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## STAFF REPORT

Date: January 15, 2020  
To: Environmental Improvement, Transportation, & Public Outreach Committee  
From: TRPA Staff  
Subject: Discussion on State Route 89 Recreation Corridor Management Plan

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### Summary and Staff Recommendation:

Staff will provide an update on the State Route 89 Recreation Corridor Management Plan. The EIP Committee will review and discuss the travel option analysis for the corridor. Staff seeks discussion and direction related to mode share targets, parking management strategies, visitor management strategies, and alternative development. This item is for informational purposes and no action is required.

### Project Description/Background:

State Route (SR) 89, a two-lane mountain roadway, is the only access route to many of Lake Tahoe's west-side recreation areas and residential neighborhoods. Emerald Bay, one of California's 36 National Natural Landmark sites, is one of Lake Tahoe's most popular and photographed locations. Almost 12 miles of undeveloped shoreline offer beach access to sites such as Meeks Bay, Sugar Pine Point State Park, Baldwin Beach, Camp Richardson, and Pope Beach. Seven trailheads provide day hike access to waterfalls and alpine lakes as well as backcountry and wilderness access for overnight recreation opportunities.

The SR 89 Recreation Corridor Management Plan boundaries are from West Way just outside the City of South Lake Tahoe and extend to the county line at Tahoma. However, neighboring areas of influence will also be investigated for potential improvements that may assist in improving traffic flow, multi-modal access, and visitor experience.

Plan goals include improved safety, expanded travel choices, enhanced visitor experience, improved use of technology, protection of the environment, and promotion of economic vitality. The strategies, projects, and management changes recommended in the Corridor Plan will help to achieve these goals.

The SR 89 Recreation Corridor Management Plan kicked-off in March 2018. Project Team member organizations include: California Highway Patrol, California Lands Management, California State Parks, Camp Richardson Resort, Caltrans, Cal Fire, El Dorado County, El Dorado County Sheriff's Office, Lake Valley Fire Protection District, Fallen Leaf Fire Protection District, Meeks Bay Fire Protection District, Tahoe Fund, Washoe Tribe, Federal Highway Administration California Division, TRPA, TTD, and USFS.

The Project Team reviews existing plans and projects, determines data needs and reviews consultant analysis, brainstorms projects and program solutions to identify needs, undertakes agreements for

implementation, operations, and maintenance, poses issues for higher-level issue assistance, and reviews final planning documents.

Travel Options Analysis:

To create project and plan recommendations, the project team is developing a travel options analysis. This analysis looks at four alternatives for the project and target mode share splits for each one. Alternatives range from current conditions to a car free future. The analysis for each alternative calculates the number of people that would need to be moved by transit, bike, and auto along with capital and operational costs. The results of this analysis will be used to develop a final alternative with a list of recommended projects and management strategies to achieve the desired mode shift goals.

The EIP Committee is being asked to provide input and feedback on the draft travel options analysis, initial project recommendations, and parking and visitor management strategies. Feedback will be used in development of alternatives withing the corridor plan.

Contact Information:

For questions regarding this agenda item, please contact Devin Middlebrook, at (775) 589-5230 or [dmiddlebrook@trpa.org](mailto:dmiddlebrook@trpa.org).

Attachments:

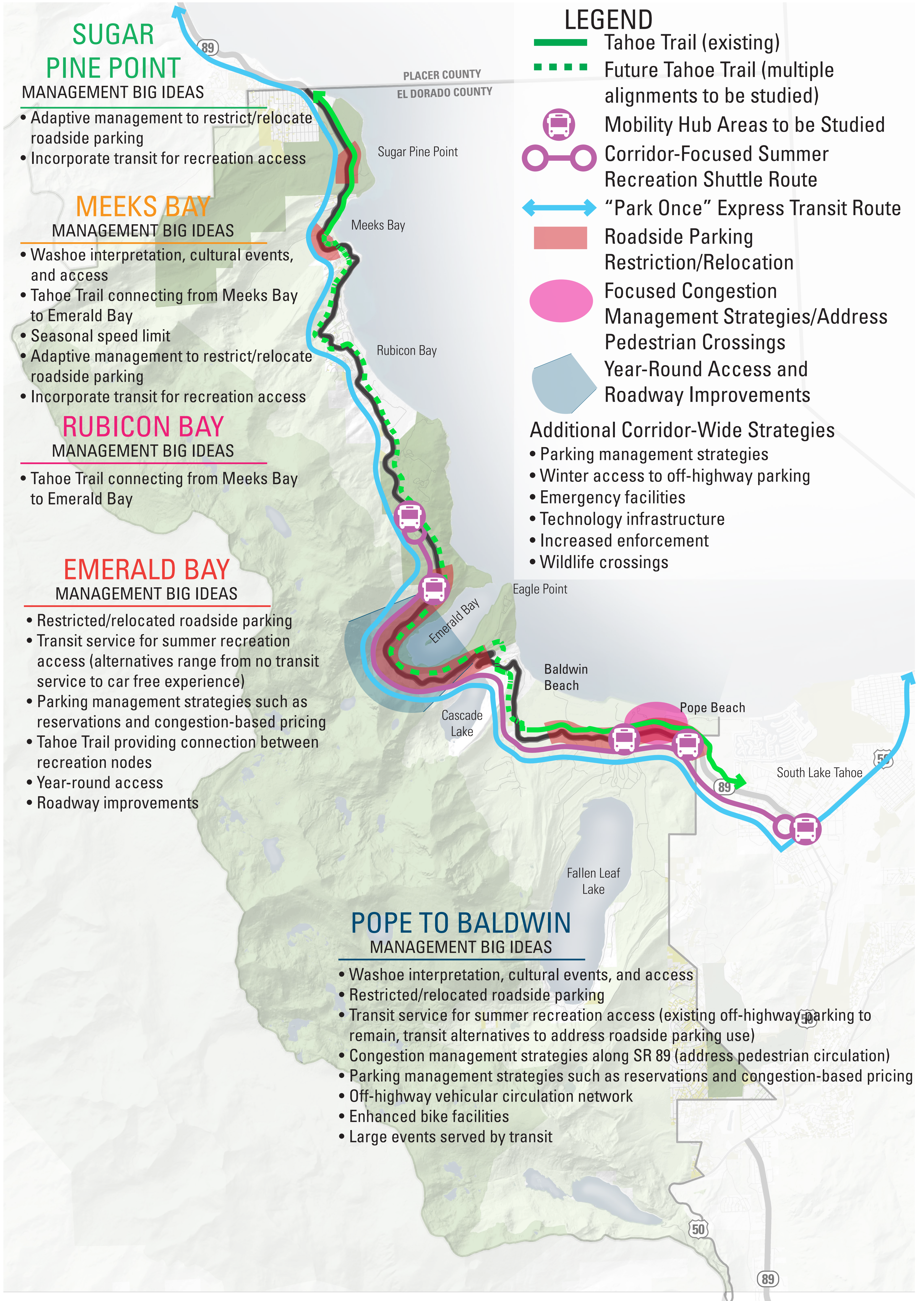
Attachment A: SR-89 Transit Summary

Attachment B: Draft Opportunities by Corridor Segment

Attachment A

SR-89 Transit Summary

# SR 89 MANAGEMENT BIG IDEAS



# SR 89 RECREATION CORRIDOR MANAGEMENT PLAN

## DILEMMA

Visitation demand has exceeded infrastructure resulting in the following key transportation and visitor management issues:

- Poor visitor experience which has a risk for economic impacts as the area has reached a saturation point
- Safety concerns
- Increased environmental disturbance and stormwater run-off resulting in degraded lake clarity
- Congestion and traffic

## VISION

Provide a safe and seamless travel experience that inspires visitors and residents to walk, bike, or use transit to access the corridor's diverse recreation offerings to better manage congestion, enhance environmental resiliency, and allow people to focus on enjoying the special nature of Lake Tahoe's western shoreline.

## PRIMARY GOALS

- Prioritize the Visitor's Experience
- Improve the Environment
- Advance Safety
- Create Convenient, Comfortable, and Connected Transit & Trail Systems
- Facilitate & Fund the Vision
- Set the stage for implementation, maintenance, and operations

# SR 89 RECREATION CORRIDOR MANAGEMENT PLAN

## POPE TO BALDWIN SEGMENT

Mode shares to consider roadside parking use.  
Existing off-highway parking to remain.

Related to roadside parking ↓ CAR FREE	AUTO DOMINATES	Mode Share   Today's Visitor
		• Transit: 0%   Bike 15%   Auto: 85%
		• Mode Share   Savvy Visitor
		• Transit: 20%   Bike 20%   Auto: 60%
	• Mode Share   Plan Ahead Visitor	
	• Transit: 40%   Bike 35%   Auto: 25%	
	• Mode Share   Car Free	
	• Transit: 85%   Bike 15%   Auto: 0%	

## EMERALD BAY SEGMENT

Mode shares to consider roadside parking and existing off-highway parking use.

Related to roadside and off-highway parking use ↓ CAR FREE	AUTO DOMINATES	Mode Share   Today's Visitor
		• Transit: 0%   Bike 5%   Auto: 95%
		• Mode Share   Savvy Visitor
		• Transit: 50%   Bike 5%   Auto: 45%
	• Mode Share   Plan Ahead Visitor	
	• Transit: 65%   Bike 5%   Auto: 30%	
	• Mode Share   Car Free	
	• Transit: 95%   Bike 5%   Auto: 0%	

## METHODOLOGY

- Identify desired mode shares for Pope to Baldwin Segment and Emerald Bay Segment (for Pope to Baldwin Segment, only roadside parking shifts)
- Relate mode share splits to how many people need to be moved via transit and likelihood of visitation loss based on market type
- Evaluate transit strategies, parking, and bike trail improvements to meet the desired mode shares:
  - a. "Park once" strategy with no intercepts and evaluate how it works to move the identified number of people
  - b. Transit strategy that allows for intercept lots/new parking areas based on the goal of moving identified number of people and evaluate how it works
- Include a discussion of different parking and parking management strategies
- Consider phasing

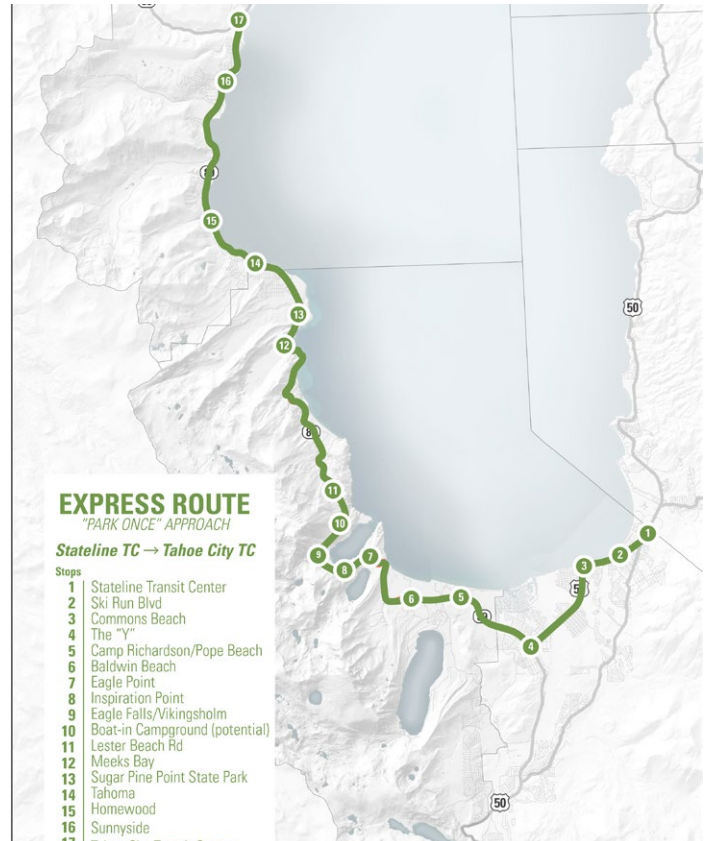


Figure 1: "Park Once" Express Route

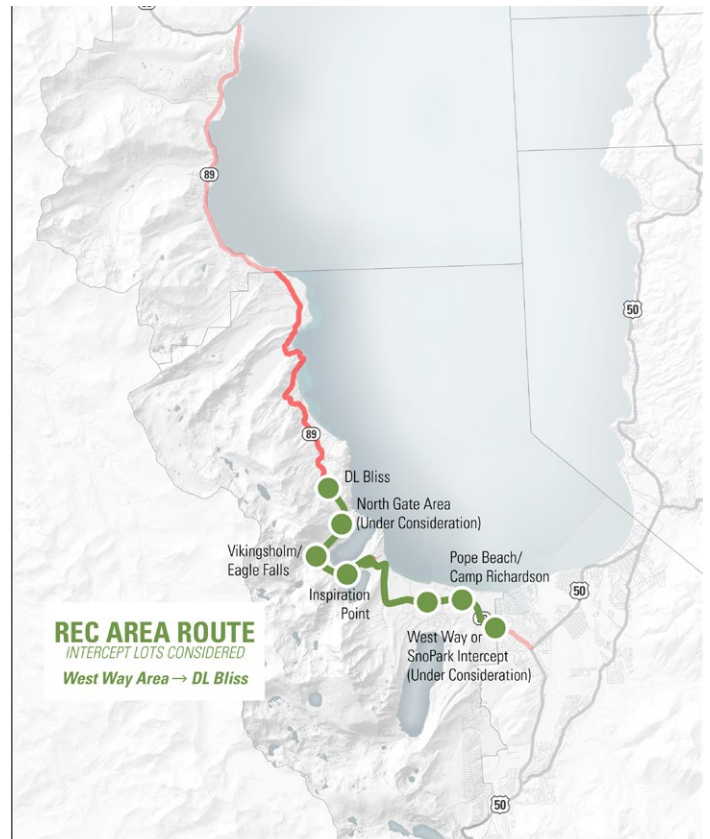


Figure 2: Corridor-Focused Route with Potential Intercept Lots

## ACKNOWLEDGMENTS & ASSUMPTIONS FOR APPROACH

- Agreed to focus, at this time, on the movement of people from South Lake Tahoe to something north of Emerald Bay, peak summer season
  - The need for providing for off-season parking and transit in off-season or winter to be layered in
- Agreed that Pope to Baldwin and Emerald Bay are primarily two separate destinations
- Agreed to uses (markets) (consider for how effective transit may be to meet needs of the market)
  - Summer Pope to Baldwin:
    - Primarily beachgoer, low turnover
  - Summer Emerald Bay:
    - Photo-op, day trip/hikers, and backcountry camper
    - Three different turnover rates
    - Winter use needs to be considered
- Capacity | What we will manage to
  - Plan for peak average capacity based on peak average parking numbers and equate to number of people based on vehicle occupancy and turnover (lower than the peak and the potential of a “do nothing” approach)
  - Pope to Baldwin: (see page 4)
    - Off-highway parking to be considered used as a baseline. Mode shift alternatives to focus on excess use associated with shoulder parked cars.
    - 2018: 330 shoulder parked cars
    - 110 spaces planned for construction at Tallac and Kiva
    - Total of 220 cars/visitation use to be shifted
  - Emerald Bay: (see page 6)
    - 375 peak average shoulder parked vehicles
    - 554 peak average shoulder + off-highway parking (total use)
    - Visitation should incorporate two turnover rates: photo-op and short day hike
  - Allow for 5% growth over 20 years over the peak average visitation (per the Forest Plan)
  - Vehicle occupancy to be run with both 3.2 persons/vehicle (LTBMU standard) and 3.7 persons/vehicle (from corridor surveys). Difference to be considered.
- When layered in, off-season shoulder parking numbers will be developed per the ratio documented in the SR 28 CMP (September shoulder parking is 36% of peak average number of cars parked on shoulders)

Attachment B

Draft Opportunities by Corridor Segment



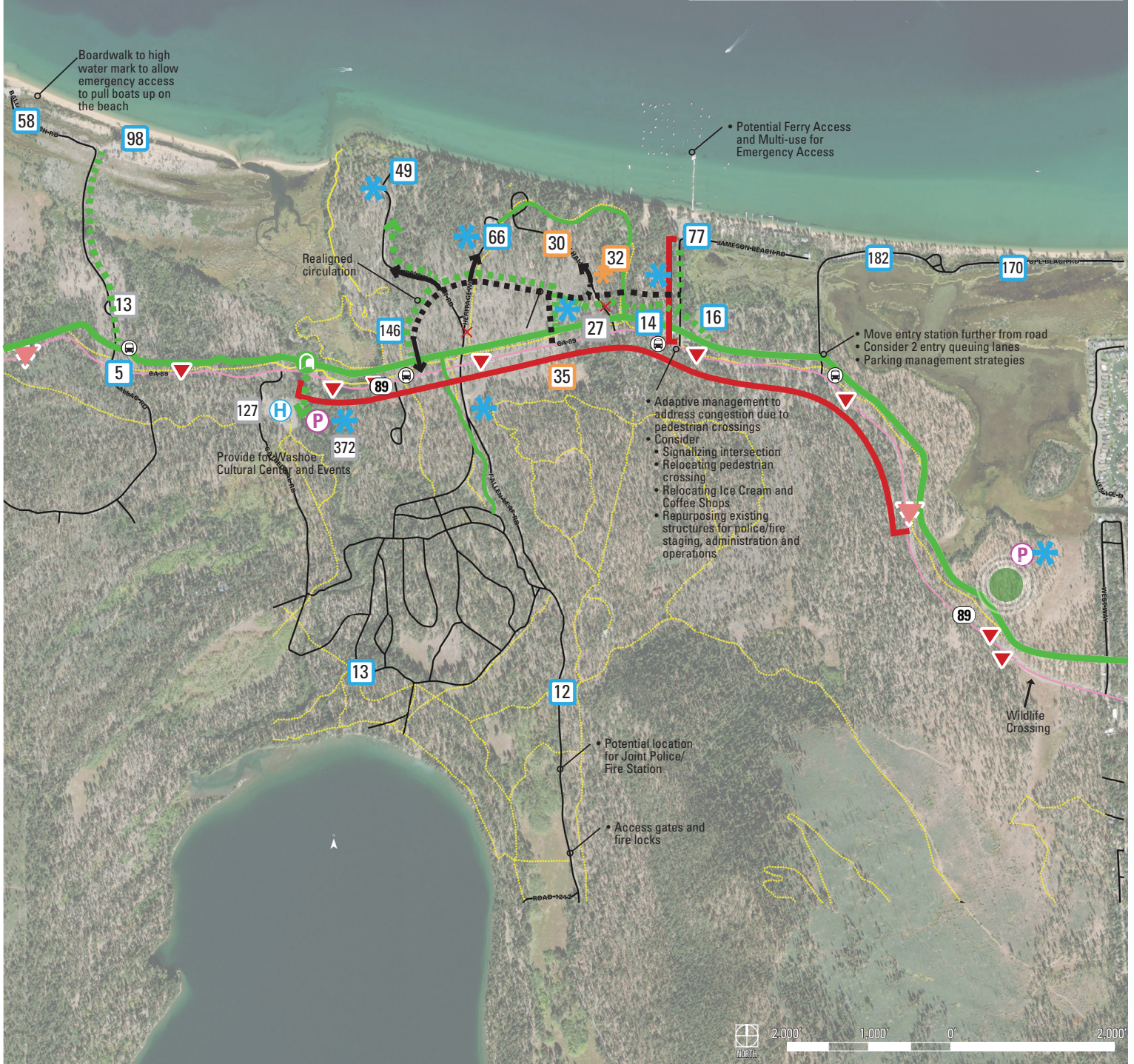
# CORRIDOR OPPORTUNITIES | POPE TO BALDWIN SEGMENT

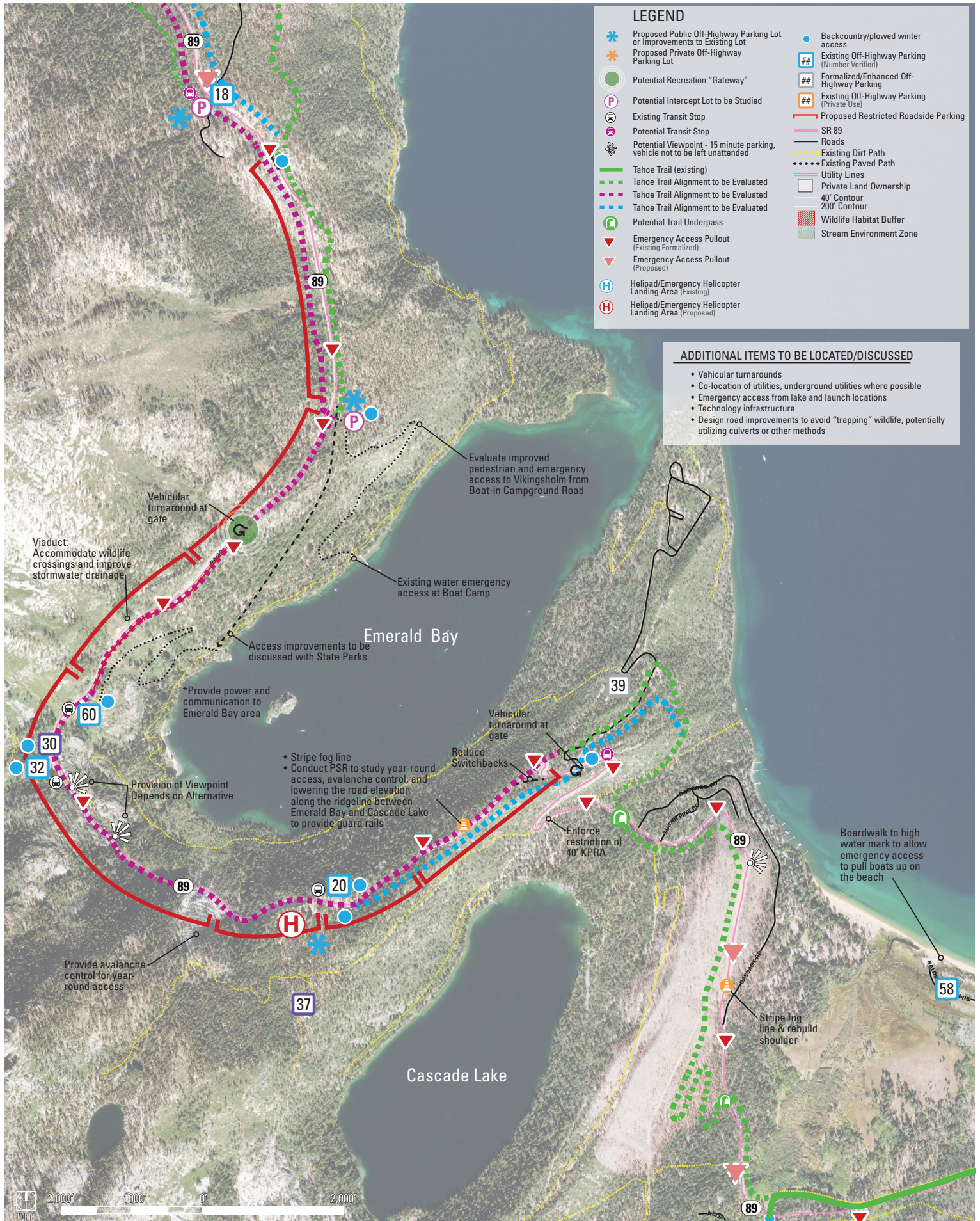
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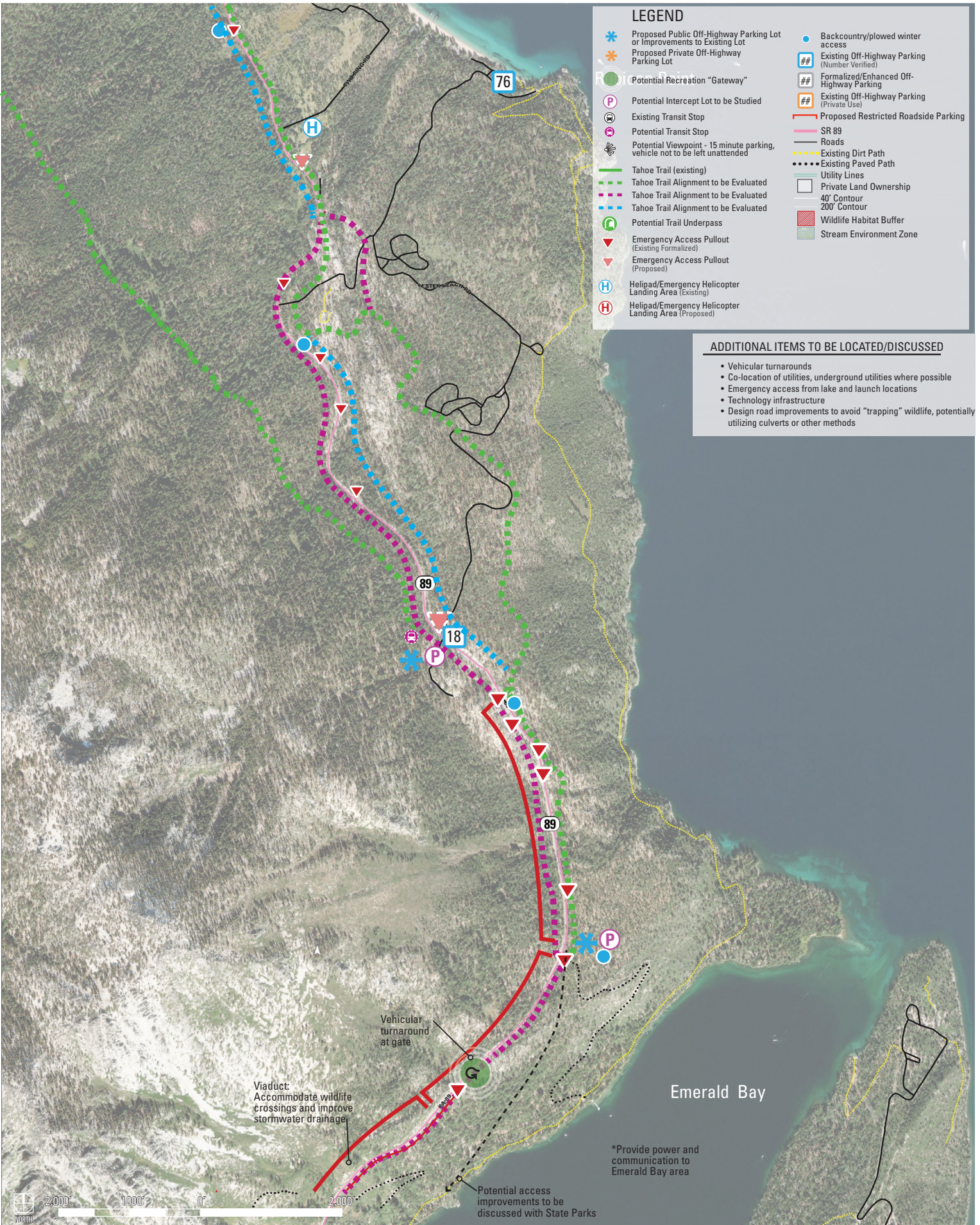
- Vehicular turnarounds
- Co-location of utilities, underground utilities where possible
- Emergency access from lake and launch locations
- Technology infrastructure
- Design road improvements to avoid "trapping" wildlife, potentially utilizing culverts or other methods

## LEGEND

- Proposed Public Off-Highway Parking Lot or Improvements to Existing Lot
- Proposed Private Off-Highway Parking Lot
- Potential Recreation "Gateway"
- Potential Intercept Lot to be Studied
- Existing Transit Stop
- Potential Transit Stop
- Potential Viewpoint - 15 minute parking, vehicle not to be left unattended
- Tahoe Trail (existing)
- Tahoe Trail Alignment to be Evaluated
- Tahoe Trail Alignment to be Evaluated
- Tahoe Trail Alignment to be Evaluated
- Potential Trail Underpass
- Emergency Access Pullout (Existing Formalized)
- Emergency Access Pullout (Proposed)
- Helipad/Emergency Helicopter Landing Area (Existing)
- Helipad/Emergency Helicopter Landing Area (Proposed)
- Backcountry/plowed winter access
- Existing Off-Highway Parking
- Formalized/Enhanced Off-Highway Parking
- Existing Off-Highway Parking (Private Use)
- Proposed Restricted Roadside Parking
- SR 89
- Roads
- Existing Dirt Path
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- Utility Lines
- Private Land Ownership
- 40' Contour
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- Stream Environment Zone





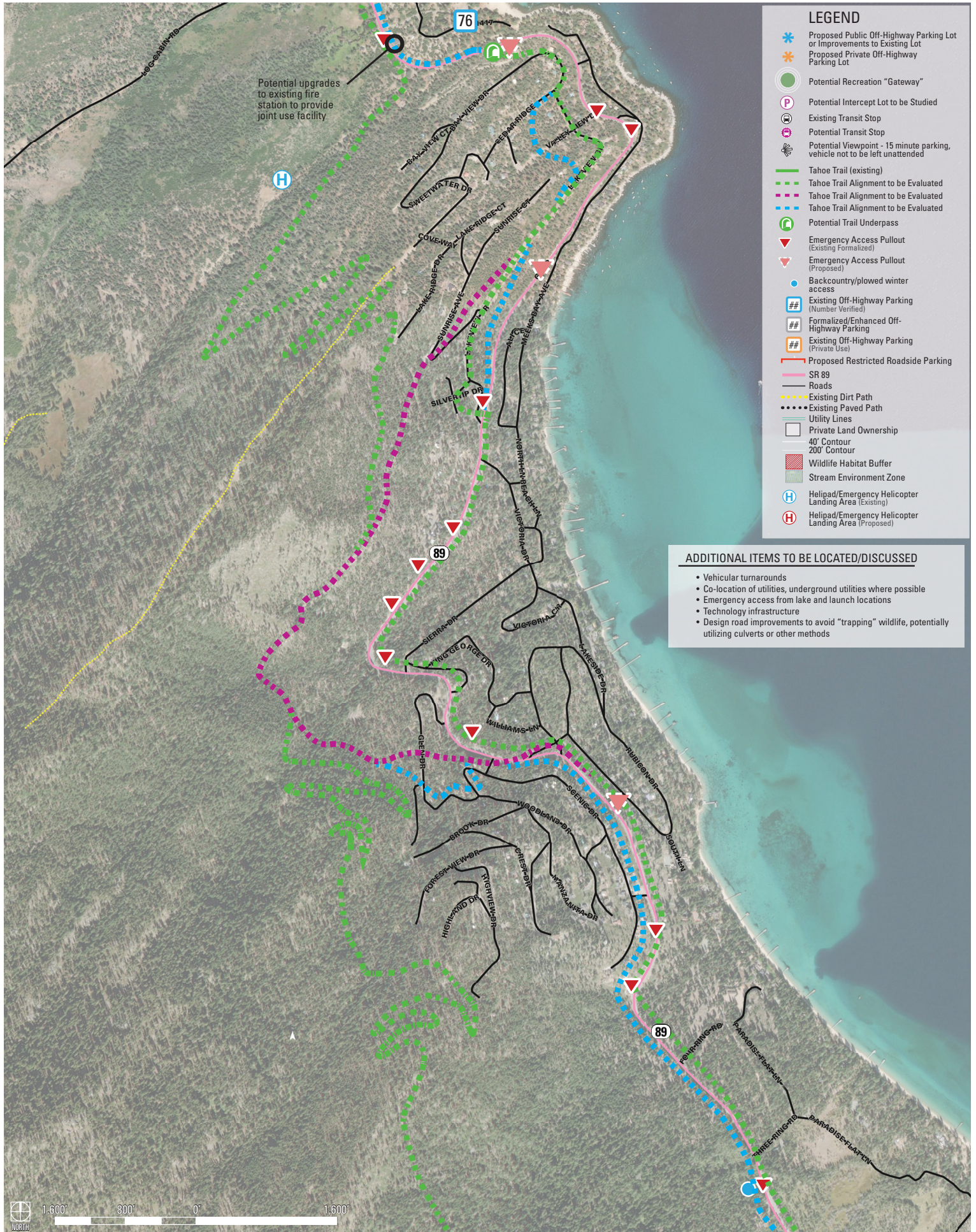


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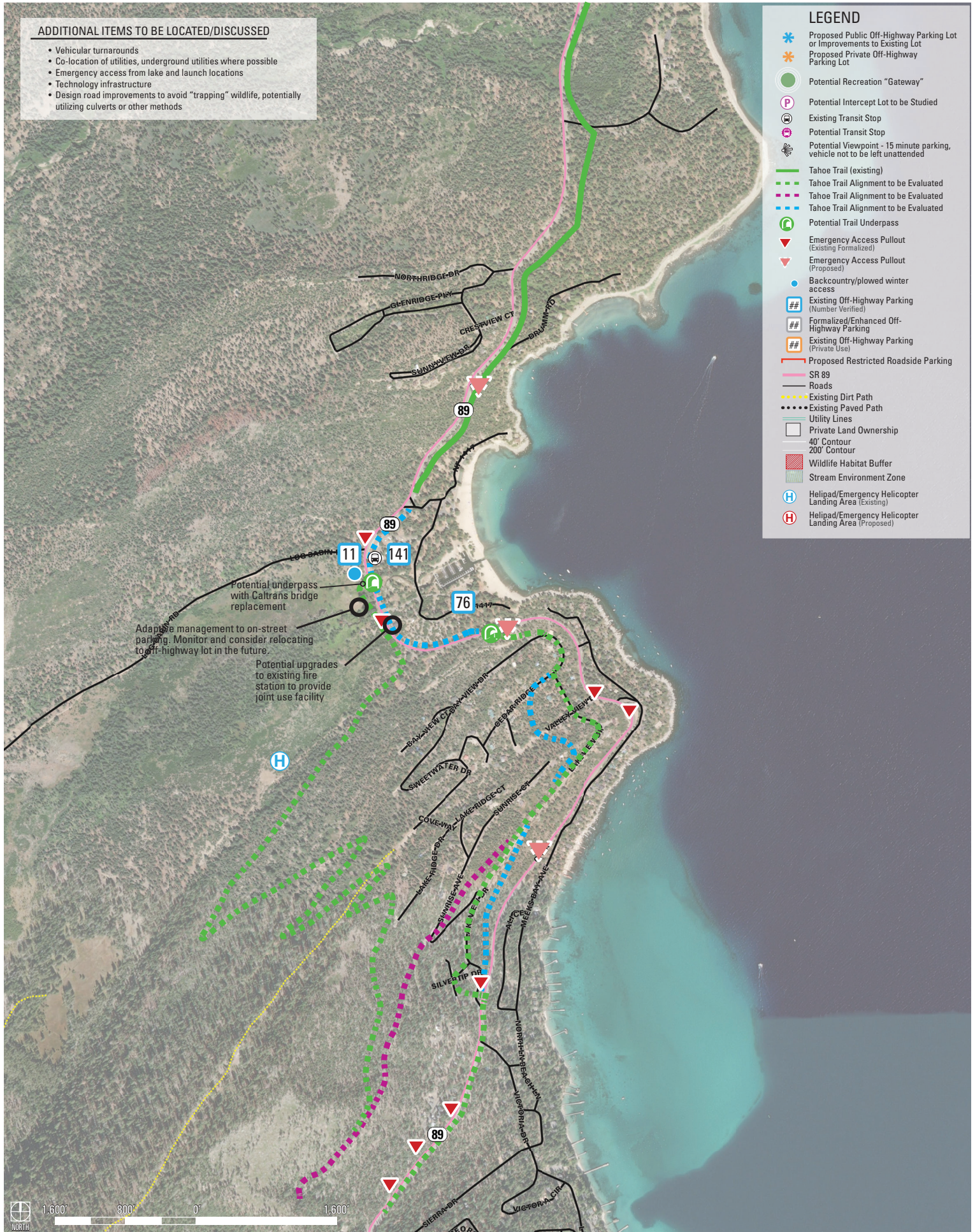
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Potential underpass with Caltrans bridge replacement

Adaptive management to on-street parking. Monitor and consider relocating to off-highway lot in the future.

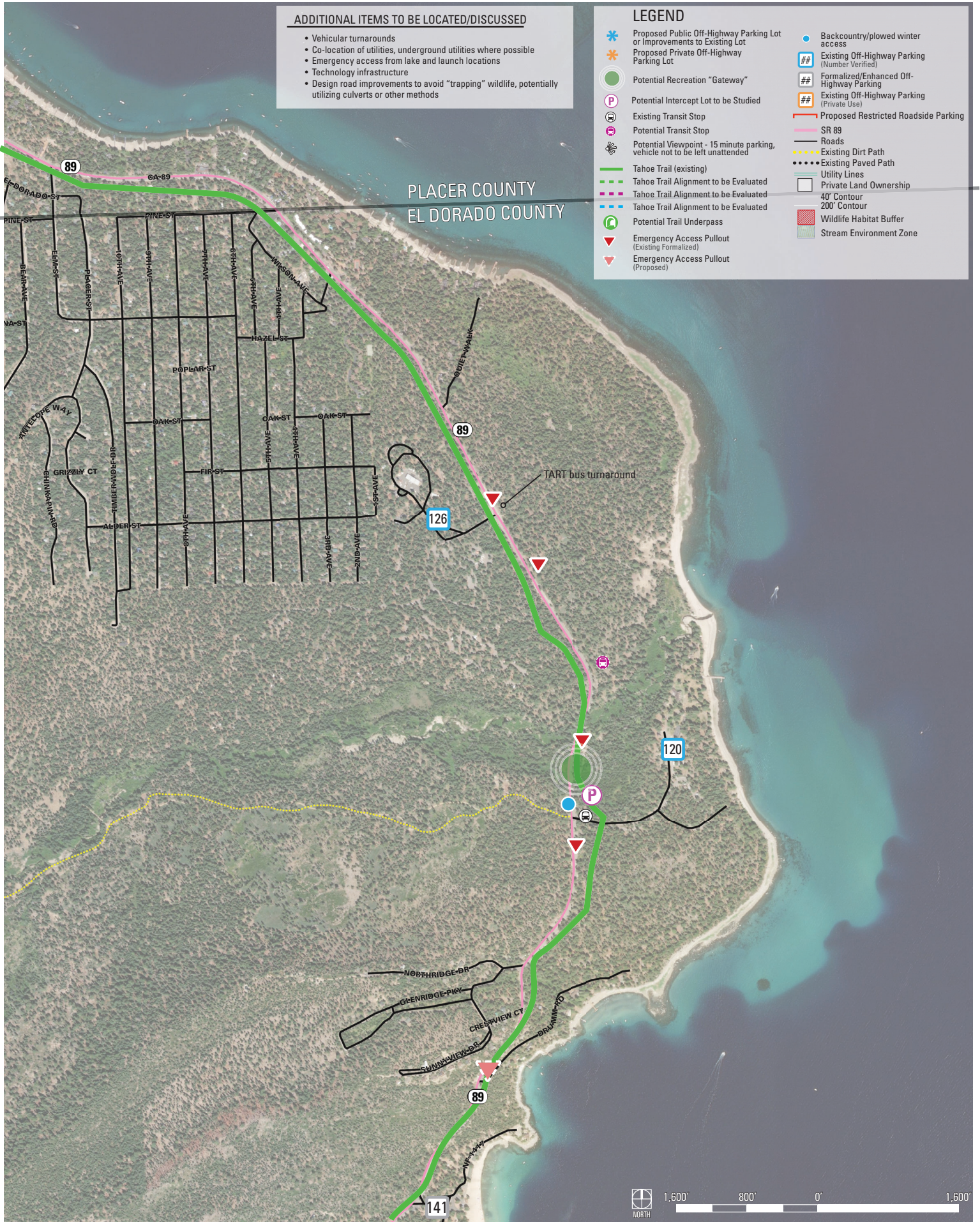
Potential upgrades to existing fire station to provide joint use facility

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## WHAT WE'RE TRYING TO ACHIEVE THRU PARTNERSHIPS

### GOALS



### VISITOR EXPERIENCE CYCLE

