliminate air quality degradation resulting from man's activities.

Objective: Achievement of State and Federal air quality standards applicable to Lake Tahoe.

POLICIES

B-3-a: New land uses which threaten to contribute significantly to an existing or projected violation of a State or Federal air quality standard shall not be permitted.

B-3-b: In recognition of the contribution of the automobile to documented air quality problems within the region, TRPA shall actively encourage and support efforts to reduce automobile congestion and to provide alternative modes of transportation to reduce the reliance upon the automobile.

B-3-c: New land uses which threaten to create point sources significantly degrading air quality in the region or a portion thereof shall not be permitted.

B-3-d: Responsible agencies for land uses or land use activities within the Tahoe Basin shall undertake such measures as are necessary to minimize the amount of exposed soil or surface material susceptible to airborne suspension.

Finding B-4: Wildlife

Wildlife is a natural resource traditionally valued in the forest and mountain environment. While the Tahoe Basin has retained a broad spectrum of wildlife, the influence of man's presence and the extensive development within the Tahoe Basin has been felt, with a number of formerly common species having been driven from within the Basin to less impacted areas. Recognizing this trend and the importance of considering wildlife and fisheries habitat in planning and carrying out land use decisions, steps have been taken to reduce the threats from man's activities to particularly fragile habitat areas. Despite these efforts there remains a potential for additional encroachment into critical habitat types and areas.

Finding of Concern: Man's activities continue to pose a threat to certain fish and wildlife habitat.

Goal B-4: Protect fish and wildlife of the region through protection and enhancement of areas identified as important fish and wildlife habitats.

Objective: Identification and protection of important fish and wildlife habitat areas.

POLICIES

B-4-a: Areas identified as important wildlife habitats shall be placed in the General Forest land use district, with uses restricted to those consistent with protection of the subject wildlife and maintenance and enhancement of the habitat.

B-4-b: Areas within Lake Tahoe or its tributary streams and lakes identified as important fish habitat shall be protected by prevention of land use activities within or adjacent to the particular waters which would pose potential threat to the subject habitat.

B-4-c: TRPA shall actively support and encourage efforts to protect and enhance fish and wildlife habitat within the Tahoe region by public or private parties.

Finding B-5: Noise

Tranquility and the sounds of nature are traditionally valued components of the mountain experience. Development within the Tahoe Basin, increasing use of motorized boats and vehicles, and increased aircraft activities have extended man-generated noises over increasing areas of the Tahoe Basin. Though some agencies have begun to address the problem, little has been done to contain or control it.

Finding of Concern: The tranquility of the Tahoe Basin is increasingly disrupted by noise generated by man's activities within the region.

Goal B-5: Bring man-generated noise within a level appropriate for permitted land uses.

Objective: Develop and apply noise standards for different land use areas.

POLICIES

B-5-a: Land use or related activities generating noise levels inappropriate for the surrounding land uses shall not be permitted.

Finding B-6: Energy

Traditional energy resources relied upon for energy needs in the Tahoe Basin, as elsewhere, are increasingly recognized to be finite, with considerable uncertainty evidenced nationally regarding the future stability of these resource supplies. The inefficient use of energy resources within the Tahoe region poses both the prospect of contributing to inordinate drain on these national resources and the prospect of greater impact should the allocation of those resources for use in the Tahoe Basin be curtailed temporarily or permanently. Though some portions of the Basin are becoming more concerned and attentive to this issue, evidence suggests that the energy resources can be more efficiently utilized within the Basin.

Finding of Concern: Energy conservation is a national concern. The energy resources can be more efficiently utilized.

Goal B-6: Maximize energy efficiency within the region.

Objective: Develop and apply standards which maximize energy efficiency in permitted land uses.

POLICIES

B-6-a: Energy related building code sections utilized by Tahoe Basin governments shall be standardized to effectuate optimum energy efficiency for new development within the region.

B-6-b: TRPA shall encourage and support programs to upgrade existing structures within the Tahoe Basin to more energy efficient standards.

B-6-c: Signing and exterior lighting for purposes other than the public health, safety and welfare shall not be permitted to utilize excessive energy.

B-6-d: TRPA shall actively encourage and support proposals for application of alternative energy systems within the region, which show promise of reducing demand on traditional energy sources from a given land use.

Finding B-7: Natural Degradation

A number of natural processes are at work in the Tahoe Basin which are contributing to the degradation of natural resources of the region as they presently exist. Among these processes are natural erosion and sedimentation, lightning caused fires, and the disease and infestation caused impacts on vegetation. Some of these processes can be influenced by man's activities to minimize negative impacts.

Finding of Concern: Certain natural processes and influences are contributing to unnecessary degradation of the region's natural resources.

Goal B-7: Minimize the contribution of natural processes to the degradation of Tahoe resources where it is possible to do so without significantly upsetting natural balances within the region.

Objective: Identify those natural processes which are subject to influence in a positive way through man's activities.

POLICIES

B-7-a: TRPA shall actively encourage and support a coordinated program of forest management for the Tahoe Basin, to include fuel management and fire protection, disease and insect infestation control, and stand improvement programs.

B-7-b: TRPA shall actively encourage and support efforts to control erosion and sedimentation from areas disturbed by unusual natural phenomenon such as forest fires or land slides.

DIRECTIVE C: PROVIDE FOR ORDERLY DEVELOPMENT

Finding C-1: Growth Rate

The rate and pattern of growth in the Tahoe Basin has been highly volatile over the past decade, with periods of rapid growth spawned by market influences and concern regarding probable governmental actions, and periods of very restricted growth due to public infrastructure limitations and regulatory actions. This volatility has severely impacted some local economies and governmental and public service entities, which require more stable and predictable growth patterns to facilitate both planning and capital programming.

Finding of Concern: A more stable and predictable growth pattern is required to facilitate governmental effectiveness and stabilize local economies.

Goal C-1: Stabilize the local economy by assuring a predictable growth pattern.

Objective: Development and implementation of growth management mechanisms to establish appropriate growth rates and allocate identifiable development capacities.

POLICIES

C-1-a: The maximum growth rate permitted on private lands within each of the six local government jurisdictions of the region will be 5% per year of the remaining residential buildout capacity identified within that jurisdiction and 5% per year of the remaining tourist residential/tourist commercial buildout capacity identified within that jurisdiction.

C-1-b: Residential or tourist development at the maximum growth rate or development of other land uses shall be permitted only upon the finding on a project by project basis that there is sufficient capacity or capability in the required public facility or service systems to accommodate the proposed project. A finding by the TRPA Governing Board that a particular system is at or beyond effective capacity will be grounds for prevention of any additional growth which would impact that particular system.

C-1-c: Development of areas designated development reserve shall be considered separate from the maximum 5% growth rates and shall be allowed only upon satisfaction of all of the following:

- The development is pursuant to a specific plan approved by the elected board of the appropriate local government and by the TRPA Governing Board, based upon a finding of community need and benefit.
- The appropriate General Plan amendment to secure the Planned Unit Development land use district classification to allow the plan has been approved by the TRPA Governing Board.
- The TRPA Governing Board finds that the project will not cause or contribute significantly to violations of the environmental standards established pursuant to policies B-1 through B-7.

- The TRPA Governing Board finds that the projected 5 year development of the project in question can be accommodated over and above the maximum 5% growth rate within the 5 year public facility and service plans of all the local agencies and/or utilities required to service the projected development.

Finding C-2: Public Infrastructure

The provision of public facilities and services such as adequate transportation systems, energy and sewage systems and fire protection are necessary components of development. The combination of lack of a stable and predictable growth rate and pattern and occasional lack of adequate planning and/or funding has resulted in failure of the public infrastructure to keep pace with development in some portions of the Tahoe Basin. This has resulted in limitations and deficiencies in public facilities and services that threaten to constrain development at levels below that which would be permitted by the Land Use Element of the General Plan.

Finding of Concern: Limitations and deficiencies of public infrastructure threaten to constrain development at levels below that permitted by the Land Use Element.

Goal C-2: Improve the public services and facilities to accommodate existing development and provide for coordination of permitted future development with the provision of adequate public facilities and services.

Objective: Identify and eliminate deficiencies and establish a process to closely coordinate public infrastructure with permitted future development.

POLICIES

C-2-a: Five year capital improvement and public service plans shall be submitted for TRPA acceptance by local agencies and utilities involved in the following service areas:

- Water
- Sewer
- Transportation (including public roads)
- Schools
- Fire Protection
- Police Protection
- Solid Waste
- Energy

The five year plans shall identify current operating levels and system capacities (where applicable), projected capital improvements, projected service improvements, and the general framework for financing the current operation and projected improvements. The plans shall be updated annually to document changes in operating levels and system capacities, capital and/or service improvements accomplished within the past year, and any changes in the projected improvements.

C-2-b: TRPA shall actively encourage and support capital and service improvements necessary to maintain the permitted growth rates.

Finding C-3: Residential/Tourist Accommodation

The tourist/recreation industry is the dominant element of the Tahoe economy. Sustained vitality of that industry is dependent upon the accommodation of both visitors to the Tahoe Basin and a residential employment base to service the industry. Though both the visitor and resident are being accommodated through existing land use, evidence suggests that there is increasing competition for that accommodation and that the low-moderate income resident that makes up the bulk of the community's employment base is facing increasing difficulty in securing adequate housing. Land use commitments have been made which threaten to place increasing pressure on both the resident and visitor markets, with the prospect that the low-moderate income household will be at an increasing disadvantage in the housing market.

Finding of Concern: Current market trends indicate an increasing threat to the necessary balance between visitor accommodation and the accommodation of an employment base to service the tourist/recreation industry.

Goal C-3: Provide for and insure a balance between visitor and permanent resident accommodation.

Objective: To establish a growth management mechanism to assure a proper balance of visitor and resident accommodation.

POLICIES

C-3-a: TRPA shall actively encourage and support efforts to prevent discrimination based upon race, color, religion, sex or national origin in the accommodation of visitors and residents within the Tahoe Region.

C-3-b: In order to more directly assess and influence the provision of resident and visitor accommodation, the uses permitted in the tourist residential and tourist commercial land use districts shall be confined to those which service directly the accommodation of visitors, with those uses servicing primarily residents confined to other land use districts as appropriate.

C-3-c: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base of the region, residential land uses permitted in the High Density Apartment land use district shall be restricted to apartment development, with condominium or cluster units requiring tentative maps relegated to other residential districts.

C-3-d: In order to encourage the provision of low and moderate income housing necessary to sustain the employment base within the region, priority in the allocation of development opportunities within residential areas or for development reserve plans, pursuant to policies C-1-a through C-1-c, shall be given to projects directly addressing the low and moderate income housing needs of the region.

C-3-e: The TRPA shall actively encourage and support efforts to provide low and moderate income housing within the region, particularly efforts by base industry employers to provide employee housing.

Finding C-4: Public/Private Land Use

The public investment in the Lake Tahoe Basin is extensive, including substantial land acquisition and capital improvement funding for facilities such as sewage collection and

treatment systems. Extensive development pressures on private lands within the Basin coupled with limitations in infrastructure capacities threaten to prematurely constrain utilization of Basin public lands and inhibit the realization of public benefit from the capital and land acquisition investments within the region.

Finding of Concern: Extensive development pressures on private lands within the Basin coupled with limitations in infrastructure capacities threaten to prematurely constrain utilization of Basin public lands.

Goal C-4: Insure the provision of sufficient public infrastructure capacities to service the development and utilization of the Tahoe Basin's public lands.

Objective: Identify potential infrastructure requirements of Basin public lands and provide for such requirements in infrastructure planning.

POLICIES

C-4-a: In the allocation of public facilities and services, the development of facilities to accommodate the general public on public lands shall have a priority over development on private lands, with the adopted five year improvement programs for public lands being considered as commitments of capacity and services by local agencies and/or utilities in their five year capital improvement and public service plans.

Finding C-5: Differing Tahoe Communities

Geographic, economic and governmental influences have contributed to evolution of differing character and needs among the various Tahoe communities. The land use relationships in the City of South Lake Tahoe differ significantly from those in Incline, for example. This was recognized in the urban design studies undertaken in the Basin by TRPA and is reflected in the differing local plans and concerns.

Finding of Concern: The various communities of the Basin have evolved differing characters and problems.

Goal C-5: Within the general constraints of the Regional Plan, recognize the differing needs and provide for solution of the differing problems of the Basin's various communities.

Objective: In concert with local interests, integrate local considerations into the Regional Plan and policy framework.

POLICIES

C-5-a: Within the constraints of General Plan policy, the TRPA Land Use District Map shall recognize to the maximum degree the policies and desires of the respective Tahoe Region local governments.

C-5-b: In recognition of the traditional intensity of High Density Residential, Tourist Commercial, General Commercial, and Light Industrial uses within the region and the benefits of concentrating these land uses, allowances shall be made for deviations from strict adherence to the land capabilities system coverage limitations for these uses.

DIRECTIVE D: PRESERVE SCENIC BEAUTY

Finding D-1: Scenic Resources

Though the Tahoe Basin remains an extraordinarily scenic area, specific land uses and types of development in certain portions of the Basin have encroached on scenic resources through extension of urbanization into open scenic areas and through the scarring of some visually vulnerable areas.

Finding of Concern: Certain public and private development has significantly degraded scenic resources of the Tahoe Region.

Goal D-1: Protection of existing scenic resources and rehabilitation of areas of significant degradation.

Objective: Identification of areas in need of rehabilitation, designation and protection of scenic areas and scenic corridors, and development of aesthetic and architectural standards for permitted land uses.

POLICIES

D-1-a: The backdrop steep slope and ridge areas, meadowlands and stream-front and lakefront lands of the Basin shall be recognized as unique scenic resources of the region, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes the visual impact upon the scenic resource where development commitments are recognized.

D-1-b: New development or land use activities adjacent to scenic corridors identified on the land use district map shall be limited to that which enhances the public health, safety or welfare, or that which enhances directly the ability of the public to experience and utilize the scenic or recreation resources along the corridor.

D-1-c: The TRPA shall actively encourage and support the rehabilitation of areas which have experienced significant visual degradation.

D-1-d: The TRPA shall actively encourage and support the establishment of design and architectural standards by local governments within the region.

DIRECTIVE E: PRESERVE RECREATION OPPORTUNITIES

Finding E-1: Recreation Resources

The natural environment of the Tahoe Basin offers a unique combination of summer and winter recreation resources. Public and private investment has developed these resources and provided for their protection and utilization in many areas. In some instances, however, encroachment of urbanization and uncontrolled or overly intensive use has degraded these resources.

Finding of Concern: In some instances encroachment of urbanization and uncontrolled or overly intensive use has degraded these resources.

Goal E-1: Preserve and rehabilitate the natural recreation amenities of the region.

Objective: Identification and protection of areas having outdoor recreation potential and development of policies to prevent overuse of those areas.

POLICIES

E-1-a: Beaches and other areas having outstanding potential for public or private recreation uses responding directly to the unique natural character of the Tahoe Basin shall be recognized as unique natural resources, with said lands placed in General Forest or Recreation land use districts where appropriate, or with development on said lands limited to that which minimizes uses inconsistent with those potential recreation uses where development commitments are recognized.

E-1-b: Recreation uses which enhance the visitor attraction to the Tahoe Basin, but which do not respond directly to the unique natural character of the region, shall be discouraged.

E-1-c: Summer and winter off-road vehicle use shall be limited to areas specifically identified on the land use district map.

Finding E-2: Recreation Opportunities

The realization of the public value of the Tahoe Region and the economic well being of the Tahoe communities are dependent upon the ability of the public to experience and utilize the natural recreation resources of the region. Public and private investment have made available a wide variety of recreation amenities, but continued growth within the region will require that more of the recreation opportunities and potential within the region be realized.

Finding of Concern: Continued growth within the region will require that more of the recreation opportunities and potential within the region be realized.

Goal E-2: Make available a broad range of unique recreational resources compatible with the preservation of those resources.

Objective: Master planning of recreation opportunities and policies to provide access and utilization.

POLICIES

E-2-a: TRPA shall actively encourage and support the development of identified recreation resources to accommodate public or private recreation uses which respond directly to the unique character of the Tahoe Region.

E-2-b: TRPA shall actively encourage and support the master planning of Basin public recreation opportunities through coordination of local, state and federal planning activities.

Finding E-3: Historic Preservation

The Indian and pioneer history of the Tahoe Basin and the subsequent development of the Tahoe communities pose a rich historical and cultural heritage which contributes

to the significance and attraction of the region. Despite much research in identifying the historic and cultural resources of the region, many of them are unprotected and threatened by deterioration or encroachment of land uses inconsistent with their preservation.

Finding of Concern: Many of the significant cultural and historic resources of the region are unprotected and threatened by deterioration or encroachment of land uses inconsistent with their preservation.

Goal E-3: Provide for the protection of significant historical and cultural sites within the Tahoe Basin.

Objective: Inventory and protect identified sites of cultural and historical significance (recreation element).

POLICIES

E-3-a: Any new land uses or activities potentially impacting historic or cultural sites, routes or neighborhoods identified on the TRPA Land Use District Map shall be permitted only upon a finding by the TRPA Governing Board that every reasonable effort is being made to insure the protection and preservation of the site, route or neighborhood in question.

E-3-b: TRPA shall actively encourage and support efforts to secure the permanent protection of historic and cultural sites of significance within the region through public policy in the case of publicly held lands or through voluntary action by private land owners in the case of sites on private lands.

DIRECTIVE F: ENHANCE GOVERNMENTAL EFFECTIVENESS

Finding F-1: Governmental Coordination

The Tahoe Basin governmental structure involves a complex interrelationship between agencies at the special district, local, regional, state and federal levels. Successful planning to solve existing problems, and promote environmental protection and orderly development requires the active participation and coordination of all these levels in pursuit of common objectives. As the planning of TRPA becomes more comprehensive in addressing issues related to land use and growth in the Tahoe Region, the potential for duplication of effort and inconsistencies between TRPA activities and those of other agencies increases.

Finding of Concern: As the planning of TRPA becomes more comprehensive in addressing issues related to land use and growth in the Tahoe Region, the potential for duplication of effort and inconsistencies between TRPA activities and those of other agencies increases.

Goal F-1: Maximize the involvement of all effected agencies in the regional planning and implementation processes.

Objective: Establish formal coordination mechanisms for both planning input and review and program and capital expenditure coordination.

POLICIES

F-1-a: TRPA shall, to the maximum degree feasible without obviating its basic decision-making responsibilities, recognize and utilize the technical expertise represented on the various local, state, and federal agencies involved in Tahoe affairs in its planning and regulatory activities.

F-1-b: TRPA shall seek to coordinate the five year capital improvement and public service plans of the various local agencies and utilities with one another to insure maximum consistency and coordination in support of the overall regional objectives.

F-1-c: TRPA shall actively encourage and support the establishment of formal consolidated planning and implementation mechanisms for the region in the areas of water resource management, public land management, recreation resource development, and transportation, recognizing the regional scale of these endeavors.

Finding F-2: Coordination with Forest Service

Lands within the Tahoe Basin under Forest Service management include much of the Basin's natural scenic and recreation resources and much of the potential for public experience and utilization of those resources that is called for under the TRPA plan. These lands do not fall under the jurisdiction of the TRPA, however, requiring particularly close coordination between TRPA and the Forest Service in planning and regulation of Basin lands.

Finding of Concern: There exists a strong interrelationship between the plans and activities carried out on Basin lands managed by the Forest Service and those lands falling under the direct influence of TRPA.

Goal F-2: Maximize the coordination of TRPA and Forest Service programs.

Objective: Establish mechanisms to secure the coordination of TRPA and Forest Service planning and regulation.

POLICIES

F-2-a: In recognition of the federal investment in the Tahoe Basin and the central role of the U.S. Forest Service in the protection and enhancement of the public's ability to experience and utilize the unique natural scenic and recreation resources of the region, TRPA shall, to the maximum extent consistent with overall Compact directives, integrate the plans and requirements adopted for the federal lands of the Basin into the TRPA Regional Plan.

F-2-b: TRPA shall actively encourage and support the integration of the Regional Plan and its implementation into the plans and activities of the Forest Service on the federal lands of the Basin.

Finding F-3: Revenue

The correction of existing problems and the coordination of public facilities and services with land use will require extensive commitment of monies for both capital improvements and operation and maintenance. The governmental entities of the Tahoe Region are already severely constrained financially and it is likely that complete implementation of these programs will require commitment of revenue beyond the present capabilities of the involved governmental agencies.

Finding of Concern: The correction of existing problems and the maintenance of coordination between public facilities and services and land use will require commitment of capital beyond the present capabilities of the involved governmental agencies.

Goal F-3: Identification and development of alternative sources of revenue for pursuit of Regional Plan goals.

Objective: Increase the revenue available to local or regional agents for application directly to the solution of identified regional problems.

POLICIES

F-3-a: TRPA shall actively encourage and support efforts to secure additional revenue to be applied directly to the solution of identified regional problems.

IMPACT ASSESSMENT

METHODOLOGY

GABBY

The following assessment has been extracted largely from A Study of the Impacts of Alternative Land Use Plans for the Lake Tahoe Basin, produced for TRPA and the U.S. Forest Service by the consulting firm of David M. Dornbusch & Company (February, 1978) under a HUD grant. This document culminated a year long study of alternative land use plans, which included development and utilization of a computer model for assessing the social, economic and environmental impacts of various land use scenarios. The model, code named "GABBY", considered both internal growth and development processes and the influence of external demand. Also utilized in the final report by Dornbusch was the transportation model prepared by the California Department of Transportation on the basis of extensive data gathered during the 1974 Tahoe Regional Transportation Study survey undertaken jointly by TRPA, the California Tahoe Regional Planning Agency, Caltrans and the Nevada Highway Department. To facilitate pursuit of more detail on points discussed in this assessment, it has been patterned closely after the Dornbusch report in the categories of impact assessment and their organization within the document.

Alternatives (See table, page 19)

The Dornbusch Study utilized GABBY to document comparative impacts of six different land use alternatives for the Tahoe region. These alternatives ranged in permitted growth levels from a freezing of land use totally at 1975 levels (Alternative #1) through a doubling of the densities permitted under the 1971 TRPA General Plan (Alternative #6). The table on the following page summarizes the six alternative land use scenarios analyzed in the Dornbusch report.

Alternative #3 from the Dornbusch Study most closely approximates the net impact of the basic land use policies proposed for the revised General Plan. The major point of exception is that provision is made for development on good capability lands outside existing urban areas through Policy C-1-c, the provision relating to Development Reserve areas. This provision allows some expansion beyond Alternative #3 under certain criteria of environmental protection, public service availability and community need.

Alternative #5 most closely approximates the net impact of the land use policies applied through the 1971 TRPA General Plan.

Point of Analysis

For purposes of this environmental assessment, two fundamental points of comparison are appropriate. Given the policy recommendations and their impacts as suggested by GABBY and other analysis, the key question becomes one of the degree of change. The question will be addressed in this report from two perspectives: Change from the existing condition (represented by Alternative #1), and change from the conditions suggested for continuation of the current General Plan (represented by Alternative #5).

TABLE I-7
SUMMARY TABLE: DESCRIPTION OF THE SIX ALTERNATIVES

Alternative	Land Use	Recreation	Transportation
1	No change from 1976.	Completion of Park Tahoe casino by 1978.	Bypass around Tahoe City. Loop roads at north and south Stateline.
2	Development within existing urban areas in accordance with land capability system coverage restrictions.	No new casinos beyond 1977. Fifteen miles of new trails.	Bus lanes added to Highway 50 at South Lake Tahoe. Expansion of public transit.
3	Infilling of urban areas to present densities. Special construction regulations for low and moderate capability lands.	Completion of Park Tahoe casino by 1978. Construction of three day-use areas and five campgrounds.	Same as Alternative 1, with expansion of transit operations in proportion to population growth, and bypass around south Stateline.
4	Infilling as per Alternative 3. Expansion of development to good capability lands (5 - 7) outside of urban areas, to regions designated in 1971 General Plan.	Same as Alternative 3, with three more casinos plus one major expansion, ten more miles of trails, and two more campgrounds. Acquisition of one-half mile of beachfront for public use.	Same as Alternative 3, with local roads to service new development, limited access road from South Lake Tahoe airport to Stateline, and bus loop system in north Tahoe.
5	Infilling as per Alternatives 3 and 4. Expansion of development to all lands designated in 1971 General Plan. Special construction regulations for low and moderate capability lands (1 - 4).	Same as Alternative 4, with fifteen additional miles of trails, one additional day-use area and two additional campgrounds.	Same as Alternative 4, with expansion of Pioneer Trail and National Avenue, and increased development of water- and land-transit. Initiation of transit system to Carson Valley.
6	Infilling as per Alternatives 3, 4 and 5. Development in the same expansion areas as Alternative 5, but to higher densities.	Same as Alternative 4, but with two additional ski areas and a doubling of casino floor space in the North Shore and a tripling in the South Shore.	Same as Alternative 5, with two major new highways (North to South Shore, Echo Summit to Spooner Summit), two new two-lane access roads, and major modification of Highway 50 to Placerville. Improvement of transit systems.

Qualification

A necessary caution with respect to the approach being taken in this report is that GABBY was developed primarily to assess comparative impacts, rather than to make definitive projections about the future. Assumptions have been integrated into GABBY regarding a number of factors. These assumptions represent the most reasonable estimates available, but some of them are admittedly based upon relatively little hard data. An example of such an assumption is the integration into the model of a "dampener" which projects diminishing demand for access to Tahoe in certain use categories as a function of crowding. No detailed empirical studies have been made to establish such a factor, but judgement suggests that the phenomenon exists. The application of such factors uniformly to all alternatives therefore facilitates general impact comparisons, rather than definitive statements about the future.

It should also be noted that the model represents development as it might occur in a situation constrained only by permitted land use as determined by a regional land use plan. Failure to mitigate transportation or air quality problems, limitations on public facilities which cannot secure funding for expansion, policies of other public agencies, or similar influences independent of the basic land use plan of TRPA can exert direct impacts on the character of land use which actually occurs in the region. For the purposes of this land use analysis, however, these factors have been assumed to be manageable under the terms of the proposed plan.

Organization

To facilitate a more complete assessment of the impacts of the proposed plan, the first section of the Impact Analysis is a restatement of the findings in the Dornbusch Study relative to all six alternatives analyzed. The reader should keep in mind that the proposed plan would likely fall between Alternative #3 and Alternative #4 at complete build-out.

The second section of the Impact Analysis identifies impacts associated with policies contained in the proposed plan that were not incorporated in the Dornbusch analysis. These generally fall under the category of mitigation policies to reduce adverse impact in a particular area of concern.

COMPARATIVE ASSESSMENT - SIX ALTERNATIVES

Summary of Findings

Perhaps the most striking finding of this study is that the present transportation system at Lake Tahoe will not be able to accommodate the traffic loads in 1985 for even the lowest growth alternatives. The bypasses and loop roads specified for Alternatives 4 through 6 alleviate some traffic problems, but even these improvements are insufficient to accommodate the trips forecast beyond 1985. Likewise, major public transit improvements proposed under Alternative 2 appear unable to relieve the traffic congestion forecast for 1985. It appears that without major alterations to the transportation network, effective public transportation policies, or both, the road system will severely constrain even the low growth alternatives.

The environmental quality of the Basin may be protected through such a limit on growth, but many of the people who now visit Tahoe and who are sensitive to severe traffic congestion and delays will no longer visit the region if the congestion levels forecast

for Alternatives 2 through 6 are realized. On the other hand, if the road system is expanded to accommodate the simulated traffic volumes, then air quality levels are expected to fall below the accepted standards.

The development under the land use plans studied here is not constrained by the inadequacy of the road system in the Basin. While this allows the demonstration of the full impacts of the alternatives, most impacts discussed on the following pages are, beyond 1985, implicitly contingent upon transportation system improvements not currently specified by the alternatives. In comparing the alternatives, it is most important to keep this in mind.

Demographics (See tables, pages 22 & 23)

Through 1980, Alternatives 1 through 3 have considerably fewer residents than Alternatives 4 through 6. Later, the number of residents is distributed more evenly, with consistently higher populations for each higher-numbered alternative. By the year 2000, both the resident population and total visitor and resident population (PAOT) of the Basin begin to decline for Alternatives 1 through 3, in response to the Basin's crowding and decline in attractiveness. Alternatives 4 and 5 exhibit no growth in PAOT at this point, and are expected to show decreases in future years. Only Alternative 6 continues to show increases in population around the turn of the century, but eventually population increases under this alternative would also cease.

The household composition and the age structure of the population at any given time depend very much on the amount and type of economic activity allowed in the Basin. Thus, the higher growth alternatives will attract construction workers and their families as well as additional employees in the expanding resort industries. The latter category especially tends to consist primarily of single people or young couples. The low growth alternatives are characterized on the one hand by an aging and more stable resident population, and on the other hand by proportionally more second-home visitors. The latter are, while commanding permanent-type residential structures in the Basin, nevertheless rather infrequent users of their housing units there. However, they typically have larger families than do residents. Finally, the lower growth alternatives present a larger probability that there will be an increasing number of retirement homes in the Basin through a gradual conversion of second homes.

Private Sector Economics (See tables, pages 24 & 25)

The demand for homes in the Basin comes from both residents and those seeking a second home at Tahoe. The main variables affecting the demand are supply, price, household income, demographic structure, and environmental attractiveness of the area. All of these variables are affected to some degree by the alternatives. The lower growth scenarios will restrict housing supply and constrain earning potentials in the Basin, but will maintain high environmental quality. These factors all tend to increase the price of housing, and therefore favor the demand for second homes from relatively wealthy persons. The higher growth alternatives create more opportunities in relatively low paid jobs in the Basin and at the same time place fewer restrictions on the supply. These factors, together with a more rapid degradation of the environment, would tend to lower the rate of price increases for housing in the Basin. Nevertheless, as the demand from the residents remains strong, all the alternatives will lead to substantial increases in housing prices from present levels, although prices will probably be highest under the most restrictive alternatives. In less than ten years, average prices for a dwelling unit can be expected to range from \$90,000 to \$110,000.

Employment in the Basin varies in direct proportion to economic activity. The first two alternatives, having very little growth, will soon attain a stable level of employment.

TABLE II-1A
TOTAL NUMBER OF PEOPLE AT ONE TIME (PAOT)
IN THE BASIN, SUMMER^a
(1,000)

Year ^b	Alternative					
	1	2	3	4	5	6
1980	186	198	201	200	200	202
1985	204	246	269	283	284	291
1990	220	258	327	373	392	389
1995	226	266	350	449	490	571
2000	224	264	348	454	502	617

^aBoth summer and winter figures are printed by the model GABBY.

^bIn 1975 the PAOT was approximately 150,000.

TABLE II-1B
TOTAL NUMBER OF PEOPLE AT ONE TIME (PAOT)
IN THE BASIN, WINTER^a
(1,000)

Year ^b	Alternative					
	1	2	3	4	5	6
1980	87	86	90	89	89	90
1985	96	101	115	128	128	126
1990	104	111	136	160	167	166
1995	107	115	148	193	207	244
2000	106	113	147	195	213	266

^aBoth summer and winter figures are printed by the model GABBY.

^bIn 1975 the PAOT was approximately 150,000.

TABLE H-2A
RESIDENT SUMMER POPULATION
1985, 1995

Alternative:	1	2	3	4	5	6
<u>1985</u>						
El Dorado	25,530	32,720	39,540	50,250	51,790	56,030
Placer	12,670	16,790	16,990	22,565	22,120	23,490
Douglas	4,650	4,450	7,200	10,775	10,275	10,190
Washoe	5,650	7,565	9,790	13,260	13,150	14,090
Total Basin	48,500	61,500	73,500	96,850	97,300	103,800
<u>1995</u>						
El Dorado	25,530	29,810	37,450	51,065	51,580	65,760
Placer	12,670	15,300	17,490	32,510	33,030	48,995
Douglas	4,650	4,050	6,840	10,560	13,780	22,890
Washoe	5,650	6,890	9,760	12,780	12,560	15,810
Total Basin	48,500	56,050	71,500	106,900	110,950	153,450

TABLE H-2B
RESIDENT WINTER POPULATION—1985, 1995

(Total Basin)

Year	Alternative					
	1	2	3	4	5	6
1985	43,360	40,705	51,250	67,100	67,265	65,400
1995	44,185	42,580	53,490	76,110	79,260	106,270

TABLE H-3
SECOND HOME RESIDENTS—SUMMER, WINTER
1985, 1995

Alternative:	1	2	3	4	5	6
<u>1985</u>						
Summer	28,400	57,800	58,100	57,800	53,000	53,900
Winter	13,400	27,350	27,470	27,350	27,400	27,800
<u>1995</u>						
Summer	28,400	61,400	70,200	80,100	79,700	82,500
Winter	13,400	29,050	33,200	29,050	37,700	39,000

TABLE III.1-4
NEW AND EXISTING HOUSING UNITS, 1995

	Alternative					
	1	2	3	4	5	6
El Dorado						
New	0	10,180	16,900	20,390	21,770	25,170
Existing	14,590	14,590	14,590	14,590	14,590	14,590
Total	14,590	24,770	31,490	34,980	36,360	39,760
Placer						
New	0	5,480	7,470	15,030	15,490	22,380
Existing	7,240	7,240	7,240	7,240	7,240	7,240
Total	7,240	12,720	14,710	22,270	22,730	29,620
Douglas						
New	0	710	3,090	4,580	7,615	11,180
Existing	2,660	2,660	2,660	2,660	2,660	2,660
Total	2,660	3,370	5,750	7,240	10,275	13,840
Washoe						
New	0	2,480	4,970	5,510	5,610	6,310
Existing	3,240	3,240	3,240	3,240	3,240	3,240
Total	3,240	5,720	8,210	8,750	8,850	9,550
Basin^a						
New	0	18,850	32,430	45,510	50,485	65,040
Existing	27,730	27,730	27,730	27,730	27,730	27,730
Total	27,730	46,580	60,160	73,240	78,215	92,770

^aSums differ slightly from Table V-2 due to rounding error.

Industry	Alternative					
	1	2	3	4	5	6
Construction:						
1. Residential	0	0	0	0	0	0
2. Hotel/Motel	0	0	0	0	0	0
3. Casino	0	0	0	0	0	0
4. Other Nonresidential	0	0	0	0	0	0
5. Campground	0	0	0	0	0	0
6. Gaming	6,605	5,490	6,605	10,310	10,310	15,120
7. Hotel/Motel	890	1,240	1,690	2,070	2,350	2,805
8. Recreation	2,140	2,450	3,210	3,970	4,340	4,700
Total Major	9,630	9,180	11,510	16,350	17,000	22,630
9. Agriculture & Forestry	60	60	60	60	60	60
10. Manufacturing	460	445	560	800	835	1,130
11. Transportation & Utilities	900	860	1,080	1,550	1,610	2,180
12. Wholesale Trade	145	140	175	250	260	350
13. Retail Trade	3,280	3,145	3,960	5,660	5,900	7,980
14. Finance	1,310	1,260	1,580	2,260	2,360	3,190
15. Business Services	980	940	1,180	1,690	1,760	2,380
16. Medical & Legal	470	455	570	820	850	1,150
17. Educational Services	760	730	920	1,320	1,370	1,860
18. Miscellaneous Services	400	390	490	700	720	930
19. Government	680	650	820	1,170	1,220	1,655
Total Minor	9,455	9,070	11,405	16,270	16,965	22,910
All Industries	19,090	18,250	22,910	32,620	33,970	45,540

TABLE III.3-2
AVERAGE RESIDENT INCOME
1985 and 1995^a

Alternative:	1	2	3	4	5	6
<u>1985</u>						
Per Capita	8,110	6,270	6,660	6,440	6,420	6,050
Per Household	22,700	17,500	18,650	17,500	18,000	16,900
<u>1995</u>						
Per Capita	8,260	6,930	6,850	6,500	6,550	6,360
Per Household	23,120	19,410	19,185	19,410	18,330	17,800

^a1975 = \$6,548 per capita and \$18,334 per household.

The other alternatives show a steady increase in employment as long as residential and commercial construction activity continues. In addition, employment gets a significant boost whenever new casinos are built. Characteristic of all the growth alternatives is that when build-out is reached, a decline in employment sets in before it levels off to an equilibrium level. The faster the growth, the higher is the unemployment at build-out.

Although there are no significant differences among the alternatives in terms of seasonality in total employment--total winter employment remains approximately three-quarters of total summer employment--there are many differences in the employment by industry. Resident services and professional jobs are relatively more important in Alternatives 1 and 2, whereas employment in the hotel/motel and the retail sectors are the most important in Alternative 3. Gaming is the dominant sector in each of the alternatives but it is most important under the high growth alternatives. Retail trade likewise assumes increasing importance as greater numbers of residents and visitors depend upon the sector's services. Thus, it can be seen that the high growth alternatives provide more opportunities for relatively unskilled persons to work and live in the Basin whereas the lower growth alternatives tend to favor, in economic terms, "second homing" and other visitation to the Basin by those who derive their income from outside the Basin.

Residents' personal income is derived directly from employment by industry in the Basin. Thus, the income differences among the alternatives reflect the earning differentials among the employment sectors. The higher growth alternatives, being dominated by casino workers and other visitor-serving employees, therefore exhibit the lowest household incomes despite the fact that these households often have more than one wage or salary earner. Because productivity is not predicted to improve in any of the major industries in the Basin, no alternative shows an increase in real incomes over present levels, except for Alternative 1 which is able to retain relatively more of the higher paid professions.

All alternatives, except for Alternative 2, will develop demand for non-motel commercial floor space in excess of the available supply by the latter part of the 1980's. Motel and other commercial development will then compete for the remaining land zoned TC (tourist commercial) unless residential land is freed for commercial use or higher commercial densities than are used today become common. (Commercial expansion would also increase the amount of land needed for parking.) If commercial development therefore reaches build-out before the residential land supply is exhausted, an imbalance between the two types of development is suggested.

Public Sector Economics (See table, page 27)

Public revenues and public costs in the Basin increase with the number of residents and visitors. However, whereas the increase in revenues is roughly proportional to the increase in the number of people, the public costs tend to increase in a stepwise fashion due to the large capital expenditures required. The balance between revenues and costs in any particular area or district depends not only upon the geographical distribution of people (who generate the costs) and property (generating much of the revenues) under any given alternative, but also on the existence of unused capacity among the providers of public services.

For the Basin as a whole, further development appears to generate more revenues than public costs, implying lower property taxes per average property taxpayer under the higher growth alternatives. The result, however, is contingent upon the continuation of present revenue formulae and conservative assumptions about increases in public costs. Under the high growth alternatives, the Nevada side of the Basin would reap

TABLE IV.3-1
TOTAL PUBLIC COST AND REVENUES—1985, 1995

(\$1,000,000; 1975 Dollars)

<u>1985</u>	Alternative					
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>
Total Cost	52.5	70.3	77.9	92.2	92.5	98.2
Property Tax Revenue	22.1	30.0	32.1	36.7	36.4	38.3
Other Revenue ^a	30.4	40.3	45.8	55.5	56.1	59.9
<u>1995</u>						
Total Cost	52.9	71.2	83.5	106.6	109.4	130.2
Property Tax Revenue	20.4	30.1	30.6	36.8	34.7	32.2
Other Revenue ^a	32.5	41.1	52.9	69.8	74.7	98.0

^aIncludes revenue from user charges to cover capital outlays for new or expanded facilities.

the greatest increases in public revenue from the increased commercial development (motels and casinos) without a corresponding increase in residents and therefore service costs. The situation is the reverse for the California side, aggravated by the fact that the revenues from the motel industry on the California side might actually decline in the short run due to increased competition from new transient accommodations on the Nevada side.

Many of the existing public service entities in the Basin report either underutilization of present facilities, or expansion-improvement plans regardless of adopted regional development plans. On the other hand, many of the districts having present capacity problems report that once expansion is undertaken, it makes economic sense to provide for sizable increases in capacity. Thus, for example, there are no differences among Alternatives 1, 2, and 3; and among Alternatives 4, 5, and 6 in sewer capital costs until the year 1995 when Alternative 6 will require still further expansions in sewer treatment facilities. With the exception of Alternatives 1 and 2 in 1995 (which have considerably higher costs per user), all alternatives are within 10 percent of the total public cost per user which would prevail under the present General Plan.

Many outstanding bonds are currently assessed against real property in the Basin. These have been used to finance public utility systems in specific subdivisions and are guaranteed against default by the respective counties. To the extent that the long-term financing was based upon a specific amount of expected development, a cutback in that anticipated development represents a weakening of the financial base. Hence, if Alternative 5, the current General Plan, represents that anticipated base, then Alternatives 1 through 4 constitute potential financial hazards for certain districts.

Land Use (See tables, pages 29 & 30)

Alternative 1 calls for no changes in land use from 1976. All other alternatives would significantly increase the extent of development in the Basin by 1985. Of these alternatives, Alternative 2 would entail the smallest increase in residential units. But even this scenario would, at its build-out in 1985, allow about 68 percent more residential units in the Basin than currently exist.

Until 1985, Alternatives 3 through 6 do not differ dramatically in terms of residential development. All would about double the present number of residential units by that year. However, after 1985 the differences become more distinct. Alternative 3 reaches residential build out in 1988, with the number of residences remaining about twice current levels. Both Alternatives 4 and 5 continue to add residential units until 1991, at which point there would be between 2½ and 3 times the current number of residential units in the Basin. Alternative 6 allows residential development to continue unchecked for the longest period, and eventually reaches a level of residential development far greater than any of the other scenarios studied. Build-out is reached in 1992. At that time there would be more than three times the current number of residential units in the Basin.

Because of the differing density specifications of the alternatives, the amount of acreage developed is not a constant proportion of the number of units constructed. Alternative 2 regulates construction according to the requirements of the land capability system. Thus, no new units are developed on poor capability lands. On the average, development proceeds at the rate of about 600 acres per year. By 1985 (build-out), there would be almost a 60 percent increase in developed acres over present levels.

Alternatives 3 and 4 would expand development at an average rate of about 1,000 acres per year. However, because of greater restrictions under Alternative 3, the eventual total developed acreage is lower than for Alternative 4 (by about 16 percent). By 1985 both alternatives would more than double the currently developed acreage in the Basin.

TABLE V-2
RESIDENTIAL UNITS—1976 - 1995

Alternative:	1	2	3	4	5	6
Rural Estates	0	170	400	450	585	710
Low Density Residential	0	10,430	20,350	30,100	32,000	41,030
Medium Density Residential	0	1,560	2,930	3,380	4,060	5,200
High Density Residential	0	6,690	8,740	11,590	13,840	18,100
Total	0	18,850	32,420	45,520	50,485	65,040

TABLE V-4
ADDITIONAL TOURIST (HOTEL/MOTEL) UNITS—1976 to 1985 and 1995

Alternative:	1	2	3	4	5	6
1985	0	5,340	9,670	6,860	6,860	5,520
1995	0	5,340	9,840	15,260	19,055	27,000

TABLE V-3
ADDITIONAL COMMERCIAL UNITS—1976 to 1985 and 1995

Alternative:	1	2	3	4	5	6
1985	0	465	670	680	680	690
1995	0	465	670	680	680	690

TABLE V-6
ESTIMATED DEVELOPED LAND

Alternative:	Acres					
	1 ^a	2	3	4	5	6
1985	10,440	16,510	22,140	22,970	25,300	21,020
1995	10,440	16,510	23,840	28,400	33,800	33,800

^aEquivalent to 1976 value.

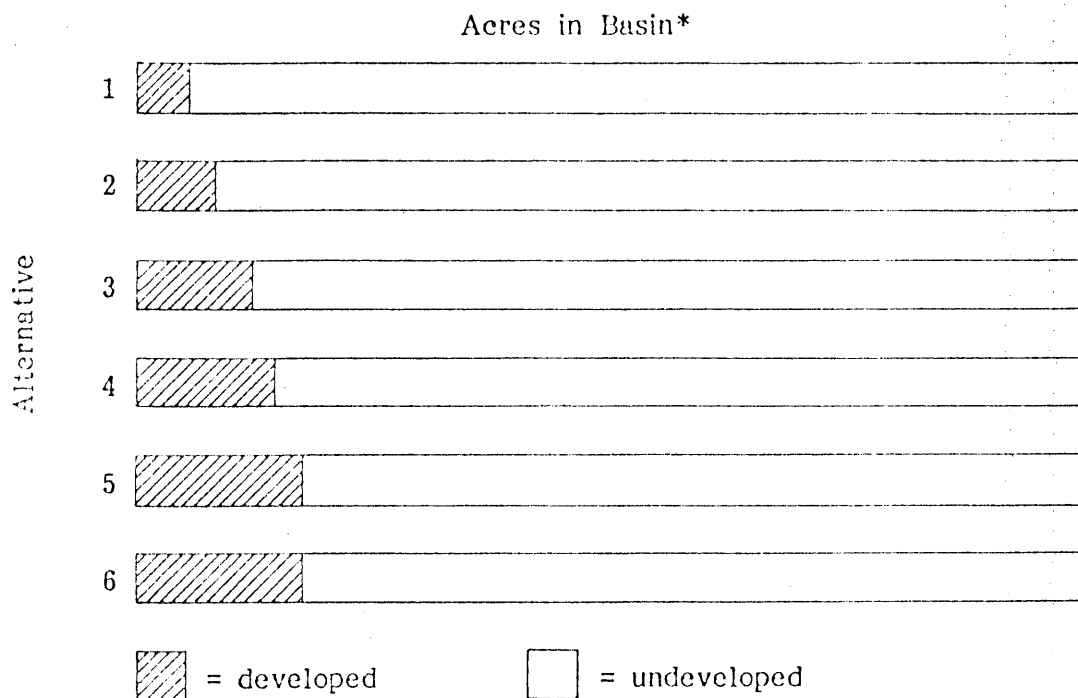


Fig. V-1. Developed Land and Open Space at Build-Out

*201,898 acres--does not include small lakes (3,352 acres) or Lake Tahoe itself.

Alternatives 5 and 6 allow the same total land area to be developed. However, because the latter alternative specifies much higher densities, the developed acreage grows more slowly under the alternative. Ultimately a total of more than 3 times the present amount of land would be developed.

Recreation and Tourism (See tables, page 32)

Through 1980, both summer and winter visitation levels are very similar for all alternatives. The summer tourist population is estimated at about 140,000 per day, the winter tourist population at about 45,000 in 1980, representing a 36 to 38 percent increase over 1975 levels. After 1980, visitation quickly levels off under Alternative 1 due to capacity restrictions on the number of campers and hotel/motel occupants. Visitation for Alternative 2 similarly levels off after 1985. The other alternatives continue to grow significantly until 1995, with the higher growth alternatives inducing substantially more visitation than the lower growth alternatives. While in 1995 Alternative 1 is estimated to have fewer than 180,000 summer tourist and Alternative 2 about 210,000, Alternative 3 would have about 280,000, Alternative 4 340,000, Alternative 5 about 380,000 and Alternative 6 almost 420,000 summer tourists. Winter tourist population increases are approximately proportional to the summer increases.

As growth in tourism reaches high levels, the composition of the visitor population is likely to change. Recreationists who are more sensitive to crowded conditions and environmental degradation will be discouraged from visiting Lake Tahoe, while those who are little affected by the changes will continue to patronize the region.

Traffic

By 1985, the transportation system at Lake Tahoe would be severely overburdened under all alternatives except Alternative 1. The proposed improvements in highway and transit systems do not divert enough traffic from the five sites analyzed to significantly reduce congestion.

In view of the crudeness of the available forecasting techniques and recognizing that actual traffic flows might diverge from the forecasts by as much as fifty percent, we employed conservative assumptions throughout the analysis. Therefore, our forecasts are undoubtedly low, perhaps as much as fifty percent lower than the actual future flows.

Air Quality

Based upon 1985 forecasts of traffic volumes, changes in vehicle emission rates, and home fuel burning, Alternative 2 through 6 display increases in carbon monoxide air pollution over 1976 levels at all five study sites. A decrease in pollution is expected for Alternative 1, due to lower vehicle emission rates in the future. In 1985, traffic flows for the other alternatives do not differ greatly from one another, and consequently their expected air pollution impacts are similar. After 1985, air quality impacts are expected to reflect the respective increases in traffic, with congestion delays aggravating the problem.

By 1985, the carbon monoxide air quality standard would be exceeded at Kingsbury Grade under Alternatives 2 through 6. Under Alternative 2, air quality at the "Y" in South Lake Tahoe during the winter season would also drop below acceptable levels. The higher growth alternatives do not show a comparable air pollution problem at the "Y" because a bypass would divert much of the traffic from the intersection. Although the principal pollution sources would be distributed differently, the general air quality of South Lake Tahoe would be worse under the higher growth alternatives.

TABLE VI-1
SUMMER TOURIST POPULATION

Visitors Per Day

Alternative:	1	2	3	4	5	6
1975 ^a	101,600	101,600	101,600	101,700	101,700	101,700
1980	137,300	140,700	137,600	137,700	138,000	138,000
1985	155,400	184,400	195,200	186,100	186,300	187,000
1990	171,000	202,100	255,200	263,400	274,800	275,200
1995	177,800	209,900	278,500	342,000	378,700	417,700
2000	175,300	207,000	276,500	346,700	390,700	459,800

^a1975 figures vary slightly due to the alternatives' differential effects on 1974 data.

TABLE VI-2
WINTER TOURIST POPULATION

Visitors Per Day

Alternative:	1	2	3	4	5	6
1975 ^a	33,100	33,100	33,100	33,100	33,200	33,200
1980	44,800	45,900	44,900	44,900	45,000	45,000
1985	52,800	60,400	63,600	60,700	60,900	60,900
1990	59,900	68,400	84,100	87,500	89,600	89,700
1995	62,900	72,000	94,400	116,600	127,600	138,200
2000	61,800	70,700	93,700	118,800	133,100	157,400

^a1975 figures vary slightly due to the alternatives' effects on initial 1974 data.

TABLE VI-5
DAY USERS

Persons Per Summer Day

Alternative:	1	2	3	4	5	6
1980	61,400	47,900	45,700	45,800	46,000	45,900
1985	77,700	62,200	68,400	62,800	63,100	62,400
1990	92,300	64,500	95,400	100,700	105,300	103,700
1995	98,600	70,900	115,500	153,300	175,200	193,000
2000	96,300	79,200	113,700	157,700	186,400	230,000

Water Quality

The absolute levels of future lakewater quality cannot be determined precisely due to many uncertainties. In general, however, the quality of Lake Tahoe can be expected to diminish with the greater amounts of development that occur in the Basin. Although strict construction and site-planning practices may alleviate pollution problems, they will not entirely prevent further deterioration of lakewater quality. Differential impacts of development on lands of differing capabilities were not determined. Therefore, even though Alternative 2 does not allow construction in designated stream environment zones, water quality is expected to be lower than under Alternative 1, which does not allow any future development. To some extent, the deterioration can be attributed to the fact that a certain amount of erosion and runoff can be expected even from the good capability lands. However, the projected runoff is probably overestimated for Alternative 2 due to the lack of distinction among land capabilities.

Critical Habitats (See tables, page 34)

Currently about 5 percent of the Basin's wetland and brush and broadleaf critical habitat areas have been developed. Alternative 1 would allow no further encroachment, and Alternative 2 would entail an insignificant increase (less than one percent) in encroachment. Alternatives 3 and 4 would both result in an ultimate encroachment of about 10 percent of the critical habitat lands. Alternatives 5 and 6 would produce somewhat more encroachment than 3 and 4, developing about 16 percent of all the critical habitat lands at build-out. Because development proceeds more slowly under Alternative 6, it would encroach less rapidly upon the critical habitat lands than would Alternative 5.

Stream Environment Zones

Stream environment zones (SEZs) are designated areas critical for the management and protection of water resources. Alternatives 1 and 2 do not call for any further development in stream environment zones. However, all other alternatives would ultimately encroach upon significant proportions of SEZ land: Alternatives 3 and 4 upon an additional 16 percent of SEZ land, and Alternatives 5 and 6 upon an additional 20 percent. The average rate of SEZ encroachment is about the same for Alternatives 3 through 6.

Shorezone

Future levels of private use of the backshore, the area from highwater to about 900 meters inland, are expected to be unchanged under Alternative 1. Alternative 2 would allow a 9 percent increase in the number of private dwellings in the backshore at build-out, and Alternatives 3 through 6 would double that increase.

Quasi-public use of the backshore, primarily by motel and condominium residents, is expected to increase from present levels only under Alternatives 5 and 6. These two alternatives would allow, respectively, a 27 percent and a 54 percent increase in new condominium units in the backshore area at build-out. By 1985, only a little more than half of those units would be constructed.

Based upon estimated future levels of summer visitation, public beach space per user would decline under all alternatives. By 1985, beach space per user is estimated to decline by 15 percent for Alternative 1, 29 percent for Alternative 2, 35 percent for Alternative 3, and 50 percent for Alternatives 4, 5, and 6.

TABLE X-1
ENCROACHMENT ON CRITICAL WETLAND HABITATS

Acres

Alternative:	1	2 ^a	3	4	5	6
1985	740	740	1,370	1,300	2,010	1,670
1995	740	740	1,480	1,610	2,690	2,690

^aSince most critical wetland habitats coincide with stream environment zones, no additional encroachment is projected.

TABLE X-2
ENCROACHMENT ON CRITICAL BRUSH
AND BROADLEAF HABITATS

Acres

Alternative:	1	2	3	4	5	6
1985	410	510	880	820	930	770
1995	410	510	950	1,020	1,240	1,240

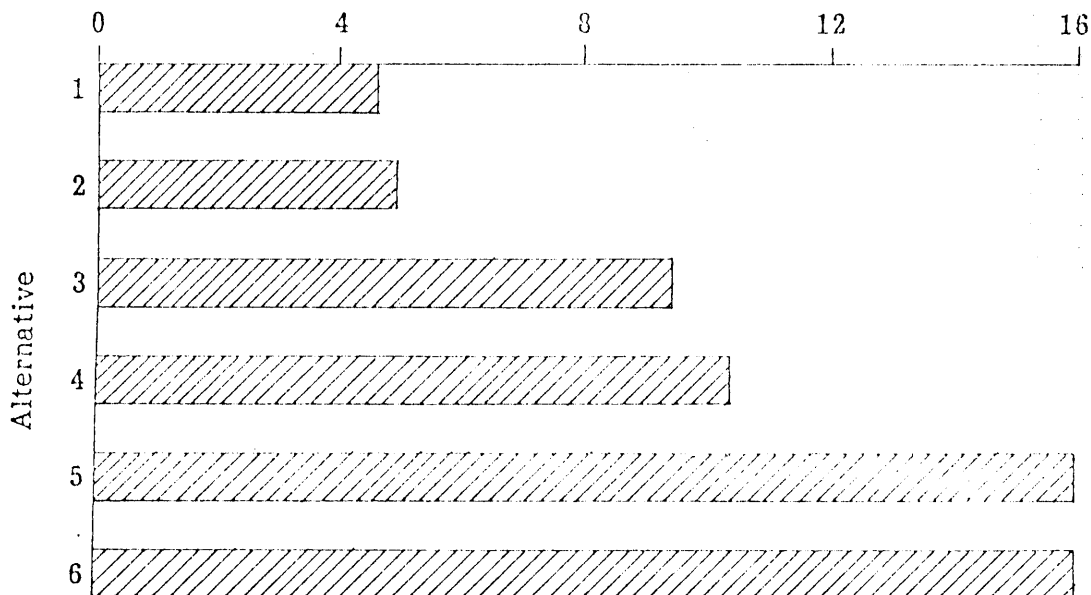


Fig. X-1. Percent of Encroachment on Critical Habitats at Build-Out

Natural Hazards

Both seismic and natural ground stability hazards increase as the amount of development increases, due to the exposure of more persons and property to the hazards. According to a "seismic hazard potential" index, seismic hazards would more than triple present status for Alternative 6 at build-out. Alternative 2's seismic hazard rating is at build-out 60 percent higher than the present rating, and Alternatives 3 through 5 range from about 2 to 2½ times the current hazard rating. Alternative 1 would entail no change from present.

Exposure to ground stability hazards for Alternatives 1 through 4 does not increase significantly from present levels, even at build-out. However, Alternative 5 may have a slight to moderate increase in ground stability hazard, and Alternative 6 a moderate to major increase over present conditions.

Neighborhoods

An exploratory survey of the Basin's residents indicates that the features most influential in determining the pleasantness or "livability" of a neighborhood at Lake Tahoe are low crime rate, quietness, adequate public services, and low traffic flow. Thirty-one neighborhood groups were identified, and comparisons of loss of open space, of residential growth, and of dwelling unit densities under each of the six alternatives were conducted for each. Under Alternatives 3 through 6, the greatest relative losses of open space occur in Kings Beach, Tahoe Keys, and Montgomery Estates areas. For Alternative 2 the greatest loss at build-out is in Kings Beach. Because no new development occurs under Alternative 1, no open space is lost. In general, residential density increases under all alternatives; however, in several neighborhoods the average density decreases from present values. Alternative 6 has by far the greatest densities.

Social Pathology

Crime rates have been associated with age, sex, race, nativity, urbanization, and economic status. Although the relationships are not necessarily causative, changes in these population characteristics may be accommodated by crime rate changes. Two of the characteristics, urbanization and economic status, were examined in this report. Urbanization was found to increase with the higher growth alternatives, while indicators of economic status tended to decline.

Landmarks

One hundred and twenty sites of historical, archeological, or natural significance were identified. The expected impact on these landmarks at build-out varies considerably among the alternatives. Alternatives 1 and 2 would cause very little if any further disruption; Alternatives 3 through 5 are expected to adversely affect eleven to seventeen sites. Alternative 6 has the potential for much greater impact, expected to adversely affect thirty-two sites at build-out.

IMPACTS NOT ADDRESSED IN COMPARATIVE ASSESSMENT

Development Reserve Concept

As earlier indicated, the basic land use provisions of the proposed plan correspond with those of Alternative 3, essentially the infilling of areas already committed to some degree of urbanization. The proposed plan goes beyond this, however, by allowing some expansionary development pursuant to Policy C-1-c, Development Reserve Areas. While this development would be permitted in areas identified for expansionary development in Alternative 4, the conditions under which such development would be permitted are much more stringent than are applied in Alternative 4. Given the lack of specificity in prescribed uses on the development reserve lands, these lands have the flexibility to be developed to suit specific community needs such as low or moderate income housing, or additional commercial space in certain areas. They also have the incentive of a greater likelihood of approval of a specific development plan if that plan addresses an identified community need. This is particularly so for housing need, where the rigid criteria of public facility and service capacity applied to development reserve lands can be waived.

While the lack of specificity in permitted uses is a potential benefit, it also carries the potential for abuse should plans be approved which have potential for excessive impacts. This concern is mitigated by two factors, however. One is that such a project must conform to land capability. This imposes a practical limit on the intensity of development and provides incentive for a more well thought out project which minimizes sprawl (the maximum permitted land coverage under the Land Capabilities System is 30% -- this includes buildings, walkways, parking areas and roads). Another factor mitigating the potential for abuse is that development of these lands requires a General Plan amendment to place the lands into a planned unit development district (Policy C-1-c). Such a plan amendment requires an affirmative dual majority vote by the Governing Board of TRPA, and cannot come about if the respective State contingents on the TRPA Governing Board are in disagreement.

Growth Rate

Policy C-1-a establishes a maximum growth rate of 5% per year of the remaining residential and tourist residential development potential within any given jurisdiction. This policy is intended to serve two purposes. The first is to stabilize the growth rate, avoiding the "boom and bust" cycles which have characterized development within the region over the past few years. Analysis by GABBY of such an annual growth rate indicates that the policy would reduce the growth rate below that projected under the unconstrained model, and would also extend the number of years before build-out is achieved. By applying this maximum rate on a local jurisdiction level, the recent phenomenon of rigid development limitations (sewer capacity problems) causing a shut down in one jurisdiction and a spurt of development in a neighboring jurisdiction can also be avoided.

The second area of impact for Policy C-1-a is that it will stimulate a gradual reduction in build-out rate, since the percentage is keyed to the remaining capacity. This can avert the problem of excessive social and economic disruption that would be likely to accompany build-out occurring in an uncontrolled circumstance.

Environmental, Public Service Constraints

The assumption built into GABBY that potential external constraints such as air quality, sewage capacity, etc. can be overcome without impacting the land use development permitted by the plan is not realistic. Such externalities are already inhibiting development in certain sectors of the Basin, and until the proposed plan has been operational for some time, it is not likely that the growth management provisions of the plan will result in a smooth build-out process. For this reason policies have been integrated into the plan recognizing the potential for such constraints and preventing development which would conflict with them should they occur. Examples of this are Policy B-3-a, preventing new land uses which threaten to contribute to air quality violations, and Policy C-1-b, preventing development in public service or facility jurisdictions which are identified as being at or beyond capacity. The assumption built into these policies is that these represent temporary conditions which can be overcome, thus allowing ultimate development pursuant to the basic permitted land uses. It is conceivable that such constraints may take on a more permanent status, in which case the basic permitted land uses may have to be amended to reflect that circumstance.

ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED

As proposed in the plan, land use would be constrained by the potential for adverse environmental impacts in certain circumstances. These policies principally involve conditions viewed as temporary constraints and include such factors as air quality and inadequate public facilities, the implicit assumption being that these concerns can be mitigated eventually. In other circumstances, however, policies are proposed in which environmental concern is reduced to a secondary level as a result of overriding concerns in other areas. If build-out occurs under the plan as proposed, the following adverse impacts would likely occur:

Development on High Hazard Lands

Under the Land Capabilities System, lands which have either a high erosion potential or water influence zones are classed as high hazard lands with the recommendation that development be restricted to no more than 1% of the land area. This recognizes the potential for water quality degradation that will likely accompany disturbance on these lands. A significant number of lots and parcels were created during the 1950's and 60's on these high hazard lands, most of which were accompanied by street and utility improvements. Build-out is not yet complete on these lots and parcels. There is a question, therefore, as to whether the development commitments shall be recognized with allowances for use of the land, or whether the environmental constraints identified subsequent to creation of the parcels shall be recognized. The plan proposes that the development commitments be recognized at least to the extent that a single family residence be allowed on any such lot or parcel created prior to enactment of the land capability limitations. This is proposed both to assure allowance of a reasonable use of the property, and in consideration of equity for the property owner. It is principally this policy which results in the encroachment into stream environment zones and habitat areas identified in the previous chapter. Special construction practices are to be imposed on development occurring under these circumstances, but such development nevertheless will cause some water quality degradation and will result in encroachment into sensitive environmental areas.

Land Coverage Overrides

In addition to the land coverage overrides to allow for development of pre-existing lots or parcels on high hazard lands, overrides to the coverage limitations are also proposed for High Density Residential, Tourist Commercial, General Commercial and Light Industrial land use districts under certain circumstances. This is proposed to allow for concentration of these uses.

Encroachment into Scenic and Recreation Resources

Though the plan discourages encroachment into outstanding scenic and recreation resources of the region, it does not prevent land uses inconsistent with those resources. As is the case with development on high hazard lands (many of which fall under the category of scenic or recreation resources), the rationale for this allowance is principally one of equity and the legal obligation of providing a reasonable use of private property. Build-out under this allowance will result in some encroachment into scenic backdrop areas (build-out of hillside lots, etc.), and some potential encroachment into shoreline vistas and beach areas (the extent of this potential encroachment has not been quantified).

People Pressures

A basic accompaniment of any additional development allowed in the Basin is more people. The analysis undertaken suggests that the number of persons in the Basin at any given time will increase even if land use is frozen at its current level, but the proposed plan would accommodate significant increases in population even beyond that "unavoidable" increase. As Dornbusch suggests, increasing people pressure on Basin recreation and scenic resources can diminish those resources in the eyes of some who value the pristine aspects of Tahoe more than the developed amenities of the region. This is obviously a qualitative distinction, but one which will be felt by many would-be Tahoe users as an aspect of environmental degradation, even though the projected increases are considerably less than would be accommodated by the current General Plan.

A related component of the people pressure problem is its impact upon wildlife species of the region which are relatively intolerant of man. Of the 15 species of furbearing mammals that once inhabited the Tahoe Basin, for example, only the coyote, raccoon and two families of skunks are considered to be tolerant of man's intrusion into their habitat.

IRREVERSIBLE COMMITMENT OF RESOURCES

Buildout under the proposed Plan will be accompanied by a commitment of resources which will be, for all intents and purposes, irreversible. The particular resources affected are:

Land

The most obvious commitment of resources under the proposed Plan is land subjected to development, modifying its natural characteristics. Approximately 10,000 acres of land in the Tahoe Basin is presently subjected to some level of development. This represents approximately 5% of the total Basin land area. The basic land use plan proposed would build out at approximately 24,000 acres, with the potential for an additional 2-4,000 acres of development reserve land possibly subjected to development. This would represent a total of from 11% to 14% of the total Basin land area at buildout (the current General Plan would build out to approximately 17% of the total land area). Though it is theoretically possible to return such land to a more or less natural state, as a practical matter, this represents an irreversible commitment of Basin land to development and a proportional loss of land which presently exhibits more of the "natural" character of the Region.

Water and Energy

As with any area of development, water and energy consumption is a related resource commitment. Though conservation measures are proposed for development and application under the Plan, the significant increase in population implies a significant increase in consumption as well. It is not projected that water consumption will outstrip the annual hydrologic budget for the watershed, but there are many competing interests for Truckee River water downstream from Lake Tahoe, and water consumed at Lake Tahoe represents water diverted from those downstream needs. This is particularly so for Washoe County, Douglas County and the California South Shore, since all domestic water uses must be connected to sewer systems and the systems in these areas divert the effluent to the Carson River Watershed.

Energy represents a non-renewable resource, though the resource extraction itself does not take place within the Region. The principal energy sources currently utilized are natural gas and coal and gas-generated electricity. A secondary energy impact is the consumption of transportation fuels associated with the increased visitation of Tahoe. With the estimated increase of from 100,000 tourists per summer day in the Basin to from 275,000 to 345,000 under the proposed Plan, this represents a significant increase in fuel consumption. An additional concern in this regard is the limited opportunity for development of alternative means of access to the Basin. Though in-Basin transit appears quite feasible, the capacities of Amtrack and the Lake Tahoe Airport for servicing the Region are quite limited, and alternatives in the form of mass transportation from the major market areas of the San Francisco Bay Region and Sacramento are not currently envisioned.

Stream Environment Zones

Stream environment zones, particularly meadows, are recognized as the most effective system for the treatment of surface waters in the Lake Tahoe Basin. As

such, they represent an important resource. Approximately 9,200 acres of such areas have been identified in the Basin. The proposed Plan would allow encroachment into approximately 1,500 acres of that total. This represents a potential 16% reduction in stream environment zone area.

Construction Materials

The construction of in excess of 40,000 residential units and related commercial development represents a significant commitment of wood and other construction materials of finite supply. The amount of commitment has not been quantified.

LOCAL SHORT TERM USES VS LONG TERM PRODUCTIVITY OF THE REGION

The long term value of the Lake Tahoe Region lies in its unique natural scenic and recreation resources. Though some limited timber production is possible in certain sectors of the Basin, both Congress and the States of California and Nevada have consistently focused on the scenic and recreation opportunities as the Region's most valuable asset. This has been the motivation behind the extraordinary efforts of the States and the Federal Government to sewer the Basin and thereby preserve the quality of the Region's waters, and they have likewise been the motivating considerations in the millions of dollars in public land acquisitions undertaken within the past twenty years at Tahoe.

The protection and enhancement of these natural scenic and recreation resources are the primary emphasis of the Plan, along with the provision of opportunity for the public to experience and enjoy these natural assets either through development on public lands or through private accommodation in the form of motels and second homes. The Dornbusch Analysis concluded that the demand for access to Lake Tahoe is so high that even a doubling of the current permitted densities would not be sufficient to accommodate those wishing to come here. It also concluded that population levels accommodated by the higher growth alternatives and prompted at least partially by significant additions to the manmade attractions to the Basin (such as gaming facilities) tend to degrade from the quality of the natural experience in the eyes of many would-be visitors.

One key to protecting the attraction of these natural assets, then, appears to be the minimizing of manmade attractors to the Basin which add additional user pressure to the Basin. This is specifically proposed in the Plan.

The ultimate issue, however, may simply be one of how many people, regardless of their motivation, are too many for the insurance of a quality natural experience at Lake Tahoe. Under the proposed Plan, the total acreage developed has the potential to more than double. Most of this development, however, is confined to areas which have already been committed to development, i.e. existing subdivisions, existing developed communities. The encroachment into the areas which retain natural surroundings today amounts to less than 3% of the total Basin land area. Despite this, there are many who argue that the level of development permitted will destroy the Tahoe experience. There can be no question that it will change. The question of what degree of change is tolerable is a subjective judgment to be made by the individual. The ultimate judgment will undoubtedly be cast by the market place.

APPLICABLE FEDERAL, STATE AND LOCAL CONTROLS

The Tahoe Regional Planning Agency is unique to the extent that the environmental controls established by the Agency are binding upon the local governments of the Region, and the plans adopted by the Agency are binding upon both the states and the local governments. Despite this supremacy of authority, Federal, state and local agencies have continued to function within the Region in areas not addressed by TRPA and under provisions allowing more stringent regulations to be imposed by other agencies.

Federal

Federal air quality and water quality standards are imposed within the Region. In the case of water quality, the Federal standards have been superseded by more restrictive state standards. Similarly, Federal air quality standards for carbon monoxide and oxidant have been superseded by more restrictive state standards. The proposed Plan would adopt by reference both the Federal and state air quality standards and the more restrictive state water quality standards.

The other area in which the Federal Government is currently active in regulation within the Basin is the permit process for piers and mooring buoys on Lake Tahoe. A process has been established under the TRPA Shorezone Ordinance to provide a centralized and coordinated review and approval of applications for such uses. This would be maintained under the proposed Plan.

State Regulation

State regulation of air and water quality in both California and Nevada are the principal points of state agency activity in the Tahoe Basin. With respect to water quality, the Plan proposes to adopt by reference the state standards, and to incorporate a specific policy endorsing the state mandates for export of sewage and solid waste from the Basin. In addition, the Plan proposes to recognize and utilize to the maximum extent the expertise represented by these agencies. An example of this would be the continuation of the TRPA Development Review Committee which brings together technicians from various Federal and state agencies including forestry, fish and game, and water quality, to review in the field and comment upon proposed development in the Region.

With respect to air quality, a cooperative effort is currently underway involving TRPA and the state and local air quality agencies from both California and Nevada in development of coordinated air quality plans for both California and Nevada. Similarly, the Plan proposes to adopt by reference state air quality standards and utilize the expertise of the state and local air quality agencies in assuring compliance with those standards.

California Tahoe Regional Planning Agency (CTRPA)

The CTRPA was mandated by the California Legislature in 1973 to develop and implement more rigid standards for land use and environmental regulation within the California portion of the Tahoe Basin. The CTRPA has done so, but generally within the overall constraints of the land use plan originally established in 1971 by TRPA. They have applied more rigid land coverage standards, height limits, and

densities, and have prohibited multi-unit residential development until there is an 85% buildout of the existing vacant parcels. The CTRPA has programmed a review and updating of its General Plan for the coming fiscal year and has indicated an interest in attempting to coordinate policy development as both the proposed TRPA Plan and CTRPA Plan are subjected to public review.

Local Agencies

Generally the level of environmental regulation imposed by local agencies is neither more restrictive nor different in kind from that imposed by TRPA (since local agencies have an obligation to enforce TRPA standards).

B-1-b: Impervious surface land coverage associated with new development shall be limited based upon the land capability level(s) on the subject property, in accordance with the coverage limitations recommended for the system.

B-1-c: All construction and development activities within the Tahoe Basin shall provide for the control of erosion and sedimentation, with the emphasis on source control and the minimizing of disturbance.

B-1-d: Construction and development activities undertaken on high or moderate hazard lands (capability levels 1-4) shall be subject to special construction standards to control erosion and sedimentation.

B-1-e: To the maximum extent possible, development on lands which include a stream environment zone shall be confined to areas outside the stream environment zone boundary.

B-1-f: The clean up of existing erosion and runoff problems on both public and private lands shall be actively encouraged and supported, with the highest priority given to existing problems on high hazard lands and runoff management on large areas of impervious surface utilized by vehicles.

B-1-g: TRPA shall actively support and require compliance with state mandates for the collection and export of sewage and solid waste from the Tahoe Basin.

Finding B-2: Water Supply

Though Lake Tahoe itself is extraordinarily large, it is at the headwaters of a watershed which has a limited hydrologic budget and many competing interests for use of its waters. Recognizing this, the States of California and Nevada have entered into a compact apportioning that annual hydrologic budget among the various interests along the bistate Truckee River Watershed. Based upon the limitations of that compact, it is projected that water conservation measures and some redistribution of water supplies within the Basin will be required to meet the projected needs of the region.

Finding of Concern: Water supplies within the Tahoe Basin are limited and will require conservation and coordination of supplies within the region as demand increases.

Goal B-2: Maximize water efficiency of water use within the region.

Objective: Develop and apply standards to maximize efficiency in water use for permitted land uses.

POLICIES

B-2-a: Through the local water and sewer districts establish appropriate building code and retrofitting standards to insure optimal efficiency in the use of water resources within the region.

B-2-b: TRPA shall actively encourage and support efforts by appropriate state regulatory agencies to establish and implement strong controls over water rights within the region.

B-2-c: TRPA shall actively encourage and support the consolidation of water systems to assure more economic distribution and use of water and to facilitate optimal fire protection capabilities.

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