

## 5 LAND USE

### 5.1 INTRODUCTION

This chapter describes existing land use patterns in the Placer County portion of the Tahoe Basin (i.e., the Plan area); identifies the federal, state, and local regulations and policies governing land use; and describes the land use planning structure and approach currently used by Placer County and TRPA. It identifies significance criteria for land use impacts, and assesses the environmental effects of the proposed goals, policies, and implementation measures of each alternative with respect to the land use patterns, permissible land uses, planning systems, land coverage, and development potential each is designed to achieve. The primary issues raised during scoping that pertain to land use included:

- ▲ Land use implications of the following Area Plan components:
  - Tahoe City Town Center modification;
  - use of non-contiguous parcels as a project area;
  - conversion of remaining available CFA to TAUs and consistency with the Regional Plan Growth Management System;
  - land use classifications, zoning changes, and permissible use changes (special consideration should be to mixed-use development within town centers and residential uses in mixed-use areas outside of town centers); and
  - market-rate secondary dwelling units on certain residential parcels less than 1 acre in size.
- ▲ policy changes that apply to areas outside of town centers, including within village centers and related to mixed-use overlays;
- ▲ density and congestion near the proposed lodge, and the potential for the lodge to exacerbate those conditions; and
- ▲ conflicts with natural resource values and recreation areas.

Because the project area is not included in any habitat conservation or natural community conservation plan, the potential for implementation for any of the alternatives to conflict with these types of plans are not discussed further in this chapter.

Physical division of an established community would result from construction of a barrier that changes the connectivity between areas of a community. The division would result in an impact if it would change the connectivity, such that implementation of a project would separate individuals from an existing community. Examples of this type of impact include closure of a bridge or roadway or construction of an implement (e.g., storm channel) resulting in the loss of a transportation route such as a roadway, pedestrian path, or bicycle path. Because neither the Area Plan nor the Tahoe City Lodge project would construct a barrier that would affect connectivity, the potential for any of the alternatives to physically divide an established community is not discussed further in this chapter.

As discussed in Chapter 4, “Approach to Environmental Analysis,” this analysis is provided to fully document the environmental effects of the four Area Plan and lodge alternatives. The broad geography and long timeframe to which the Area Plan applies and the policy-oriented nature of its guidance is such that the

EIR/EIS is prepared at a programmatic level, i.e., a more general analysis of each resource area with a level of detail and degree of specificity commensurate with the overall planning level of the Area Plan. Similarly, because the Kings Beach Center design concept lacks sufficient detail for definitive impact analysis, that portion of the project is also evaluated in a programmatic fashion. The proposed Tahoe City Lodge represents a project that contains a greater level of detail and specificity such that a project-level analysis is included in this chapter.

## **5.2 REGULATORY SETTING**

### **5.2.1 Federal**

#### **U.S. FOREST SERVICE, LAKE TAHOE BASIN MANAGEMENT UNIT**

The U.S. Forest Service (USFS), Lake Tahoe Basin Management Unit (LTBMU) manages more than 75 percent of lands within the Lake Tahoe Basin. Management of LTBMU lands in the project vicinity is currently guided by the LTBMU Land and Resource Management Plan (Forest Plan) (USFS 1988). LTBMU has been seeking to update the Forest Plan for several years. It issued a revised Forest Management Plan, final EIS, and Draft Record of Decision (ROD) on November 22, 2013. The “Notice of Objections Filed” was published on January 31, 2014 and the Objection Reviewing Period is underway. The length of time needed to resolve objections filed over the plan is uncertain. For this reason, the 1988 Forest Plan is considered to be the most recent planning document.

The Forest Plan provides for forestwide management direction through 1) management goals, 2) management objectives, and 3) forestwide standards and guidelines. Forestwide goals describe the desired future state or condition of the LTBMU expected as a result of implementing the plan. Successful achievement of the goals is dependent upon accomplishing the activity and production levels described as objectives, employing the standards and guidelines, and receiving appropriate funding. Additionally, achievement of the goals is subject to adjustment of objectives and standards and guidelines that may occur to the plan due to monitoring and evaluation (USFS 1988:IV-1).

### **5.2.2 Tahoe Regional Planning Agency**

#### **ENVIRONMENTAL THRESHOLD CARRYING CAPACITIES**

TRPA has established environmental threshold carrying capacities (thresholds) and indicators for nine resource areas: water quality, air quality, scenic resources, soil conservation, fish habitat, vegetation, wildlife habitat, noise, and recreation. TRPA threshold standards are minimum standards of environmental quality targets to be achieved in the Tahoe Region. Every four years, TRPA evaluates the attainment status of all TRPA threshold standards. The latest TRPA Threshold Evaluation was completed in April 2012 (TRPA 2012a).

No threshold standard applies specifically to land use, and the adopted environmental threshold standards do not define the maximum populations, densities, permitted uses, and other land use criteria for the region. However, the threshold standards do set performance criteria that may be influenced by land use planning considerations, including coverage, restoration-based incentives, and allocation considerations. Land use planning considerations that could affect environmental threshold standards are discussed in the relevant resource chapters in this EIR/EIS, as appropriate.

## REGIONAL PLAN

Land use regulation by TRPA is guided by its Regional Plan and Code of Ordinances. In accordance with the Tahoe Regional Planning Compact, the Regional Plan is intended to establish a balance, or equilibrium, between the natural environment and the built environment. The 1987 Regional Plan focused on growth control and on regulating development practices that degrade the natural and built environments. These growth control and environmental best practices, implemented through the development allocation system, thresholds, and Code provisions, are now standard practice within the region. The focus of the Regional Plan is “environmental redevelopment” to replace older, environmentally degrading developments with more sustainable development and restored landscapes.

With adoption of the 2012 Regional Plan, local governments are encouraged to adopt Area Plans to supersede the older plans for specific geographic areas. Before taking effect, Area Plans must be found in conformance with the Regional Plan. In order to conform to the Regional Plan, Area Plans must include policies, ordinances, and other implementation measures, that comply with the Regional Plan policies and provide threshold gain.

### Goals and Policies

The Regional Plan Goals and Policies are statements of policy to guide decision making as it affects the region’s resources and environmental thresholds, and they are intended to provide opportunities for orderly growth and development consistent with those thresholds. The Goals and Policies are addressed in six major elements: land use, transportation, conservation, recreation, public services and facilities, and implementation. The Land Use Subelement of the Regional Plan addresses policies pertaining to growth and development of the Lake Tahoe Region. It is intended to direct the amount, type, and location of land uses and land coverage; balance land uses with the social, environmental, and economic wellbeing of the region; and coordinate regional land uses with land uses in surrounding areas.

### Land Use Classification System

Land in the Plan area is assigned to one of six classifications: backcountry, conservation, mixed-use, recreation, residential, and tourist. The classifications summarize major land uses that exist in the region and are further supplemented by the Plan Area Statements (PASs), Community Plans, master plans, and Area Plans. The following provides an overview of each land use classification type.

**Backcountry** areas are designated and defined by LTBMU as part of its Resource Management Plans. These are areas where natural ecological processes are primarily free from human influences. Backcountry areas offer a recreation experience similar to wilderness, with places for people seeking natural scenery and solitude. Primitive and semiprimitive recreation opportunities include hiking, camping, wildlife viewing, and cross-country skiing, in addition to more developed or mechanized activities not allowed in wilderness areas (e.g., mountain biking, snowmobiling). Limited roads may be present in these areas.

**Conservation** areas are non-urban areas with value as primitive or natural areas, with strong environmental limitations on use, and with a potential for dispersed recreation or low intensity resource management. conservation areas include: public land already set aside for this purpose; high-hazard lands, stream environment zones, and other fragile areas without substantial existing improvements; isolated areas that do not contain the necessary infrastructure for development; areas capable of sustaining only passive recreation or non-intensive agriculture; and areas suitable for low-to-moderate resource management.

**Mixed-Use** areas are more urban areas that have been designated to provide a mix of commercial, public services, light industrial, office, and residential uses to the region or have the potential to provide future commercial, public services, light industrial, office, and residential uses. The purpose of this classification is to concentrate higher intensity land uses for public convenience and enhanced sustainability.

**Recreation** areas are non-urban areas with a high potential for developed outdoor recreation, park use, or concentrated recreation. Lands that are identified as recreation areas include: areas of existing private and

public recreation use; designated local, state, and federal recreation areas; areas without overriding environmental constraints on resource management or recreational purposes; and areas with unique recreational resources that may service public needs, such as beaches and ski areas.

**Residential** areas are urban areas that have a potential to provide housing for the residents of the region. The purpose of this classification is to identify density patterns related to both the physical and manmade characteristics of the land and to allow accessory and non-residential uses that complement the residential neighborhood. These lands include: areas now developed for residential purposes; areas of moderate-to-good land capability; areas within urban boundaries and serviced by utilities; and areas of centralized location in close proximity to commercial services and public facilities.

**Tourist** areas are urban areas that have the potential to provide intensive tourist accommodations and services or intensive recreation. This land use classification also includes areas recognized by the Compact as suitable for gaming. These lands include: areas now developed with high concentrations of visitor accommodations and related uses; lands on which gaming is a permitted and recognized use; lands of good-to-moderate land capability; and areas with adequate public services and transportation linkages.

## Plan Area Statements

PASs provide a detailed guide for planning within discrete areas of the region. Each PAS is assigned a single land use classification and one of three management strategies: development with mitigation, redirection of development, or maximum regulation. Some PASs are designated as community plan areas, receiving areas for transfer of development commodities, or areas targeted for scenic restoration and affordable housing provisions. Additionally, PASs provide planning considerations, special policies, maximum densities for residential and tourist accommodation uses, community noise equivalent levels, allowable and special uses, and the amount of additional recreation capacity permissible. Currently, the Plan area includes 51 PASs. The Tahoe City Lodge project site is situated partially within PAS 002 Fairway Tract.

## Community Plans

Currently, there are 12 adopted community plans within the Tahoe Basin; six of these pertain to lands within Placer County. These plans supersede the PASs and are designed to be more responsive to the needs and opportunities of the respective communities. The original intent of the community plans was to concentrate commercial uses to reduce the negative effects of “strip” development and to provide incentives to renovate, revitalize, and remove blighted commercial development.

Community plans are made up of one or more PASs and contain commercial, tourist, residential, public service, recreation, and resource management land uses. Community plans describe a land use vision, development and coverage incentives, and environmental targets. Community plans in the Plan area include: the Tahoe City Community Plan, the Carnelian Bay Community Plan, Tahoe Vista Community Plan, Kings Beach Industrial Community Plan, Kings Beach Community Plan, and the California North Stateline Community Plan. The Kings Beach Center design concept is located entirely within the limits of the Kings Beach Community Plan, and a portion of the Tahoe City Lodge project site is located within the existing Tahoe City Community Plan boundaries.

## Master Plans

TRPA’s Goals and Policies permit the adoption of project-oriented master plans to augment PASs or community plans. Through more detailed planning, they ensure that projects and activities are consistent with the Goals and Policies, the PASs or adopted community plans, and the Code. In addition, they allow for phasing of development, systematic environmental and project review, and implementation of environmental control measures. Certain land use areas (e.g., airports, ski areas, and marinas) are required to prepare Master Plans if expansion is proposed. TRPA has adopted two Master Plans in Placer County: Tahoe City Marina and Homewood Mountain Resort.

## Land Coverage Standards

Since the late 1970s, TRPA has used the land capability classification system known as the Bailey System to guide land use planning, policy formulation related to the impacts of development on soil erosion and permitting of development. The Bailey System was developed as a threat assessment and planning tool to identify and mitigate adverse impacts to water quality and stream systems that occur from surface runoff and erosion related to development. Using this system, TRPA regulates the amount of development, or land coverage (e.g., building area, driveways, sidewalks, other hardscape), that can be sustainably allowed on a given area based on the underlying soil characteristics and slope. The system assigns Land Capability Districts (LCDs) based primarily on soil characteristics and slope. The LCDs reflect the amount of development the site can support without experiencing soil or water quality degradation. The LCDs range from 1 to 7, with 1 being the most environmentally sensitive and 7 being most suitable for supporting development (see Table 14-2). Under this system, TRPA allows landowners to cover 1, 5, 20, 25 or 30 percent of their parcels with impervious surfaces depending on its environmental sensitivity as defined by the Bailey classification system. Higher amounts of land coverage are allowed in town centers where area plans have been adopted.

## Lake Tahoe Regional Transportation Plan/Sustainable Communities Strategy

The Lake Tahoe 2035 Regional Transportation Plan (RTP), also known as Mobility 2035, includes a list of transportation projects and strategies to improve mobility in the region and provide the opportunity for environmental gains related to a reduction in personal vehicle travel and attendant greenhouse gas (GHG) emissions, improved air quality, improved water quality, and enhanced recreation opportunities related to bicycle, pedestrian, and transit improvements. The RTP also includes a Sustainable Communities Strategy (SCS), pursuant to California Senate Bill (SB) 375, Statutes of 2008, for the California portion of the Tahoe Region to enable attainment of Regional GHG reduction targets (TMPO and TRPA 2012).

## Linking Tahoe: Active Transportation Plan

The *Linking Tahoe: Active Transportation Plan* (ATP), formerly the *Lake Tahoe Bicycle and Pedestrian Plan*, presents a guide for planning, designing, constructing, and maintaining a regional active transportation network that includes innovative infrastructure, support facilities, and awareness programs. The infrastructure network includes on-street bicycle lanes and bicycle routes, and off-street paths and sidewalks. The ATP depicts existing and planned shared-use paths, bicycle lanes, bicycle routes, and sidewalks within the Tahoe Basin (TMPO 2016:4-31). The existing network includes 120 miles of bicycle and pedestrian shared-use paths, bicycle lanes, bicycle routes, and sidewalks and proposes another 68 miles of new bicycle and pedestrian facilities. The built-out bicycle and pedestrian network is estimated to reduce vehicle miles traveled (VMT) by 8,500 miles on a peak summer day (TMPO 2016:1-20). The ATP also identifies goals, policies, actions, and performance measures for local governing bodies and transportation agencies.

## ENVIRONMENTAL IMPROVEMENT PROGRAM

TRPA launched the Environmental Improvement Program (EIP) in an effort to better implement the Regional Plan and highlighted it at the Presidential Forum at Lake Tahoe in 1997. Recognizing that capital investments, research, and monitoring were essential components of the Regional Plan, the EIP called for an investment of \$908 million in capital projects and \$58 million in research and monitoring. The EIP also identified hundreds of specific projects and programs to be undertaken by more than 50 funding partners, including federal, state, and local agencies and the private sector. The projects were focused on improving air, water, and scenic quality, forest health, fish and wildlife, and public access to the Lake Tahoe and other recreation areas. The prime directive of the EIP was to move the Tahoe Region closer to environmental threshold standard attainment.

## 5.2.3 State

### CALIFORNIA STATE PARKS

The California Department of Parks and Recreation, or California State Parks (CSP), defines its mission as follows, "...to provide the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and providing opportunities for high-quality recreational experiences based on those resources." CSP manages the California State Park System, including Burton Creek State Park near Tahoe City, Kings Beach State Recreation Area (SRA), and Tahoe SRA in Tahoe City. Long-range development and management of each state park is directed by a general plan, which provides broad policy and program guidance. Each California state park must have an approved general plan before any major park facilities can be developed.

### CALIFORNIA TAHOE CONSERVANCY

The California Tahoe Conservancy (Conservancy) is a California state agency, created in 1984, with a mission to preserve, protect, restore, enhance and sustain the unique and significant natural resources and recreational opportunities of the Tahoe Region (California Government Code Title 7.42 Sections 66905 to 66908.3). Conservancy's jurisdiction extends throughout the California portion of the Tahoe Region, as defined in California Government Code Section 66905.5. Conservancy has the power to acquire, hold, and manage property in the Tahoe Region. Since 1984, Conservancy has acquired more than 4,700 parcels of land, comprising more than 6,500 acres, for the purposes of protecting the natural environment and promoting public recreation and Lake access. Conservancy manages and implements restoration and other projects on these lands. Conservancy has also provided approximately 170 grants to local governments and non-profit organizations for erosion control, public recreation and access, land acquisition, and other projects. Since 1997, Conservancy's programmatic efforts have been focused on California's commitment to the implementation of the EIP for the Tahoe Region and to address declining resource values at Lake Tahoe.

## 5.2.4 Local

In addition to the Regional Plan, community plans, PASs, and master plans described above, the area addressed by the proposed Area Plan is currently subject to the Placer County General Plan, North Tahoe Area General Plan, Tahoe City Area General Plan, and West Shore Area General Plan. There are no incorporated cities within the Plan area.

The TRPA Compact allows local jurisdictions to develop, adopt, and implement regulations so long as they are consistent with the Regional Plan or address issues not covered in the Regional Plan (Compact Article VI(a)). These local regulations must be consistent with all aspects of the Regional Plan, including requirements that they do not preclude the attainment or maintenance of threshold standards. Summaries of these local government plans are provided below.

### PLACER COUNTY GENERAL PLAN

The Placer County General Plan (Placer County 2013) consists of two types of documents: the Countywide General Plan (which consists of a policy document and land use diagram) and a set of more detailed community plans covering specific areas of the unincorporated county, which includes the North Tahoe Area General Plan, Tahoe City Area General Plan, and the West Shore Area General Plan.

The Countywide General Plan provides an overall framework for development of the county and protection of its natural and cultural resources as outlined in its goals and policies. The community plans and area plans developed by Placer County under the Countywide General Plan provide a more detailed focus on specific geographic areas within the unincorporated county. The goals and policies contained in these documents

supplement and elaborate upon the goals and policies of the Countywide General Plan. In the case of the Land Use Diagram, there is no overlap—a community plan or area plan land use diagram is the only applicable diagram within a Plan area. Both Placer County and TRPA have separate community plan and area plan documents which serve as subsets of their respective broad scale plans (the Placer County General Plan and the TRPA Regional Plan). Although Placer County and TRPA use the same nomenclature, their planning documents are distinct from each other.

## PLACER COUNTY LOCAL-LEVEL GENERAL PLANS AND COMMUNITY PLANS

In the Tahoe Basin portion of Placer County, the county has adopted three plans: the North Tahoe Area General Plan (Placer County 1996), Tahoe City Area General Plan (Placer County 1994), and West Shore Area General Plan (Placer County 1998). The North Tahoe Area General Plan encompasses the area generally bounded by the Dollar Hill area to the west, the Nevada state line to the east, the Tahoe Basin rim to the north, and Lake Tahoe to the south. The Tahoe City Area General Plan area is bounded by the Dollar Hill area to the northeast, the Comstock Acres/Granlibakken area to the south, and approximately three miles down the Truckee River corridor to the west. The West Shore Area General Plan covers an area approximately 20,500 acres, extending along the West Shore of Lake Tahoe for a length of approximately 8 miles, generally from the south end of Tahoe City to the El Dorado County line in Tahoma.

Each of these plans incorporates the previously adopted TRPA PASs and community plans, including their land use classifications, prepared by TRPA for these areas. These plans each identify a select set of goals and policies that focus on issues relevant to those areas.

### 5.3 ENVIRONMENTAL SETTING

An *Existing Conditions Report* was prepared by Dyett and Bhatia (2013) to support development of the proposed Area Plan. A summary of the land use setting information contained therein is provided below; the full document is incorporated here by reference.

Lake Tahoe and the surrounding basin is a unique area in the Sierra Nevada mountain range. The region lies on the border between California and Nevada—approximately two-thirds of the region lies in California and one-third in Nevada. It is estimated that the total land area of the region is about 202,000 acres, with about 85 percent of this acreage in public ownership and preserved as open space. The Plan area encompasses approximately 80 square miles and is bounded by El Dorado County to the south, State of Nevada to the east, and the Sierra Nevada mountain range to the west. Exhibit 1-1 in Chapter 1, “Introduction,” shows the Plan area in its regional context.

Lake Tahoe is the dominant feature of the region measuring 12 miles wide and 22 miles long with a maximum depth of 1,645 feet, making Lake Tahoe one of the largest and deepest lakes in the world. The maximum elevation of the Lake Tahoe’s surface is 6,229 feet above sea level. Visitors in the area are attracted to the recreation opportunities and scenic and natural resources, including the clarity of the lake.

Open space and recreation lands comprise the majority of land in the Plan area, including undeveloped forest lands managed by LTBMU. Residential communities within the Plan area include Carnelian Bay, Dollar Point, Kings Beach, Homewood, Tahoe City, Tahoe Vista, and Tahoma. Non-residential development and tourist accommodations are generally located along key travel routes, primarily in Tahoe City, Kings Beach and Tahoe Vista. A limited number of industrial uses are located along SR 89 west of Tahoe City, south of SR 28 in Dollar Point, in Tahoe Vista along National Avenue, and in Kings Beach along Speckled Avenue.

### 5.3.1 Existing Land Use Pattern

The Plan area includes approximately 50,871 acres of land. Conservation and backcountry are the largest existing land uses, occupying nearly 78 percent of the total land area. Conservation and backcountry land is generally located in the western and northern sections of the Plan area encircling the developed areas that are primarily concentrated near Lake Tahoe's shoreline. Recreation uses, such as parks and beaches, and residential uses each account for less than 10 percent of the Plan area. Residential land extends nearly uninterrupted from Kings Beach in the north to Tahoma in the south along the shoreline of Lake Tahoe. Vacant land accounts for nearly three percent of the total developable land area (residential, commercial and public service, and tourist). Vacant parcels are typically located along the outer perimeter of residential and non-residential development, adjacent to conservation/backcountry land. Land designated public service accounts for 0.6 percent of the total land area and is scattered throughout the Plan area. Commercial uses comprise up 0.3 percent of the land area, and are concentrated along major corridors such as SR 28 and SR 89. Tourist accommodation land accounts for 0.1 percent of total land area and is located mostly in the northern part of the Plan area. Industrial land also accounts for 0.1 percent of total land area and is located in small nodes in the northern and central parts of the Plan area.

Table 5-1 shows the breakdown of existing land use classifications as defined by Placer County in the Plan area.

Land Use	Acres	Percent of Total Acreage
Residential	3,558	7.0
Commercial	177	0.3
Tourist accommodations	75	0.1
Industrial	48	<0.1
Public service	313	0.6
Vacant	1,258	2.5
Recreation	4,782	9.4
Conservation/Backcountry	39,478	77.6
Right-of-way	1,182	2.3
<b>TOTAL</b>	<b>50,871</b>	<b>100</b>
Source: Dyett and Bhatia 2013		

### CONSERVATION/BACKCOUNTRY

Nearly 78 percent of the land within the Plan area is preserved as conservation/backcountry. Backcountry/conservation land is defined as land that is primarily under ownership of the federal government or State of California and where development is otherwise restricted or has limitations placed on use. Conservation/backcountry land totals 39,478 acres and consists of conservation easements; timberland and vacant land; and rivers, lakes, reservoirs, and canals. Parcels range in size from more than 650 acres to 0.4 acres and are generally located in the western and northern sections of the Plan area along the outer perimeter of residential and non-residential development. The large majority—96 percent—of all conservation/backcountry land is publicly-owned.

### RECREATION

Land in recreation use comprises slightly more than 9 percent of the land (4,782 acres) within the Plan area. Recreation land includes ski facilities, marinas, parks, camps, and beaches. Recreation land is distributed fairly evening throughout the Plan area, typically in residential neighborhoods and fronting Lake Tahoe.

Three of the largest recreation areas located in the Plan area are Burton Creek State Park, Homewood Mountain Ski Resort, and North Tahoe Regional Park.

## RESIDENTIAL

After recreation, residential land uses are the most prevalent within the Plan area, at seven percent, or 3,558 acres. Tahoe City has the most residential land (25 percent), followed by Carnelian Bay (21 percent), Dollar Point (11 percent), Homewood (10 percent), and Kings Beach (10 percent).

Residential land in Tahoe City is located south of the “Wye” on both sides of SR 28 and SR 89, as well as north of the Tahoe City Golf Course. Residential land in Carnelian Bay is located on the mountain side of SR 28 and includes the Ridgewood subdivision located south of the Carnelian Bay commercial area. Residential land in Dollar Point is located on both sides of SR 28, with a larger concentration of residential land south of SR 28 adjacent to the shoreline of Lake Tahoe. Residential land in Homewood is primarily located west of SR 89 and includes the Tahoe Pines subdivision—a large subdivision located to the north. Residential land in Kings Beach is mostly located north of SR 28 and east of SR 267.

About 88 percent of existing residential land within the Plan area includes single-family development, followed by duplex (five percent), multi-family (four percent), and mobile homes (three percent).

## VACANT

Nearly three percent of developable land within the Plan area is currently vacant. Vacant land totals 1,258 acres and consists of a wide range of parcel sizes from small infill sites less than one acre in size, to larger sites up to nearly 33 acres. Vacant land is scattered throughout the Plan area and is commonly found buffering conservation/backcountry land from residential and nonresidential development located along the Lake Tahoe shoreline. The State of California and federal government own slightly more than 50 percent of the vacant land in the Plan area (about 40 percent is owned by the State of California and 10 percent by federal government).

## PUBLIC SERVICES

Public services land comprises 0.6 percent of land (313 acres) within the Plan area. Public services land primarily includes schools and public/private utility uses. Public services land is scattered throughout the Plan area, with the largest concentration located in Kings Beach, Dollar Point, Tahoe City, and Homewood.

## COMMERCIAL

Commercial land comprises 0.3 percent of land (177 acres) in the Plan area. The majority of this acreage—nearly 46 percent—is located in Tahoe City. Tahoe Vista (16 percent) and Kings Beach (12 percent) also have large amounts of commercial land. Commercial land uses are generally located adjacent to the SR 28 and SR 89 corridors and consist of office, retail, and other commercial uses. Within Tahoe City, the majority of commercial land is located near the “Wye” intersection, generally along SR 28 and SR 89. However, a few large commercial parcels are located along the shoreline of Lake Tahoe. The majority of retail development in Tahoe City is clustered in “mini-centers” east of SR 28 adjacent to Lake Tahoe. Smaller pockets of commercial land are also located in Dollar Point, Carnelian Bay, and Homewood.

## TOURIST ACCOMMODATIONS

Land for tourist accommodations makes up 0.1 percent (75 acres) of land in the Plan area and consists of hotels, motels, and resorts/timeshares. The majority of tourist accommodation units are located in Tahoe Vista (53 percent), followed by Kings Beach (18 percent), and Tahoe City (15 percent). In Tahoe Vista and Kings Beach, tourist accommodations are located along SR 28 and consist of one- and two-story motel type

buildings. In Tahoe City tourist accommodations are located along SR 28, clustered near the “Wye” and Granlibakken Resort.

## INDUSTRIAL

Industrial land in the Plan area is primarily located in Tahoe City (43 percent) and consists of a mix of local-serving automotive, light industrial and warehouse uses. Total industrial land within the Plan area is 48 acres. Smaller nodes of industrial land are also located in Tahoe Vista, Kings Beach, and Dollar Point. Industrial land in Tahoe City is located west of the commercial core along SR 89. In Kings Beach, industrial lands are located in the northern part of the community, primarily along Speckled Avenue, which is home to a variety of light industrial and storage uses. Industrial land in Dollar Point is located south of SR 28 in an area known as “Lake Forest” and includes a mix of commercial and light industrial uses.

### 5.3.2 Regulated Commodities

Development within the Lake Tahoe basin is controlled by land use mapping and zoning, and by TRPA regulated commodities. Chapter 50 of the TRPA Code sets forth the requirements for regulating the rate and timing of growth in Lake Tahoe in a manner intended to award and distribute allocations for growth and development in an orderly fashion to meet and maintain environmental thresholds (TRPA 2012b: page 50-1). In order for a development or redevelopment project to be permitted, the project must meet both the land use and commodity requirements of TRPA.

Table 5-2, below summarizes existing commodities within Placer County as of December 2012 (TRPA 2012d: Exhibit E) and commodities remaining for future residential, commercial, and tourist uses. Table 5-1 indicates that:

- ▲ under TRPA’s existing growth management system, Placer County is nearly built out—most projects moving forward under the Area Plan would involve redevelopment rather than new construction;
- ▲ the remaining commodities allocated to Placer County for new development over the lifetime of the Area Plan are limited. Placer County receives allocations every 2 years that can be used on vacant, buildable parcels with development rights:
  - 820 residential parcels have development rights, and an additional 40 residential bonus units remain (about seven percent of the existing housing stock have rights);
  - 76,875 square feet of banked or remaining commercial floor area [CFA] (about six percent of existing commercial); and
  - 31 banked or remaining tourist accommodation units [TAUs] (about two percent of existing tourist units).
- ▲ existing development on sensitive lands is considerable (about 26 percent of the existing housing stock, 38 percent of existing commercial, and housing units, 34 percent of TAUs are located on sensitive lands).

Future projects would be eligible for additional units of use through TRPA’s commodity pools if certain conditions are met and if all the allocated commodities in the region have been exhausted, and/or through purchase and transfer of existing commodities.

**Table 5-2 Placer County Tahoe Basin Area Plan Commodities Summary <sup>1</sup>**

Allocation	Placer County
<b>Residential</b>	
Total Existing Residential Units (ERU)	11,170
<b>By Land Capability District (LCD)</b>	
SEZ (LCD 1b)	1,221
Other Sensitive Lands (LCDs 1a, 1c, 2, and 3)	1,721
Non-Sensitive Lands (LCDs 4, 5, 6, and 7)	8,228
Residential Bonus Units (RBU) Remaining from 1987 Regional Plan	40
Banked Residential Development Rights (RDR) <sup>2</sup>	3
Residential Development Rights (RDR) Remaining	43
<b>Commercial</b>	
Total Existing Commercial Floor Area (CFA) (sq. ft.)	1,306,564
<b>By Land Capability District (LCD)</b>	
SEZ (LCD 1b) (sq. ft.)	477,560
Other Sensitive Lands (LCDs 1a, 1c, 2, and 3) (sq. ft.)	21,022
Non-Sensitive Lands (LCDs 4, 5, 6, and 7) (sq. ft.)	807,982
<b>By Land Use District</b>	
Within community plan areas or town centers (sq. ft.)	930,073
Outside of Special Districts (sq. ft.)	376,491
Banked CFA <sup>2</sup>	4,566
CFA Remaining (sq. ft.) (Unallocated)	72,609
<b>Tourist</b>	
Total Existing Tourist Accommodation Units (TAUs)	1,340
<b>By Land Capability District (LCD)</b>	
SEZ (LCD 1b)	400
Other Sensitive Lands (LCDs 1a, 1c, 2, and 3)	50
Non-Sensitive Lands (LCDs 4, 5, 6, and 7)	890
<b>By Land Use District</b>	
Within community plan areas or town centers	969
Outside of Special Districts	371
Banked TAUs <sup>2</sup>	6
TAUs Remaining (Unallocated)	25

<sup>1</sup> All statistics are estimates and are not regulatory.

<sup>2</sup> Banked commodities from the former Placer County Redevelopment Agency. Data provided by Placer County staff in December 2012.

ERU = Existing residential Units: Defined as an independent housekeeping unit with facilities for living, cooking, sleeping, and eating designed to be occupied permanently by one family or one collective household (TRPA 2014a: Chapter 90).

RBU = Residential Bonus Units: RBUs are allowed in certain instances as incentives (such as transfers from environmentally sensitive and remote lands to town centers).

RDR = Residential Development Rights: Includes privately owned vacant parcels that meet the definition of Section 50.3.1 of the TRPA Code; a RDR is basically the right to potential residential use for certain parcels in the region.

TAU = Tourist Accommodation Unit: Refers to the number of units in a hotel, motel, timeshare, bed and breakfast, or inn that can be rented by the day or week and occupied on a temporary basis (TRPA 2014a: Chapter 90).

CFA = Commercial Floor Area: Refers to the gross square footage of floor area within the outer wall of a commercial buildings, with certain exceptions (TRPA 2014a: Chapter 90; TRPA 2014b).

Source: TRPA 2012d

### 5.3.3 Tahoe City Lodge Project Site

The Tahoe City Lodge project proposes to redevelop the property located at 255 and 265 North Lake Boulevard in Tahoe City, commonly known as the “Henrikson Property,” as well as a portion of the Tahoe City Golf Course. The proposed lodge project area is approximately 3.9 acres and includes approximately 1.6 acres of Tahoe City Community Plan, Special Area #5; and 2.3 acres of the Fairway Tract Plan Area Statement (PAS), Special Area #2.

The Henrikson Property is located with the Tahoe City Community Plan Special Area #5, which allows a variety of high density community uses including employee housing, tourist accommodation, commercial, public service, recreation, and resource management. These uses are consistent with the designation as the main retail/tourist core of the town along SR 28. The portion of the Fairway Tract PAS included in the project site includes the Tahoe City Golf Course clubhouse and putting green. The Fairway Tract PAS Special Area #2 is currently identified as a low-density residential area including the Tahoe City Golf Course and an elementary school. Allowable uses include single-family residential, limited commercial uses, recreation, public service, and resource management.

The Henrikson property was originally developed as a motel in 1957, presumably in preparation for the Squaw Valley Olympics. Placer County Assessor’s records indicate that there were a series of building and tenant modifications through the 1960s and 1970s, with uses including restaurants, auto part sales, retail, professional offices, and storage. The property presently consists of three buildings with a total of approximately 26,304 square feet of commercial leasable space in addition to 6,772 square feet of second floor storage (not presently suitable for occupancy), for a combined flood area of approximately 33,800 square feet.

The Tahoe City Golf Course clubhouse is located on the southeast side of the 45-acre golf course property, adjacent to the Tahoe City commercial core. The vast majority of the golf course property is composed of low capability lands with little development potential. The golf course was constructed in 1917 as a six-hole course, but was expanded to a nine-hole course in 1926 (McLaughlin 2015). The property was purchased as a partnership between Placer County, the Tahoe City Public Utility District, the Truckee Tahoe Airport District, and the North Lake Tahoe Resort Association in 2012 to provide a potential site for the construction of visitor amenity capital improvements, to provide essential public services, improve parking and traffic circulation, and create an open space and recreation corridor for the Tahoe City community.

## 5.4 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

### 5.4.1 Methods and Assumptions

The following discussion considers the land use impacts associated with implementation of the Area Plan, including the Kings Beach Center design concept; the Tahoe City Lodge project; and their alternatives. The land use analysis involved a review of relevant land use plans, policies, and regulations, which compares the existing conditions to the project alternatives. In addition, the project alternatives were evaluated in terms of their effect on the established communities.

The Area Plan policies were evaluated against the existing PAS and community plan policies to ensure consistency. The Area Plan carries forward all relevant existing policies, however policies that were redundant (included in the TRPA Code or duplicative or other included policies), and policies that referenced specific projects or programs that are no longer relevant were not included.

The following discussion analyzes whether the project alternatives would comply with existing plans that are applicable to the project area. The analysis also assesses whether and to what degree the alternatives would result in incompatible land uses or land use conflicts.

For discussions related to socioeconomic, housing, population, and relocation of residences and business, please refer to Chapter 6, “Population and Housing.”

## 5.4.2 Significance Criteria

Significance criteria relevant to land use issues are summarized below.

### TRPA CRITERIA

The “Land Use” criteria from the TRPA Initial Environmental Checklist were used to evaluate land use impacts. Impacts would be significant if the project would:

- ▲ include uses which are not listed as permissible uses in the applicable Plan Area Statements and adopted community plans;
- ▲ expand or intensify an existing non-conforming use; or
- ▲ propose uses inconsistent with applicable goals and policies of the TRPA Regional Plan, and applicable PASs and community plans.

### CEQA CRITERIA

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

- ▲ Whether the project would conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

As noted above, the project area is not included in any habitat conservation or natural community conservation plan, the potential for implementation for any of the alternatives to conflict with these types of plans are not discussed further in this chapter. Moreover, the project will not physically divide a community or create barriers that affect connectivity, so the potential for any of the alternatives to physically divide an established community is not discussed further.

## 5.4.3 Environmental Effects of the Project Alternatives

### Impact 5-1: Development pattern and land use, including consistency with existing plans, policies, and regulations

Area Plan Alternatives 1, 2, and 3 would implement the TRPA Regional Plan policies related to mixed-use development, and redevelopment incentives allowing for higher intensity development within town centers, but would include additional height restrictions and development conditions for projects in mapped transition areas. These redevelopment incentives would be coupled with requirements for the transfer of land coverage and development rights from areas outside of town centers, and would result in environmental gains. Although Area Plan Alternatives 1 and 3 would include substitute standards, they

would not adversely affect the development pattern or land uses within the Plan area. In addition, the town center boundary modification proposed by Area Plan Alternatives 1 and 3 would reduce the overall size of the Tahoe City Town Center, would reduce the acreage of LCD 1b lands within the town center, and would meet the town center boundary modification requirements of the TRPA Code. Finally, Area Plan Alternatives 1 and 3 proposed reclassification of the Tahoe City Golf Course for recreation land use, which would preserve open space in Tahoe City and the designation of the Tahoe City Golf Course SPA would accelerate the pace of SEZ restoration within the Plan area. For these reasons, implementation of Area Plan Alternatives 1, 2, and 3 would result in a **less-than-significant** impact relative to development patterns, land use, and existing policies and regulations. Area Plan alternative 4 would have **no impact**.

Tahoe City Lodge Alternatives 1, 2, and 3 would result in redevelopment in accordance with the mixed-use development goals and policies of the Regional Plan, would comply with all TRPA Code provisions, and would result in environmental gains. Therefore, the potential impacts relative to development patterns, land use, and existing policies and regulations would be **less than significant**. Alternative 4 would result in a continuation of existing land uses within the Plan area and would have **no impact**.

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This impact provides an analysis of consistency with land use plans and policies. An analysis of potential land use conflicts is included in Impact 5-2 below.

The three Area Plan action alternatives would continue the basic existing land use pattern of concentrating development within community plan areas and removing development from sensitive lands. This pattern aligns with the efforts of the Regional Plan to promote environmental improvements throughout the region and attain TRPA's environmental thresholds. The Area Plan alternatives were developed by Placer County staff in a manner consistent with the Placer County General Plan and reflect the unique regulatory and environmental setting of the Tahoe Basin. All proposed alternatives would result in the consolidation and concentration of compatible commercial and tourist uses in designated areas and removal or relocation of development from areas outside of community plan areas. However, each alternative represents a different approach regarding land use planning framework, environmental regulations, and incentives. All land use changes proposed by the Area Plan action alternatives would be located within town centers or mixed-use areas as defined by the Regional Plan Land Use map.

### **Placer County Tahoe Basin Area Plan Program-Level Analysis**

#### **Alternative 1: Proposed Area Plan**

Consistent with the Regional Plan, Alternative 1 would include policies that promote the transfer of development into town centers and away from sensitive lands within the Plan area. To this end, Alternative 1 would encourage mixed-use and higher intensity development within designated mixed-use subdistricts and town centers. The proposed mixed-use subdistricts are shown on Exhibits 3-4 through 3-7. Additionally, Alternative 1 would implement the proposed increases in land coverage, height, and density within town centers, as analyzed in RPU EIS Impact 3.2-1 (TRPA 2012c:p 3.2-46 through 3.2-58). Alternative 1 would also establish Transition Areas (shown on Exhibits 3-6 and 3-4) within the Tahoe City and Kings Beach Town Centers where building height would be limited to three stories or 46 feet (10 feet lower than the Regional Plan town center height allowance) and projects would be required to complete pedestrian improvements prior to, or in conjunction with, project development (as described in Chapter 3, "Proposed Project and Alternatives").

Alternative 1 includes substitute standards such as limited conversion of CFA to TAUs and noncontiguous project areas within town centers (as described in Chapter 3, "Proposed Project and Alternatives," these policies are relevant only to the distribution of TRPA regulated commodities within the Plan area and would not affect the overall development pattern, land use, or the overall development potential of the Plan area. Although commodities such as land coverage and development rights may shift from one area to another, all development stemming from the implementation of Alternative 1 (including the Kings Beach Center design concept) would be subject to zoning restrictions and the protective provisions of the TRPA Code of Ordinances, and would undergo project level environmental review. TRPA permits the inclusion of substitute

standards in Area Plans provided that these measures, in combination with the TRPA code provisions that remain in effect, comply with the TRPA Goals and Policies (TRPA Code Section 13.5.1).

The intensified development pattern in town centers would result in more compact, walkable, mixed-use communities, supported by greater density and increased height, which would maintain community character, improve access to services, and reduce automobile dependency. With transfer of development from sensitive land and areas outside of Centers, more open space would be created outside of Centers and in sensitive lands, including SEZ, which would result in increased infiltration, reduced urban runoff, and commensurate improvements in water quality (refer to Chapter 15, "Hydrology and Water Quality"), soil conditions and function (refer to Chapter 14, "Geology, Soils, Land Capability, and Coverage"), vegetation, and habitat for wildlife.

Alternative 1 proposes the revision of the Tahoe City Town Center boundary to remove 7.1 acres of property surrounding the Fairway Community Center and the Placer County Tahoe City Wetlands Basin (a water quality wetland treatment area), and add 4.2 acres surrounding the Tahoe City Golf Course clubhouse. These changes would result in a net reduction of 2.9 acres in the town center. The Area Plan would also modify Regional Plan land use classifications and zoning within the Tahoe City Town Center to change: (1) the land use classification of land added to the town center from residential to mixed-use; (2) the land use classification of the Placer County Tahoe City Wetlands Basin located adjacent to the golf course from mixed-use to recreation; and (3) the land use classification of the remainder of the Tahoe City Golf Course from residential to recreation. Exhibit 3-3 shows these proposed boundary and land use changes.

Chapter 13 of the TRPA Code (Section 13.5.3.G) permits modification of a town center boundary provided that the following conditions are met:

1. The revised boundary of the town center is drawn to include developed parcels (parcels with 30 percent allowed land coverage existing on site)
2. Properties included in the town center must be less than  $\frac{1}{4}$  mile from existing Commercial or Public Service uses
3. Properties included in the town center must encourage and facilitate the use of existing or planned transit stops and transit systems.

The proposed town center boundary modification would bring portions of two parcels (APN numbers 094-020-006 and 094-540-003) into the Tahoe City Town Center, and would exclude three current town center parcels located entirely in LCD 1B (APN numbers 094-540-012, 094-540-002, and 094-060-012). The portions of the parcels proposed for inclusion in the Town Center are developed, and are located immediately adjacent to existing commercial uses and the Tahoe Area Regional Transit (TART) mainline on SR 28. The nearest transit stop is located approximately 400 feet south of the area proposed for inclusion. Therefore, the proposed town center boundary modification would be consistent with the TRPA Code.

As described above, Alternative 1 would reclassify the Tahoe City Golf Course from residential to recreation land use. This change would more accurately represent the existing land uses, would eliminate many currently permissible non-recreation uses, and would help preserve the golf course and public open space. Additional discussion related to use changes is included in Impact 5-2, below. In addition, implementation of Alternative 1 would result in the establishment of the Tahoe City Golf Course Special Planning Area (SPA), which would require the restoration of SEZ lands at a 1:1 ratio for every square foot of the SPA included in a project area (in addition to the SEZ restoration requirements included in Section 30.4 of the TRPA Code). In this way, the reclassification of the land use classification on the Tahoe City Golf Course would recognize and protect the golf course as open space, and would accelerate the restoration of SEZ lands within the golf course and the immediate area thereby furthering the goals of the TRPA Regional Plan and contributing to the attainment of the TRPA environmental thresholds.

Alternative 1 would implement the TRPA RPU policies related to mixed-use development, and higher intensity development within town centers, but would include additional height restrictions and development conditions for projects in mapped transition areas. These redevelopment incentives would be coupled with requirements for the transfer of land coverage and development rights from areas outside of town centers, and would result in environmental gains. Although Alternative 1 would include substitute standards, they would not affect the development pattern or land uses within the Plan area. In addition, the proposed town center boundary modification would reduce the overall size of the Tahoe City Town Center, would reduce the acreage of LCD 1b lands within the town center, and would meet the town center boundary modification requirements of the TRPA Code. Finally, the proposed reclassification of the Tahoe City Golf Course for recreation land use would preserve open space in Tahoe City and the designation of the Tahoe City Golf Course SPA would accelerate the pace of SEZ restoration within the Plan area. For these reasons, implementation of Alternative 1 would result in a **less-than-significant** impact relative to development patterns, land use, and existing policies and regulations.

#### **Alternative 2: Area Plan with No Substitute Standards**

The land use effects of Alternative 2 would be similar to those discussed for Alternative 1 above. Alternative 2 would implement the Regional Plan policies related to mixed-use development and increased height and density within town centers. These changes were previously analyzed in RPU EIS Impact 3.2-1 (TRPA 2012c:p 3.2-46 through 3.2-58). Alternative 2 would also include the town center transition areas where height is limited to three stories (46 feet) and pedestrian improvements are required. As described above, the intensification of development within town centers would be coupled with the requirements for the transfer of land coverage and development rights from areas outside of town centers, and would result in environmental gains. Unlike Alternative 1, Alternative 2 would not include the Tahoe City Town Center boundary modification, substitute standards, or SPAs. For these reasons and the reasons described above, the implementation of Alternative 2 would have a **less-than-significant** impact relative to development patterns, land use, and existing policies and regulations.

#### **Alternative 3: Reduced Intensity Area Plan**

Alternative 3 would implement some, but not all, of the Regional Plan development incentives for town centers. mixed-use development districts would be established in town centers and existing commercial areas as proposed by the RPU EIS, however height limits would be reduced in all areas of the town centers, with additional reductions on the lake side of SR 28. Maximum allowable land coverage within town centers would not be increased, and so there would not be an increase in land coverage and development rights transferred from outside of town centers. Density limits in town centers would be similar to Alternative 1, however a 25 percent increase in residential density would be permitted for affordable housing projects. This incentive would support Regional Plan goal HS-1.1, which allocates bonus development units for affordable housing projects, and HS-1.4, which states that affordable housing should be located in close proximity to employment centers (TRPA 2012d). Alternative 3 would also add additional environmental performance standards for development within SPAs, which would create environmental gains linked to redevelopment.

Similar to Alternative 1, Alternative 3 would include substitute standards, however as described above, these policies are relevant only to the distribution of TRPA-regulated commodities within the Plan area and would not affect the development pattern or land use. All development stemming from the implementation of Alternative 3 (including the Kings Beach Center design concept) would be subject to the protective provisions of the TRPA Code of Ordinances, including transfer of coverage and development rights from sensitive lands and lands outside of town centers; and would undergo project level environmental review.

Alternative 3 would implement a selection of the Regional Plan development incentives, with additional restrictions upon building height. Additionally, Alternative 3 would allow increased density for affordable housing projects within town centers, which would further TRPA regional goals. Although Alternative 3 would include substitute standards such as conversion of CFA to TAUs and non-contiguous project areas within town centers, these standards would not affect the development pattern or land use within the Plan area.

For these reasons, the implementation of Alternative 3 would have a **less-than-significant** impact relative to development patterns, land use, and existing policies and regulations.

#### **Alternative 4: No Project**

Alternative 4 would maintain the existing land use and development patterns and would not implement the Regional Plan redevelopment incentives (height, density, and coverage) or create substitute standards. For this reason, Alternative 4 would have **no impact** relative to development patterns, land use, and existing policies and regulations.

#### **Tahoe City Lodge Project-Level Analysis**

As described in Chapter 3, "Proposed Project and Alternatives," the Tahoe City Lodge project would be approved in coordination with the Area Plan and each lodge alternative relies on the policies and land use changes contemplated by the respective Area Plan alternative. The TRPA Code allows Area Plan documents to propose changes to the TRPA land use map and develop substitute standards, provided that these changes support achievement of the TRPAs environmental thresholds and comply with the TRPA Goals and Policies. Although the lodge project could be proposed independently of the Area Plan, this would require amendments to the Regional Plan and Code of Ordinances, as well as several planning documents associated with the 1987 Regional Plan. For this reason, the lodge project alternatives below are evaluated in the context of an approved Area Plan.

#### **Alternative 1: Proposed Lodge**

Alternative 1 relies on the implementation of the mixed-use subdistricts and town center redevelopment incentives contemplated by the Regional Plan. As described in the Area Plan Alternative 1 analysis and in RPU EIS Impact 3.2-1 (TRPA 2012c:p 3.2-46 through 3.2-58), increasing the intensity of development within town centers coupled with the transfer of land coverage and development rights from land outside of centers, would result in environmental gains.

Alternative 1 would include the redevelopment of an existing commercial center into a tourist accommodation facility within a mixed-use town center. The development of the lodge site would make use of the Area Plan substitute standards permitting the conversion of the CFA to TAUs, however this would only occur after TRPA has reviewed the proposed standard, has found that it would be consistent with the TRPA Goals and Policies, and has adopted the Alternative 1 Area Plan. In addition, the Alternative 1 lodge would be consistent with height and density standards included in the Alternative 1 Area Plan, which implement the Regional Plan height and density standards for town centers. The lodge would also be consistent with the Alternative 1 revised parking standards and would include on-site parking as well as shared parking with the Tahoe City Golf Course. The development of alternative parking strategies is encouraged by Section 13.5.3.B.2 of the TRPA Code and is targeted at reducing land coverage within urban areas.

As described for Area Plan Alternative 1, all proposed project components would comply with the land coverage and environmental protection requirements of the Regional Plan and Code of Ordinances. The project level environmental gains that were anticipated in the RPU EIS would occur through implementation of Alternative 1. The redevelopment of the project site would result in a reduction in stormwater runoff (refer to Impact 15-3) and an overall reduction in land coverage (see Impact 14-1). Additionally, because the proposed project would be located within the Tahoe City Golf Course SPA, approximately 1.7 acres of degraded SEZ lands within the golf course would be restored as a result of project implementation. Finally, Alternative 1 would include the deed restriction of the portions of the Tahoe City Golf Course located outside of the proposed town center boundary to be protected in perpetuity for recreation, public service, and conservation uses. This action would prevent any future expansion of the Tahoe City Town Center.

Therefore, because the implementation of Alternative 1 would result in redevelopment in accordance with the mixed-use development goals and polices of the Regional Plan, would comply with all TRPA Code provisions, and would result in environmental gains, the potential impacts relative to development patterns, land use, and existing policies and regulations would be **less than significant**.

**Alternative 2: Reduced Scale Lodge**

The potential effects of Alternative 2 are similar to those discussed for Alternative 1 above. Alternative 2 would include the redevelopment of an existing commercial center into a tourist accommodation facility within mixed-use town center. Consistent with the Alternative 2 Area Plan, the As described for Area Plan Alternative 1, all proposed project components would comply with the requirements of the Regional Plan and Code of Ordinances. As with Alternative 1, the redevelopment of the project site would result in reduced stormwater runoff (refer to Impact 15-3) and an overall reduction in land coverage (see Impact 14-1). A key difference between Alternatives 1 and 2 is that under Alternative 2, no SPAs would be established and no golf course improvements would be made. Alternative 2 would not result in the restoration of SEZ lands on the Tahoe City Golf Course or the deed restriction of the golf course parcels.

Because Alternative 2 would result in redevelopment in accordance with the mixed-use development goals and policies of the Regional Plan, would comply with all TRPA Code provisions, and would result in environmental gains, the potential impacts relative to development patterns, land use, and existing policies and regulations would be **less than significant**.

**Alternative 3: Reduced Height Lodge**

The potential land use effects of Alternative 3 would be the same as those discussed for Alternative 1 above. As discussed above, implementation of Alternative 3 would result in redevelopment in accordance with the mixed-use development goals and policies of the Regional Plan, would comply with all TRPA Code provisions, and would result in environmental gains, the potential impacts relative to development patterns, land use, and existing policies and regulations would be **less than significant**.

**Alternative 4: No Project**

Alternative 4 would consist of the continuation of existing allowable commercial uses on the lodge project site. **No impact** would occur.

**Mitigation Measures**

No mitigation is required.

**Impact 5-2: Land use classification change, including expansion/intensification of non-conforming uses**

Implementation of Area Plan Alternatives 1, 2, and 3 would permit new residential uses within mixed-use areas. Alternatives 1 and 3 would permit secondary dwelling units on parcels less than 1 acre where certain conditions are met. These uses were proposed in the 2012 Regional Plan Update and evaluated in the RPU EIS. There are no site specific conditions that would invalidate the findings of the RPU EIS relative to these policies. A limited number of new non-residential uses, described in further detail below, would be permitted in some areas, however these are similar to existing uses in each location and would not create land-use compatibility issues. In addition, the existing requirements for site-specific environmental review, combined with TRPA and Placer County resource protection policies would require that all proposals are consistent with the Regional Plan and the potentially significant environmental impacts are identified, assessed, and mitigated. Therefore, although Area Plan Alternative 1 would result in modifications to land use classifications, zoning, and permissible uses, the new uses are consistent with the types of uses envisioned in the Regional Plan and analyzed in the RPU EIS and are consistent with typical uses in similar areas throughout the Tahoe Region. For these reasons, the potential effects of Area Plan Alternatives 1, 2, and 3 would be **less than significant**. Area Plan Alternative 4 would be **less than significant**.

Although the Area Plan would permit new uses on the Tahoe City Lodge project site, the construction of the lodge project under Alternatives 1 and 3 would not create new or expanded non-conforming uses relative to existing or proposed zoning. Therefore, this impact would be **less than significant**. No new land use would be permitted at the Tahoe City Lodge site for lodge Alternative 2, so there would be **no impact**. Alternative 4 would be a continuation of existing conditions for both the Area Plan and the lodge and would therefore have **no impact**.

## **Placer County Tahoe Basin Area Plan Program-Level Analysis**

### **Alternative 1: Proposed Area Plan**

Area Plan Alternative 1 would result in modifications to the TRPA Conceptual Regional Land Use Map and the Placer County Zoning Map. Alternative 1 would also allow additional permissible uses in certain locations. These changes would primarily be within the Kings Beach and Tahoe City Town Centers, and are intended to incentivize redevelopment in these areas in accord with the Regional Plan. The following describes the nature of the land use classification, zoning, and permissible use changes that are proposed, followed by a discussion as to whether these changes collectively could result in development that would be incompatible with established land uses.

#### **Land Use Map Changes**

Concurrent with the adoption of the updated Regional Plan on December 12, 2012, TRPA adopted changes to land use classifications shown on the TRPA Conceptual Regional Land Use Map. The map was most recently amended in May 2014, and includes a generalized depiction of approved land uses for specific geographic areas. Land use classifications in existing PASs, community plans, and master plans remain in effect until replaced by conforming Area Plans. Because the land use classifications for the 51 PASs, 12 community plans, and two master plans within the Plan area were not updated along with the Regional Plan in 2012, the land use classifications in these land use planning documents are in some cases inconsistent with the adopted Conceptual Regional Land Use Map. The proposed Area Plan would reconcile these differences and would also create two land use map amendments—one that would change the boundary of the Tahoe City Town Center, and one that would affect land use classifications in the Kings Beach Town Center.

The proposed Tahoe City Town Center boundary change would result in a net reduction of land (2.9 acres) in the town center. As described above, the proposed land use changes would reclassify 4.2 acres of land near the Tahoe City Golf Course clubhouse from residential to mixed-use; change the land use classification of 7.12 acres of land near Fairway Community Center and Tahoe City Wetlands Basin from mixed-use to recreation; and would change the land use classification of the remainder of the Tahoe City Golf Course from residential to recreation. The remainder of the golf course would also be subject to a deed restriction limiting future use of this area in perpetuity to recreation, public service, and conservation uses. Exhibit 3-3 in Chapter 3, “Proposed Project and Alternatives,” shows these boundary and land use classification changes. These changes would result in a net increase in land designated for recreational purposes (~ 43 acres), align land use classifications with existing land uses, and reduce potential future land use conflicts, as it would prohibit that area from being developed with residential or tourist uses in the future.

The second map change includes a land use classification cleanup in the Kings Beach Town Center that would reclassify small areas within the town center that are currently classified as residential to mixed use. The boundary of the Kings Beach Town Center would not be changed as part of this reclassification. The areas in which the land use classification change would occur are shown on Exhibit 5-1; this area reflects approximately 1 acre.

#### **Zoning Changes**

Area Plan Alternative 1 zoning designations consolidate some land use classifications, but generally use the same naming conventions as the corresponding land use classification in the TRPA Code of Ordinances. The Area Plan proposes the use of zoning subdistricts for all properties within the Area Plan, which are shown on the Area Plan Zoning Map (Placer County 2015: 15-19). Table 5-3 shows the naming conventions for the overarching land use classifications and the underlying zoning designations and districts.

Area Plan subdistricts are organized into the following districts: Residential, Mixed-Use, Community Service, Conservation, Recreation, and Tourist Planned Development. Each district reflects the land use theme of the underlying subdistricts.

The boundaries of the subdistricts correspond to the boundaries of the existing PASs and community plans. In PASs that currently have special areas, each special area has been assigned its own subdistrict and each

subdistrict retains the name of the original PAS. For example, PAS 002 (Fairway Tract) includes two special areas, Special Areas #1 and #2. With Area Plan adoption, these special areas would be identified as the Fairway Tract Northeast and Fairway Tract South zoning subdistricts to reflect Special Areas #1 and #2, respectively. This zoning re-designation is a change in name only—no development that would be incompatible with established land uses would result from this terminology change.

Area Plan Alternative 1 would amend the zoning designations for certain, formerly private properties that have been acquired by the Conservancy or LTBMU for environmental or recreational purposes in Conservation or Recreation Districts. The types of uses permitted in these districts (primarily recreational uses and/or resource management uses) are not of the nature that would be incompatible with established land uses.

**Table 5-3 Area Plan Land Use Classifications, Zoning Designations, and District Names**

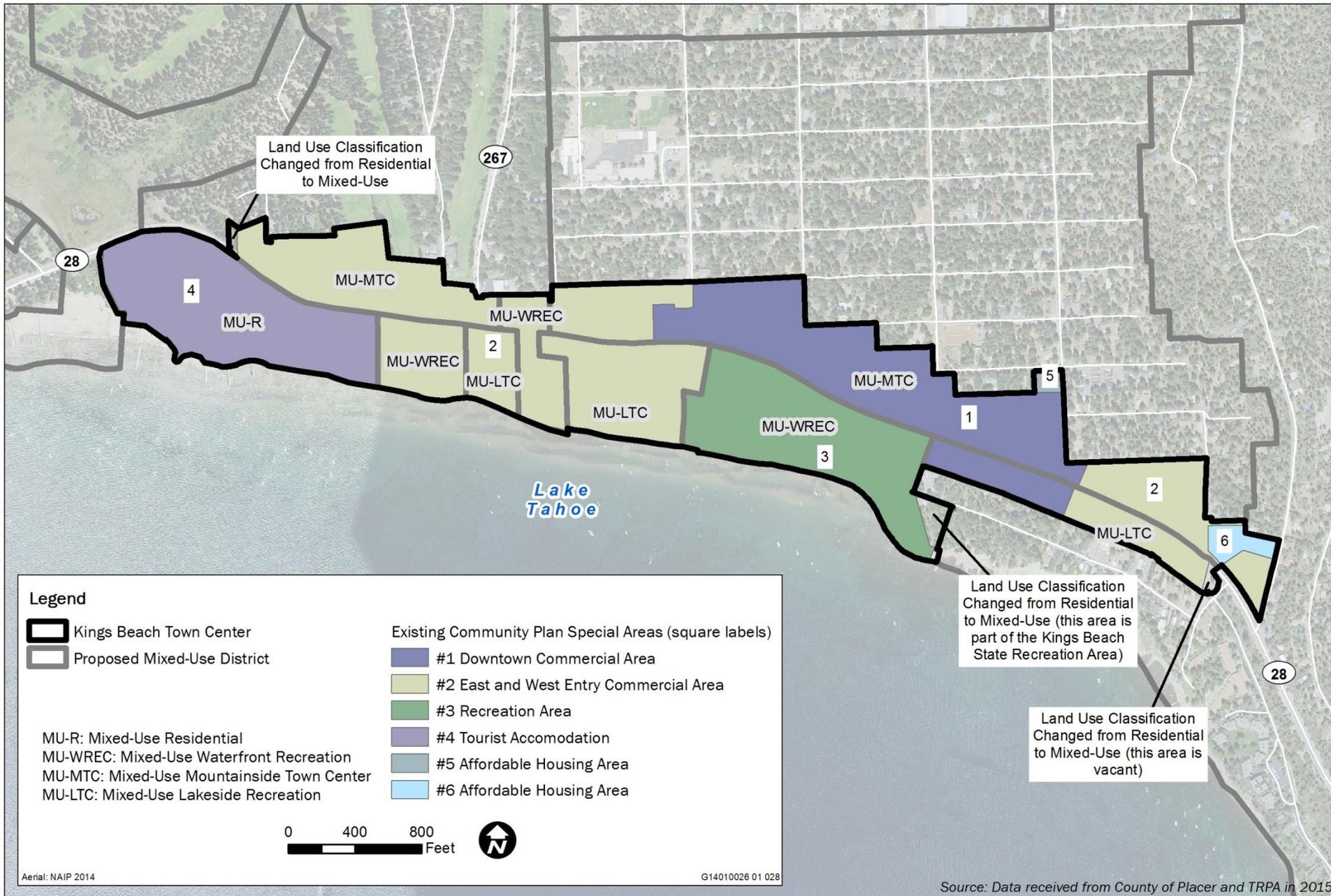
Land Use Classification	Corresponding Zoning Designations	Corresponding Districts
residential	residential	Residential
Tourist	mixed-use (Greater Tahoe City) mixed-use (North Tahoe East) mixed-use (North Tahoe West) mixed-use (West Shore) Industrial	Tourist Planned Development
mixed-use		Mixed-Use
		Commercial and Industrial
		Community Service
recreation	recreation	Recreation
wilderness	conservation	Conservation
backcountry		
conservation		

Source: Placer County 2015: 15-19

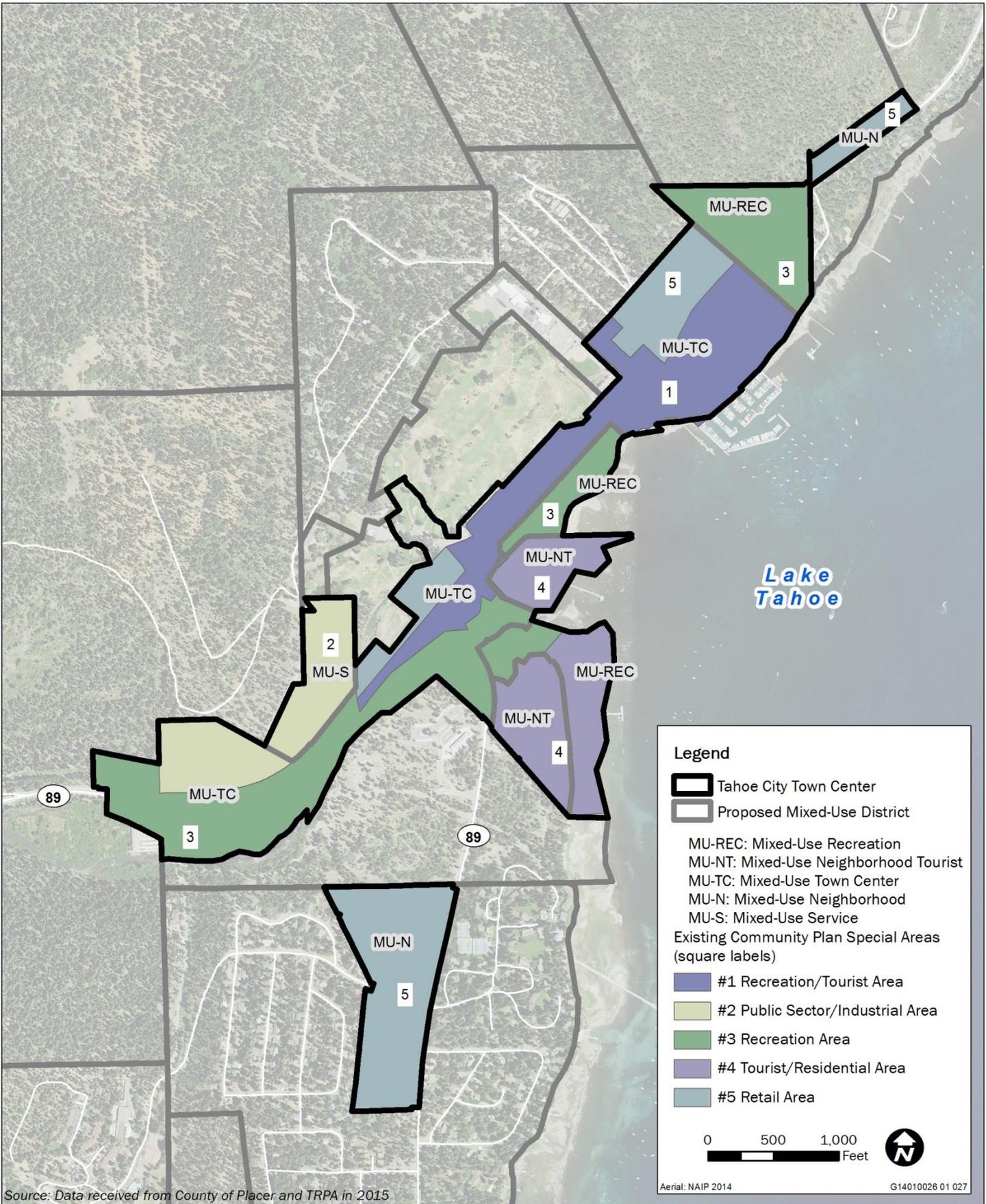
Area Plan Alternative 1 would also change zoning in the Tahoe City and Kings Beach Town Centers by changing the boundaries of existing special areas therein. Exhibit 5-1 compares the boundaries of the existing special areas within the Kings Beach Community Plan with the proposed mixed-use subdistricts within the Kings Beach Town Center. Exhibit 5-2 compares the boundaries of the existing special areas within the Tahoe City Community Plan with the proposed mixed-use subdistricts within the Tahoe City Town Center. The change in terminology used to name special areas within these town centers and the zoning boundary changes would not by themselves result in development that would be incompatible with established land uses; however, it would change the location within each town center where permitted uses could be developed, as discussed below.

**Permissible Use Changes**

Chapter 2, “District Standards,” of the Implementing Regulations would modify the list of permissible uses from what is currently allowed under existing PASs and community plans in targeted locations. Table 3-3 in Chapter 3, “Proposed Project and Alternatives,” summarizes the proposed land use changes, and the relevant PASs and community plans in which these changes would occur. PASs and community plans for which no changes are proposed are not shown or discussed further. A complete list of permissible use changes is included in Appendix B.



**Exhibit 5-1**



Source: Data received from County of Placer and TRPA in 2015

**Exhibit 5-2**

**Tahoe City Town Center Zoning**



Under existing conditions, the new permissible uses would be prohibited. If a current existing non-conforming use becomes a permissible use through the land use changes proposed by the Area Plan, that use could then be expanded or intensified in accordance with the development standards of the TRPA Code and the Area Plan Implementing Regulations. After implementation of the Area Plan, any existing non-conforming uses that remain would be prohibited from expansion or intensification by the provisions of Section 21.2.3 of the TRPA Code.

### **Residential Uses in Proposed Mixed-Use Subdistricts**

Area Plan Alternative 1 would implement use changes contemplated in the Regional Plan by allowing housing within certain subdistricts that are in close proximity to employment and multi-modal transportation facilities. Mixed-used development would be allowed in town centers as well as areas outside of town centers that include the following: Carnelian Bay, Tahoe Vista, Lake Forest Glen, Dollar Hill, Sunnyside, Homewood, and Tahoma. The Carnelian Bay Community Plan, PAS 007 (Lake Forest Glen), PAS 009B (Dollar Hill), and PAS 155 (Tahoma Commercial) already permit residential uses, and no additional types of residential or other use changes in these areas are proposed.

The addition of certain residential uses is the single land use change that would occur within the Tahoe Vista Community Plan, the Kings Beach Industrial Community Plan, PAS 159 (Homewood Commercial), and PAS 169 (Sunnyside). Single-family dwellings would not be added as new uses in the Kings Beach Industrial Community Plan, but rather the Area Plan implementing regulations would recognize existing residents as conforming uses. The residential uses that would be added include: multiple-family dwellings, and secondary dwelling units. See Appendix B for details on the specific additions. Importantly, within each of these subdistricts where a type of residential use would be added, other types of residential uses are already permitted. Further, the RPU EIS analyzed the environmental effects that could result from adding residential uses to mixed-use areas by evaluating the suitability with respect to noise (TRPA 2012: Impact 3.6-4) and exposure to toxic air contaminant emissions (TRPA 2012: Impact 3.4-5). The RPU EIS found these effects to be less than significant after the implementation of mitigation measures which have since been adopted into the TRPA Code.

### **Secondary Dwelling Units**

In addition to allowing residential uses in mixed-use areas, Alternative 1 would expand upon TRPA Code Section 21.3.2 to allow market-rate secondary dwelling units on certain residential parcels less than one acre in size within the Plan area. To qualify for the program, properties must be located within one-quarter mile of a mixed-use zoning district or primary transit route. Because residential uses are already allowed in all the mixed-use districts in the Area Plan and were previously analyzed in the RPU EIS, and because secondary dwellings would only be allowed on residential parcels, these changes would not result in development that would be incompatible with established land uses.

### **New Non-Residential Uses**

In general, the proposed use changes are consistent in character with currently allowed uses and do not have unique characteristics that warrant additional analysis. The continuation of uses that are currently permissible within the Area Plan, but that could have unique localized effects (such as golf courses and off-road vehicle courses) are not considered herein, because there is no change resulting from Area Plan implementation. Some uses that are listed as permissible under the existing PASs or community plans would be eliminated. The following describes the new non-residential uses that would be permissible within the Plan area after implementation of Alternative 1. The changes are limited to the three town centers and PAS 002.

**North Stateline Town Center** – With respect to the North Stateline Town Center, Alternative 1 would add four new uses: outdoor retail sales, government office and facilities, membership organizations, and recreation centers. Recreation centers would be limited to establishments with a gross floor area of 5,000 square feet or less. These added land uses would generally be consistent with the types of uses that are currently allowed (e.g., outdoor amusements, retail sales, health care services, and professional offices). For these reasons, the additional uses in the North Stateline Town Center would not result in the development of land uses that would be incompatible with established land uses.

**Kings Beach Town Center** – With respect to the Kings Beach Town Center, the rezoning described above and illustrated in Exhibit 5-1 would shift where existing permissible uses could occur within the town center. The uses that would be allowed that are not currently permitted within the limits of the town center include: repair services (not allowed adjacent to SR 28, and must be completely enclosed inside a building of soundproof construction), regional public health and safety facilities, developed campgrounds, and resource management uses. While developed campgrounds would be newly allowed uses, this use would replace recreational vehicle parks that are currently allowed and would be eliminated as a permissible use.

**Tahoe City Town Center** – With respect to the Tahoe City Town Center, the rezoning described above and illustrated in Exhibit 5-2 would shift where existing permissible uses could occur. The uses that would be allowed that are not currently permissible within the limits of the town center include: airfields, landing strips, and heliports (new non-emergency sites would be prohibited); undeveloped campgrounds; schools – kindergarten through secondary; and resource management uses. While undeveloped campgrounds would be a new allowed use, other overnight camping uses (developed campgrounds and recreational vehicle parks) are already permissible uses. The potential noise implications of allowing “airfields, landing strips, and heliports” as it relates to land use compatibility is discussed in Impact 13-4 in Chapter 13, “Noise and Vibration.” With the possible exception of siting a school in the vicinity of an airfield, landing strip, or heliport, which could generate high single-event noise, the addition of schools would not pose any unique land use compatibility issues. School uses would generally be compatible with residential, commercial, and other uses allowed within the Tahoe City Town Center. In the unlikely event that a future school is proposed in the vicinity of an air transport facility in the Tahoe City Town Center, site-specific assessment would require analysis of noise and other compatibility issues, and mitigation measures to achieve Placer County and TRPA noise standards and thresholds,

**PAS 002, Fairway Tract** - With respect to PAS 002 (Fairway Tract), the uses that would be added as permissible uses within Special Area #2 (the portions of the golf course not included in the proposed town center boundary change) include: bed and breakfast facilities; hotel, motel, and other transient dwelling units; publicly-owned assembly and entertainment; and transportation routes. Although new tourist uses would be allowed, the deed-restriction at the golf course would limit future uses to recreation, public service, and conservation uses.

Any future projects involving the new permissible uses would be subject to subsequent environmental review under CEQA and Chapter 3 of the TRPA Code, which require identification and mitigation of any potentially significant environmental impacts. Further, all of the proposed new permissible uses would require either a minor use permit (MUP) or conditional use permit (CUP). These permits would require that the county and/or TRPA find that a proposed future project would be appropriate for the site and compatible with the surrounding environs. The purpose of MUPs and CUPs is to allow review of a proposed use to determine if problems may occur, to provide the public with an opportunity to review the proposed project and express their concerns in a public hearing, to work with the project applicant to adjust the project through conditions of approval to solve any potential problems that are identified, or to disapprove a project if identified problems cannot be acceptably corrected (Placer County 2015: 6-7).

Implementation of Alternative 1 would permit new residential uses within mixed-use areas and secondary dwelling units on parcels less than 1 acre where certain conditions are met. These uses were previously evaluated in the RPU EIS, however, and are supported by the Regional Plan. A limited number of new non-residential uses would be permitted in the three town centers and PAS 002 (Fairway Tract). These uses are similar to existing uses in each location and are not likely to create land-use compatibility issues. In addition, the existing requirements for site-specific environmental review, combined with TRPA and Placer County resource protection policies, provide the protections to ensure that all proposals are consistent with the Regional Plan and the potentially significant environmental impacts are identified, assessed, and mitigated. Therefore, although Area Plan Alternative 1 would result in modifications to land use classifications, zoning, and permissible uses, the new uses are consistent with the types of uses envisioned in the Regional Plan and analyzed in the RPU EIS or are consistent with typical uses in similar areas throughout the Tahoe Region. For these reasons, this impact would be **less than significant**.

### **Alternative 2: Area Plan with No Substitute Standards**

Area Plan Alternative 2 would be similar to Alternative 1 in that it would include the same land use classification, zoning, and permissible use changes, except that it would not change the Tahoe City Town Center boundary. Because it would not include the town center boundary change, the changes to the land use classifications, zoning, and permissible uses in PAS 002 (Fairway Tract) would not occur. The deed-restriction for the Tahoe City Golf Course limiting future use in perpetuity to recreation, public service, and conservation uses also would not occur. Alternative 2 would also require that secondary dwelling units on parcels less than one acre in size be deed-restricted for housing affordability. The types of land uses that would be allowed would be the same. Although Alternative 2 would result in modifications to land use classifications, zoning, and permissible uses, the new uses are consistent with the types of uses envisioned in the Regional Plan and analyzed in the RPU EIS or are consistent with typical uses in similar areas throughout the Tahoe Region. Therefore, Alternative 2 would not result in the development of land uses that would be incompatible with established land uses, and this impact would be **less than significant**.

### **Alternative 3: Reduced Intensity Area Plan**

Area Plan Alternative 3 would be similar to Alternative 1 in that it would include the same land use classification, zoning, and permissible use changes, except that it would allow market-rate secondary dwelling units on parcels less than one acre in size wherever residential uses are allowed. The types of land uses that would be allowed would be the same. Although Area Plan Alternative 3 would result in modifications to land use classifications, zoning, and permissible uses, the new uses are consistent with the types of uses envisioned in the Regional Plan and analyzed in the RPU EIS or are consistent with typical uses in similar areas throughout the Tahoe Region. Therefore, Alternative 3 would not result in the development of land uses that would be incompatible with established land uses, and this impact would be **less than significant**.

### **Alternative 4: No Project**

Implementation of Alternative 4 would be a continuation of existing conditions under the Regional Plan and existing PASs and community plans. With Alternative 4, no land use classification, zoning, or permissible use changes would occur. Therefore, Alternative 4 would not result in the development of land uses that would be incompatible with established land uses. This impact would be **less than significant**.

## **Tahoe City Lodge Project-Level Analysis**

### **Alternative 1: Proposed Lodge**

The Tahoe City Lodge project site is surrounded by a commercial building to the west, a lumber and hardware store and boutique market to the east, the Tahoe City Golf Course to the north, and timeshare uses south to the south across SR 28 (see Exhibit 3-2). With Alternative 1, the project would include construction of 118 lodge units to replace an existing commercial complex. The portion of the project site that includes the proposed lodge is located within Special Area #5 of the Tahoe City Community Plan and the Tahoe City Town Center. The portion of the project site that is located within PAS 002 (Fairway Tract) includes portions of the Tahoe City Golf Course that would be used for shared-use parking, reconstruction and relocation of the clubhouse, and 1.7 acres of SEZ restoration. Area Plan Alternative 1 would expand the Tahoe City Town Center boundary such that all of the components of the lodge project, except the SEZ restoration component, would be within the Tahoe City Town Center. Although the modification of the town center boundary would expand permissible land uses on the golf course portion of the project area, the land uses proposed by the Tahoe City Lodge project would not be incompatible with the existing uses of the site: the tourist accommodation portion of the project would be located in a commercial area where such use is currently permitted; and the reconstruction of the golf course and putting green would be located within PAS 002, where golf course and recreation uses are currently permitted.

The zoning changes resulting from the implementation of the Area Plan would result in new permissible land uses within the Tahoe City Lodge project site. As discussed above in Impact 5-1, these changes would be consistent with the TRPA Regional Plan and Code of Ordinances. Although new uses would be permitted within the project site, the construction of the lodge project under Alternative 1 would not create new or

expanded non-conforming uses relative to existing or proposed zoning. Therefore, this impact would be **less than significant**.

#### **Alternative 2: Reduced Scale Lodge**

Tahoe City Lodge Alternative 2 would not include the modification of the Tahoe City Town Center or the relocation of the Tahoe City Golf Course clubhouse. The project would result in redevelopment of an existing commercial site into tourist accommodation use. Because tourist accommodation uses are permitted for the site under both the Tahoe City Community Plan and the proposed Area Plan, the construction of Tahoe City Lodge Alternative 2 would have **no impact** relative to non-conforming land uses.

#### **Alternative 3: Reduced Height Lodge**

The potential effects of Tahoe City Lodge Alternative 3 would be the same as those described above for Alternative 1. As described for Alternative 1, the zoning changes resulting from the implementation of the Area Plan would result in new permissible land uses within the Tahoe City Lodge project site. These changes would be consistent with the TRPA Regional Plan and Code of Ordinances. Although new uses would be permitted within the project site, the construction of the lodge project under Alternative 3 would not create new or expanded non-conforming uses relative to existing or proposed zoning. Therefore, this impact would be **less than significant**.

#### **Alternative 4: No Project**

Alternative 4 would consist of the continuation of existing allowable commercial uses on the lodge project site. **No impact** would occur.

### **Mitigation Measures**

No mitigation is required.