



SOUTH LAKE TAHOE  
**parks, trails and recreation**  
MASTER PLAN





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## EXECUTIVE SUMMARY

In spring 2013, El Dorado County (the County) and the City of South Lake Tahoe (the City) joined forces to create a new *Parks, Trails & Recreation Master Plan* for the South Shore. This Master Plan represents a coordinated effort to align recreation resources and obtain community support to enhance recreation facilities and services for the Eastern Slope of El Dorado County. The plan provides direction for enhancing recreation opportunities for residents and visitors by increasing collaborative efforts and focusing resources where they are most needed.

### **Park and Recreation Priorities**

The South Shore of Lake Tahoe is known regionally, nationally and internationally for its recreation opportunities. There is an understanding that recreation is critical to local prosperity, community livability, and the health and wellbeing of residents. However, the recession and downturn of the gaming industry has affected the amount of funding available

to support existing parks and recreation operations, plus provide for increased recreation needs.

As described in Chapter 3, a robust community engagement process was undertaken with this planning effort to better understand community priorities and recreation needs. In addition, a technical analysis of the existing recreation system (Chapter 2) and anticipated tourism market (Chapter 3) helped identify specific needs to successfully operate, manage, program, maintain, design and develop existing and new parks, trails and recreation facilities.

## **Vision for the Future**

Recommendations were developed to address community needs, but also to help achieve the community's vision for the future. Through the public involvement process, the following vision emerged:

**We envision an accessible, interconnected, and sustainable system of diverse, year-round recreation opportunities for residents and visitors. Our world-class parks, facilities, trails, and programs inspire and engage recreation enthusiasts, shape our community, connect us to our natural environment and support our shared future in the South Shore.**

Achieving the community's vision will take a coordinated effort between several public and private agencies, as well as many different jurisdictions. While park and recreation providers may work independently toward this goal, there also will be many opportunities for coordinated efforts and community involvement to achieve the desired park and recreation system.

## **Key Recommendations**

Chapter 5 presents draft recommendations and strategies to improve existing operations, services, and infrastructure, as well as to acquire and develop new parks and facilities when funding allows. Recommendations are organized in five categories:

- A. **Regional Coordination and Collaboration:** Create a recreation consortium and/or collaborative partnerships to coordinate the management, marketing, planning and development of parks, recreation and tourism services among different jurisdictions to support South Shore goals and maximize recreation and economic benefits.

- B. **Park & Facility Maintenance, Renovations and Improvements:** Maintain, renew and renovate parks, recreation facilities, trails and other existing infrastructure to protect current recreation assets, enhance recreation safety and accessibility, support recreation programs and events, maximize efficiency and protect revenue-generating resources for the long-term.
- C. **New Park, Facility and Trail Development:** Acquire land and/or build new parks, recreation facilities and trails to provide an accessible, safe, interconnected and attractive recreation system that provides opportunities for residents and visitors, enhances economic vitality, and supports the South Shore as a destination for outdoor recreation and tourism.
- D. **Recreation Activities, Programs and Events:** Activate parks, recreation facilities and trails with special events, programs, and self-directed recreation opportunities to enhance the quality of life of residents, attract visitors, generate revenue, and promote economic development.
- E. **Operations and Management:** Ensure that needed staffing, resources, systems, and policies are in place to successfully plan, administer, manage, steward, and make strategic decisions for parks, recreation facilities, trails, and services.

## Implementation

Chapter 6 identifies priority capital projects and initiatives for operations and management for the next ten years. It also presents the prioritization criteria—developed to for this project to reflect community priorities—that were used to establish priorities for project completion.

**The purpose of the Draft Plan review process is to collect community feedback on recommendations and priority projects before creating a plan for implementation.**

### Priority Capital Projects

Table 6-1 summarizes **draft priority capital projects**. These include capital projects that may be completed as “quick wins” (in 1 year), in the short term (2-5 years), and in the long term (6-10 years).

Parks, recreation and trails are very important to our quality of life. To respond to quickly to community needs, several projects are already in motion or are intended to be initiated or

completed in the first year. These “quick wins” illustrate the City, County and entire community’s commitment to improving parks and facilities.

#### *Quick Wins (Year 1)*

- Bijou bike park
- Al Tahoe sports field improvements
- Regan Beach master plan (community outreach)
- Recreation/Aquatic Center master plan (community outreach)
- City trails resurfacing and signage improvements
- County trail projects (Sawmill Bike Path and Tahoe Boulevard enhancement)
- South Tahoe Greenway extension
- South Lake Tahoe Recreation Area campground upgrades
- South Lake Tahoe Recreation Area shop relocation

### **High Priority Operations**

Table 6-2 summarizes *draft priority tasks for operations and management*. Similar to capital projects, operations projects are categorized as “quick wins” (to be initiated or completed in 1 year), short-term (2-5 years), and long-term initiatives (6-10 years).

To respond to community needs and identified operational challenges, several operations tasks are already in motion or are intended to be initiated or completed in the first year. These “quick wins” show the City, County and entire community’s commitment to increasing operational efficiencies.

#### *Quick Wins (Year 1)*

- Consortium initiation
- Online reservation system and data tracking
- Implementation of community-built policies and procedures
- Partnership agreement for Bijou Bike Park development
- Update of park standards and associated General Plan policies
- Improved trail maintenance and snow removal
- City and County staffing support
- Community meetings about Recreation & Swim Complex and Regan Beach improvements

**Next Steps**

The draft *Parks, Trails & Recreation Master Plan* is available for review. The City and County are collecting feedback from residents, the Master Plan Advisory Committee (MPAC), City and County Parks and Recreation Commissions, and key interest groups. Feedback will be consolidated and used to revise the Draft Master Plan and create a community-supported implementation plan to guide future operations.

Following refinements, the Final Master Plan is intended to be presented to City Council and the County Board of Supervisors for review, approval and adoption in Fall 2014. The Master Plan will provide guidance for the City and County's annual Capital Investment Plan and Capital Improvement Plan and the allocation of funding to enhance parks and recreation.







# MASTER PLAN





## CHAPTER 1: INTRODUCTION

In spring 2013, El Dorado County (the County) and the City of South Lake Tahoe (the City) joined forces to create a new *Parks, Trails & Recreation Master Plan* for the South Shore. The planning area includes the City of South Lake Tahoe, the communities of Meek’s Bay and Meyers, and the Tahoe Basin area of El Dorado County. The plan provides direction for enhancing recreation opportunities for residents and visitors by effectively managing and improving City and County parks, recreation facilities, trails, events and programs.

### **Purpose of the Plan**

The *Parks, Trails & Recreation Master Plan* (the Master Plan) is intended to provide strategic guidance for the management, improvement and development of City and County parks, in conjunction with the recreation opportunities provided by other public and private entities in the South Shore. The purpose of the plan is to identify ways to better align recreation

resources and obtain community support to enhance City and County recreation facilities and services.

Improved recreation services are understood to be critical to the prosperity of the Tahoe Basin area. In the last decade, the decline of the gaming industry has caused a shift in the tourism economy, forcing jurisdictions throughout the region to rethink Tahoe's identity as a recreation destination. As noted in the *Lake Tahoe Basin Prosperity Plan*,<sup>1</sup> the region's economic vitality is tied to three economic clusters, two of which directly pertain to parks and recreation:

- **Tourism and Visitor Services:** In the future, visitor itineraries will become more focused on outdoor activities, natural amenities, environmental education, and geotourism. The rebranded visitor experience should emphasize environmental quality, health and wellness, and recreation activities. Redevelopment associated with visitor services could help improve the built environment and natural environment.
- **Health and Wellness:** Specialized centers of excellence should include sports and fitness training. Wellness should be aligned with the benefits provided by fitness and recreation.

City and County leaders recognize that improved parks, trails and programs are not only tied to future prosperity, but also are integral to residents' quality of life. Enhanced recreation services are critical to community livability, attracting and retaining residents and businesses, supporting health and wellness, connecting residents together, sustaining resources and protecting the natural environment. Parks, trails, programs and events provide many benefits to both local residents and visitors. This Master Plan identifies ways to enhance those benefits by renovating, developing and programming City and County parks and recreation facilities.

## Four Pillars of the Planning Process

The planning process was designed to strike a community-supported balance between four key elements of this analysis:

- **Community:** This customized plan reflects the needs and priorities of this community, as identified through an extensive outreach process;

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<sup>1</sup> Applied Development Economics; November 2010.

- **Environment:** The plan includes strategies to sustain existing assets and protect ecological resources in parks, reducing environmental impacts associated with recreation opportunities;
- **Economic Vitality:** The plan identifies recreation facilities, events, programs that will support tourism and the economic vitality of the South Shore; and
- **Recreation:** The plan provides direction to manage and enhance recreation opportunities for both residents and visitors.



*Figure 1-1: Planning Process Pillars*

These four pillars are critical to the successful implementation of this Master Plan.

## Public Involvement

To ensure that plan recommendations reflect community priorities and needs, the *Parks, Trails & Recreation Master Plan* was built upon a foundation of public outreach and involvement. A variety of outreach activities were conducted to involve as many people in the planning process as possible. Outreach activities ranged from a random-sample Park and Recreation Community Survey (PARC Survey) to an online community questionnaire open to anyone who was interested in having a voice in the planning process. As described in Chapter 3, additional forums included stakeholder interviews, focus group meetings, intercept events and Visioning Roundtables to ensure that key stakeholders, special interest groups, park users, and community members in general had an opportunity to be involved. Over 1,300 participants provided feedback for plan development. Additional community groups and residents will be involved in reviewing the draft Master Plan prior to creating a final plan for the future.

## Planning Process

The Master Plan was developed in four phases, as noted in Figure 2. Public involvement activities were held in all four phases of the planning process. In addition, plan development was guided by a Parks and Recreation Core Team and a Master Plan Advisory Committee (MPAC), who reviewed and discussed key deliverables to ensure that City, County and other community recreation interests were represented in the planning process.

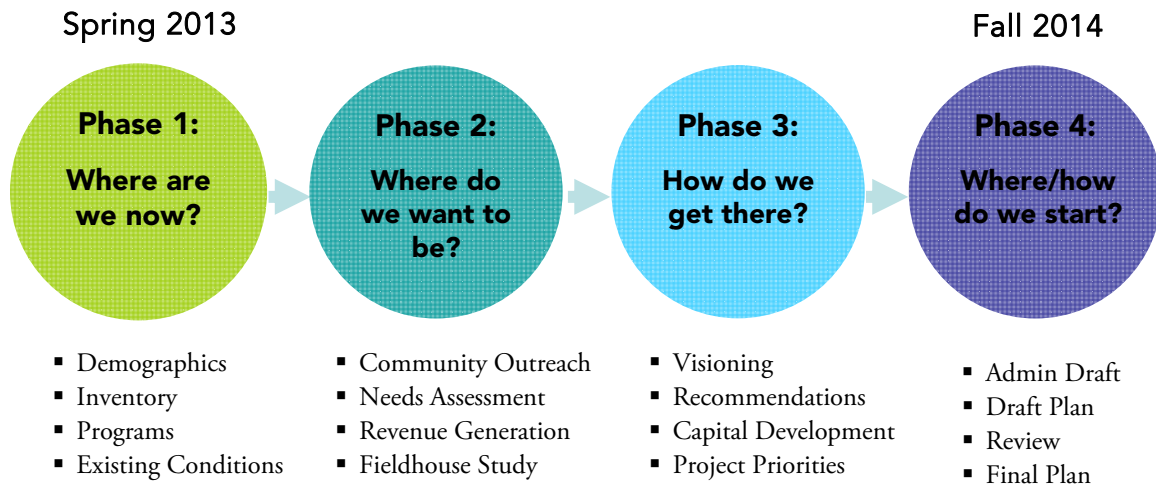


Figure 1-2: Planning Process

The process is described by phase below:

- **Phase 1: Where are we now?** In spring and summer of 2013, Phase 1 established a baseline of information to provide a foundation for the planning process. This included a demographic assessment to identify the characteristics of residents in need of services, and stakeholder interviews to identify key issues for the plan to address. It also included an inventory evaluation and classification to assess the amount and types of City and County recreation resources provided in context of other recreation resources in the Tahoe Basin. Phase 1 findings were summarized in the Existing Recreation Resources report.
- **Phase 2: Where do we want to be?** Phase 2 included extensive community outreach to identify local community recreation priorities and the types of recreation opportunities desired for the future. It also included an overview of the projected recreation tourism market to help identify the anticipated needs of current and future visitors. Using outreach findings and the market analysis, Phase 2 involved the Core Team and MPAC in a discussion of the roles that the City and County should play in provided parks,

trails, and recreation programs in the future, using organizational models and case studies to discuss best practices, management strategies and operational needs. Key findings were summarized in a Needs Assessment report.

- **Phase 3: How do we get there?** Building on the findings of the first two Phases, Phase 3 involved residents in defining their future vision for recreation in the South Shore. MPAC members were divided into working groups to discuss potential strategies to achieve the community’s vision. This information was used to develop recommendations for system improvements, acquisition and development, connectivity, maintenance and operations, and funding and collaboration to enhance parks, trails, and recreation facilities. Priority projects were summarized in a 5- and 10- year capital development plan to identify the future funds that may be needed for renovation and/or new development initiatives.
- **Phase 4: Where/how do we start?** All of the information gathered and analyzed in the first three phases of the planning process was summarized in a Master Plan. Phase 4 included the development of a Draft Master Plan, a cohesive and comprehensive document available for community review. The Draft Master Plan will be refined through comments made by the MPAC, the South Lake Tahoe City Council, the El Dorado County Board of Supervisors, both the City and County Parks & Recreation Commissions, and feedback from community members and other key stakeholders. These comments will be incorporated into a Final Master Plan suitable for adoption.

## Plan Organization

Following this introduction (Chapter 1), the document is organized as follows:

- **Chapter 2: Existing Recreation System** provides an inventory and analysis of the City and County’s existing parks, trails and programs in the context of other recreation opportunities in the South Shore area of El Dorado County.
- **Chapter 3: Community Priorities and Needs** summarizes significant outreach findings and defines the demographic characteristics of the local community and the tourism market to understand community priorities and future needs. This chapter also identifies key recreational and operational needs within six established categories.
- **Chapter 4: Vision for the Future** defines the community’s vision, mission and planning priorities, which are the guiding forces for the *Parks, Trails and Recreation Master Plan* and provide a foundation for recommendations.

- **Chapter 5: Recommendations** presents strategies to optimize the recreation system. These include strategies for regional coordination and collaboration, park and facility maintenance and improvements, new acquisition and development, programs and events, and operations and management.
- **Chapter 6: Implementation** presents the prioritization criteria used to identify priority projects and guide implementation. Priority capital projects as well as maintenance and operations initiatives are noted in phases for implementation during the 10-year planning horizon.

In addition, this document includes supplemental material provided in four appendices:

- **Appendix A: Inventory** summarizes the overall inventory of South Shore recreation amenities and facilities by park classification, and provides an overview of parks and other sites managed by the Parks and Recreation Department of the City of South Lake Tahoe.
- **Appendix B: PARCS Survey Report** presents the statistically representative results of the random-sample survey conducted for this planning effort.
- **Appendix C: Questionnaire Summary** provides a summary of responses to the online questionnaire completed by 885 respondents.
- **Appendix D: Project List** provides a complete list of capital and non-capital projects recommended in this plan.





## CHAPTER 2: EXISTING RECREATION SYSTEM

The South Shore area provides a variety of recreation opportunities for residents and visitors. Many of these are supported by the area's unique natural environment, which creates a hub for outdoor activities such as hiking, biking, swimming, boating, paddleboarding, golf, disc golf, camping, skiing and other nature-based recreation activities. On the other hand, more urban developed indoor and outdoor recreation activities are also supported, such as opportunities to play sports, play on playgrounds, swim in a pool, skateboard, ice skate, and participate in recreation classes, environmental education programs, and special events. The City of South Lake Tahoe and El Dorado County both play an important role in providing parks and recreation facilities to support these activities; the City also plays a larger role in programming, operating and maintaining recreation facilities in the South Shore.

## Existing Parks and Facilities

In 2013, El Dorado County commissioned an inventory of recreation resources in the East County area.<sup>1</sup> The inventory mapped and listed a variety of recreation lands and facilities, such as parks, marinas, resorts, historic sites, golf courses, and campgrounds. It catalogued parks and facilities owned and/or managed by both public and private entities, including the following:

- El Dorado County
- City of South Lake Tahoe
- Douglas County Parks and Recreation Department
- U.S. Forest Service
- California Department of Parks and Recreation (California State Parks)
- California Tahoe Conservancy
- Tahoe Paradise Resort Improvement District
- Lake Tahoe Unified School District
- Lake Tahoe Community College
- Washoe Tribe of Nevada and California
- Tahoe Keys Marina
- Sierra at Tahoe Ski Resort (Booth Creek Ski Holdings, LLC)
- Heavenly Mountain Resort (Vail Corporation)
- Kirkwood Ski Area (Vail Corporation)
- Timber Cove Marina
- Camp Richardson Marina
- Ski Run Marina
- Lakeside Marina
- Edgewood Company

The study found twenty-nine (29) different recreation resources within a three-mile radius of the center of the City of South Lake Tahoe. This core area of South Lake Tahoe includes 591 developed over-night campsites, 11 softball/baseball fields, 10 basketball courts, nine

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<sup>1</sup> R.O Anderson Engineering, Inc. Park and Trail Resource Inventory, February 2013.

children’s play areas, five regulation and five junior soccer fields, four marinas/boat launch facilities, three trailheads, two golf courses, one ski area, one ice arena, one groomed cross country ski course and one public swimming pool. While this list may seem extensive, it is important to recognize that this list also includes some private resources that are not open to the general public, as well as public resources at schools that are not available for recreation use during the day. For this reason, it is important to classify parks and facilities to better understand the role they play in meeting recreation needs.

## Park Land Classifications and Inventory

Good inventory data is critical to help assess needs for parks and recreation facilities. Just as important as having good data is having a sound planning framework to help evaluate the types of resources that are available. To provide guidance for the City and County in the provision of public recreation resources, park resources were classified by the function of each site.<sup>2</sup> The inventory in Appendix A (Table A-1) presents parks and recreation sites in seven classifications, which are defined below.

### *Neighborhood Parks*

Neighborhood parks are small parks that provide close-to-home recreation opportunities for nearby residents, who typically live within walking or bicycling distance (about 1/2 mile). Often less than 5 acres, these parks provide basic recreation amenities, such as a playground, sports court, open turf area for play, and picnic tables. Currently, there is one neighborhood park in the South Shore area: Bonanza Park.

### *Community Parks*

Community parks are larger sites, generally 30 -100 acres in size, which serve the entire community with diverse recreation facilities, opportunities for large-group gatherings and organized recreation and play. These sites often have recreation facilities such as

#### PARK CLASSIFICATIONS:

**Neighborhood Parks**

**Community Parks**

**Special Use Sites**

**Waterfront Parks**

**State Parks/Campgrounds**

**Trailheads**

**Schools**

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<sup>2</sup> These classifications differ from those noted in the City’s General Plan, which are based on categories proposed in 1992 that do not reflect or describe the City’s current inventory effectively, or the broader inventory of recreation resources in the South Shore area. They are more similar to the classifications noted in El Dorado County’s 2004 General Plan.

programmable sports fields, thematic playgrounds, picnic shelters, skate parks, disc golf, dog parks, bike parks, and/or other recreation amenities with a community-wide appeal. The same facilities may also draw visitors to this site. Large community parks often incorporate natural areas. Bijou Park and Tahoe Paradise Park are examples of community parks.

### *Special Use Sites*

Special use sites are parks that support a specialized recreation function or specific type of recreation activity (e.g., a golf course, swimming pool, ice arena, recreation center, visitor's center, or campground). These parks vary in size, because they may include stand-alone facilities or have several specialized facilities grouped at one site. Special use sites often provide fee-based recreation activities and programs for residents and out-of-town visitors. Examples include the Explore Tahoe Visitor Center, South Lake Tahoe Recreation Area, and the Bijou Golf Course.

### *Waterfront Parks*

Waterfront parks provide lake access for residents and visitors. While these parks include special use sites (e.g., marinas, beaches, visitor center) and larger State Parks, they are classified separately based on their waterfront location. Because of the popularity of waterfront sites, these recreation areas attract large numbers of people, often with facilities to support boating, swimming, fishing, water sports, etc. Eight of the inventoried waterfront parks are private resorts or marinas. Other examples of waterfront parks include Regan Beach, Lakeview Commons at El Dorado Beach, D.L. Bliss State Park, Baldwin Beach, Kiva Beach, Pope Beach, and Sugar Pine Point State Park.

### *Other State Parks, Campgrounds and Waysides*

There are several other upland parks and campgrounds in the region that have a region-wide or state-wide appeal. Most of these are owned or managed by the U.S. Forest Service, and two are managed by California State Parks. These sites range in size from a small wayside (2 acres) to large multi-use state parks (612 acres) oriented towards trail activities, sightseeing, picnicking and other winter and summer outdoor (resource-based) recreation activities. Examples include Inspiration Point, Fallen Leaf Campground, Meeks Bay Campground, Van Sickle Bi-State Park, and Washoe Meadows State Park.

### *Trailheads*

While many parks in the region include trails and trailheads, several stand-alone sites also provide parking, support amenities, and access to a variety of USFS and other trails in the South Shore area. Because of the way trailheads were inventoried, this category notes all

trailheads whether located in another park (that is already inventoried) or at a separate site. Consequently, sites may range from shared parking (e.g., a high school parking lot) to more extensive visitor-oriented sites with off-street parking, horse trailer parking, permanent restrooms, picnic areas, shelters, kiosks, interpretive signage, bike racks, hitching posts, etc. Examples include the Kiva Beach Trailhead, Cove East Trailhead and Meyers Visitor Center Trailhead.

### *Schools*

Schools are a significant provider of indoor and outdoor recreation space in the community. This includes the elementary, middle and high schools of the Lake Tahoe Unified School District, as well as Lake Tahoe Community College (LTCC). Schools are an important provider of sports fields for local and tournament use, other sports facilities (gymnasiums, outdoor basketball courts), playgrounds, and even meeting space. However, there are limitations on their use by the public and non-school sports or activity providers.

## **City and County Park Land**

Within this larger inventory, the City and County together provide approximately 180 acres of park land. El Dorado County owns the 56-acre site known as the South Lake Tahoe Recreation Area, which is leased to the City for operations and management. In addition to managing that site, the City provides another 127 acres of developed parks. Additionally, the Parks & Recreation Department is also tasked with managing acreage that is not considered recreation space. The Department's full inventory is presented in Appendix A and includes the following:

- **Developed parks:** This category includes neighborhood, community, special use, and waterfront parks. Examples include Bijou Park, Regan Beach and the South Lake Tahoe Community Play Field.
- **Bike trail:** The City maintains several linear trail corridors as short off-street bikeways. Examples include the Al Tahoe Bike Trail and Lyons Avenue Bike Trail.
- **Natural areas:** Several meadows, wetlands, and other natural open space areas are protected by the City's Parks & Recreation Department. Some are managed and maintained to restore them to a more natural state. Examples include the Lake Christopher Meadow, Highland Woods and Aspen Grove.

- **Landscape areas:** Beautification areas are landscaped areas maintained primarily for aesthetics, such as maintained areas around buildings, landscaped street rights of way and walkways. These sites have little or no recreation value. Examples include the Administrative Center and Rufus Allen Walkway.
- **Retention basin:** These open space areas support stormwater management. Examples include the Fern Avenue and Park Avenue Basins.
- **Other:** This category includes miscellaneous properties and buildings, such as a fire station and rental building.
- **Schools/athletic fields:** Based on a Mutual Use and Maintenance Agreement, the City of South Lake Tahoe provides maintenance and field preparation (including utilities) for identified school facilities when in use for community youth activities. These facilities are noted in their inventory.

### City and County Bike Paths/Trails

As part of the planning process, the City and County identified mileage of existing multi-use bike paths and trails provided or maintained by their agencies. As noted in Table 2-1, El Dorado County currently provides 3.5 miles of trails.

*Table 2-1: El Dorado County Bike Trails (Class I Multi-Use Paths)*

Bike Trails	Linear feet	Notes
Pat Lowe Memorial Bike Trail	7,175	North side of US50 = 2,988 LF; south side of US 50 = 4,157 LF
Sawmill 1 Bike Path	7,792	Along the west side of US50 from Santa Fe Avenue to Sawmill Road
Sawmill 2A Bike Path	3,589	Along Sawmill Road from Lake Tahoe Blvd to just past Echo View Drive
<b>TOTAL Linear feet</b>	<b>18,556</b>	
<b>TOTAL Miles</b>	<b>3.5</b>	

Note: Two future trails are planned. These are noted in the capital projects list (Table 6-1).

South Lake Tahoe provides 7.36 miles of bike trails, as noted in Table 2-2. Based on the City’s assessment, more than half of these trails are in poor or very poor condition. Many are either scheduled or currently undergoing upgrades.

*Table 2-2: City of South Lake Tahoe Bike Trails*

Bike Trails	Linear feet	Status
Harrison (L.A. to Tulare)*	1,686	Poor
Linear Park	1,600	Fair
Al Tahoe Blvd	6,059	South-excellent; north-fair
Tulare to Rubicon	3,398	Very poor
Motel 6 / Carrows	1,477	Very poor
Rubicon to Silver Dollar	907	Poor
McDonalds (Helen)	1,319	Very poor
15th street	2,112	Good
Ski Run Blvd.	10,560	Good / Fair
Community Play Field	2,112	Good
Lyons Ave.	1,056	Good
El Dorado Beach	2,027	Poor
Campground	4,523	Poor
<b>TOTAL Linear feet</b>	<b>38,836</b>	
<b>TOTAL Miles</b>	<b>7.36</b>	

- Excellent - maintain
- Good – apply new seal coat
- Fair – repair/recoat where needed
- Poor - repair/resurface
- Very poor – Reconstruct

Besides the City and County, there are many different agencies involved in providing trails and trailheads in the South Shore, including the Tahoe Conservancy, USFS and State of California.

## Key Findings about Park and Recreation Resources

- **A variety of park resources and providers:** There are many different providers involved in providing parks and recreation facilities, including public and private entities. This creates opportunities for collaboration.
- **Larger parks serving residents and visitors:** Most existing parks are larger parks that serve both residents and visitors. These include community, regional, state, federal or specialized parks and facilities.
- **Few small neighborhood parks:** There are very few small parks in the region designed to serve specific neighborhoods. The City of South Lake Tahoe provides one neighborhood park (Bonanza Park), built through a unique collaboration with a developer. Schools play an important role in meeting needs for close-to-home play space in the South Shore.
- **Limited support for neighborhood parks:** Small neighborhood-oriented parks are the only type of park recommended for new acquisition in the City's *2011 General Plan*. The County's *General Plan* also includes standards for neighborhood parks. However, neighborhood parks are limited in their ability to support tourism, enhance economic vitality or protect the natural environment. In addition, these sites are costly to maintain and serve a relatively small number of users. Based on future funding forecasts, it is financially infeasible for the City to carry out Policy ROS-1.12, which calls for the development of neighborhood/pocket parks in every neighborhood within 1/8 or 1/4 mile of most users.<sup>3</sup> The County's focus is mainly on community and regional parks in the Eastern Slope area.
- **Developed parks:** Most of the City's recreation assets (parks and facilities) are highly developed in character, consisting of facilities such as recreation buildings, playgrounds and developed sports fields and courts. Little acreage is specifically managed for natural area protection.

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<sup>3</sup> The City's General Plan Background Report defines mini parks as 2,600 square feet (0.06 acres) [sic] to 3 acres in size, located within 1/8 mile of users. Neighborhood parks are 4 to 12 acres in size, located within 1/4 mile of residents.



- **Limited lake access:** There is limited public access to the area’s most significant and internationally recognized resource -- Lake Tahoe. This requires many people to converge at sites such as Regan Beach, Lakeview Commons at El Dorado Beach, and State Parks with beach access. The popularity of these sites makes parking and access (motorized and non-motorized) an issue, especially during events and peak use times.
- **Heavily programmed sites:** Bijou Community Park and the South Lake Tahoe Recreation Area are packed with recreational facilities that can draw heavy use. Both sites offer multiple facilities that are unique to the community. The City receives multiple requests from community groups and members to add more facilities to Bijou Park. Site development must be considered carefully to avoid overprogramming individual parks.
- **Sports fields:** Nearly all of the area’s sport facilities are provided by the Lake Tahoe Unified School District (LTUSD). These include 4 softball fields, 5 baseball fields, 2 synthetic turf fields (football and soccer), 4 grass rectangular fields, and 1 track. In addition, there are sports fields at Lake Tahoe Paradise Park, the South Lake Tahoe Community Play Field, and Lake Tahoe Community College. The number of different providers, varying condition of these fields, plus the lack of fields in complexes makes it difficult to schedule sports and tournaments in the area.
- **Indoor recreation facilities:** There is not a consolidated inventory of indoor recreation and programming space in the South Shore area. LTUSD provides 3 gyms and 5 multi-purpose rooms that can be scheduled for recreation. The City of South Lake Tahoe provides a gym and several rooms in the Recreation & Swim Complex, as well as additional indoor space at the Ice Arena, Senior Center, Art Building, Museum, and Visitor Center. Many of these facilities are older and in need of repair/renovation. The Explore Tahoe Visitor Center provides indoor programming space. Lake Tahoe Community College provides several meeting rooms, as well as a theater, art gallery and a 26,000 square foot fitness education center and a student center that includes a gymnasium, dance studio, café and teaching kitchens for the culinary arts program.<sup>4</sup>

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<sup>4</sup> Douglas County successfully operates the Kahle Community Center, just minutes from the City. In addition, many resorts are presumed to have indoor fitness, meeting and social space.

- Visitor centers and information:** Visitor services are not integrated, which makes it difficult for visitors to know about the varied recreation opportunities in the area. There are multiple visitor centers in the area, operated by several different entities. There is not a consolidated recreation map or source of information about existing facilities and programs.
- A lack of data/conflicting data:** There are some critical gaps in City and County inventory, programming and facility data that make it difficult to evaluate the park and recreation system, set standards and guidelines, or benchmark resources against other resort communities.
- Outdated City standards and guidelines:** The City of South Lake Tahoe is relying on park classifications and standards developed more than 20 years ago (as presented in the City’s 2011 *General Plan Background Report*.) These standards are contrary to the park system that exists today and what the City is proposing for future development. City *General Plan* standards and policies will need to be updated based on the technical analysis and community priorities identified in this plan.
- Unmet County standards and guidelines:** El Dorado County has clear standards and guidelines for the provision of parks and facilities. The County’s *General Plan* notes that 5 acres of park land should be provided for every 1,000 people (Table 2-3). Linear parks (nature trails and connectors) do not count toward this guideline. While the County provides more park acreage on the west side, it owns 56 acres on the east side, providing a level of service of 1.8 acres per 1,000 residents. Another 95 acres of park land are needed to meet County guidelines.

*Table 2-3: El Dorado County Guidelines for Acquisition and Development of Park Facilities*

Park Types	Guideline for Development
Regional Parks	1.5 ac/1,000 population
Community Parks	1.5 ac/1,000 population
Neighborhood Parks	2.0 ac/1,000 population
<b>Total</b>	<b>5.0 ac/1,000 population</b>

## Programs and Events

As with parkland, a variety of different agencies and entities provide recreation programs and events in the South Shore area. To identify best practices for the City and County in facilitating recreation programs and events, Table 2-4 provides an overview of City programs, which are offered in 11 different program service areas. El Dorado County does not provide recreation programs and events.

### Key Findings

- City services target local residents:** The City’s role in providing programs and events is focused primarily on meeting the needs of local residents. The City serves visitors indirectly, by providing the facilities that other instructors and event producers may use to serve area visitors with programs and events.
- Concentration of programs at the South Lake Tahoe Recreation Area:** The Recreation & Swim Complex, Senior Center, and Ice Arena are the City’s primary venues for indoor programs. These are all centralized at one site. Environmental programs are offered at the Explore Lake Tahoe Visitor Center on the east side of town.
- City role as recreation facilitator:** The City meets a variety of recreation needs by providing the facilities that others use to offer activities, events, and programs. Facility use at City parks and facilities is documented through Contract Instructor classes and Facility Use Agreements. These rentals range from wedding parties to sports leagues, disc golf tournaments to tai chi classes.
- Limited City role as recreation provider:** City staff directly provides few recreation programs. Sales data at the Recreation & Swim Complex show an emphasis on aquatics with more than 12,800 sales for pool uses (recreation swim, swim clubs, and water programs) from January to mid-September, 2013. In addition, there were approximately 3,800 sales for the weight room, 2,700 sales for the South Tahoe Adventure Recreation (STAR) Camps, and 700 sales in all other program areas at this site.

RECREATION PROGRAM SERVICE AREAS:

- Aquatics
- Athletics
- Dance
- Environmental Education
- Fitness and Wellness
- Ice Arena Activities
- Outdoor Recreation
- Senior Programs and Events
- Special Events
- Volunteer Opportunities
- Youth Camps

Table 2-4: City Recreation Opportunities by Program Service Area

Program Area	Examples of Programs	Locations / Venues	Facility Manager		
			City	Schools	Other
<b>Aquatics</b>	<ul style="list-style-type: none"> <li>Drop-in swim and open swim</li> <li>Swim instruction (by age, by skill level, adapted)</li> <li>Water safety, water fitness, lap swim, masters swimming, swim team</li> <li>Instructor and lifeguard training, technique training</li> </ul>	<ul style="list-style-type: none"> <li>Recreation &amp; Swim Complex</li> <li>Lakeview Commons at El Dorado Beach</li> </ul>	✓		
<b>Athletics</b>	<p><u>Youth Sports</u></p> <ul style="list-style-type: none"> <li>Leagues (baseball, volleyball, basketball)</li> <li>Teams/clubs (swimming, wrestling, triathlon)</li> <li>Performance clinics and skill challenges</li> <li>Tournaments</li> </ul> <p><u>Adult Sports</u></p> <ul style="list-style-type: none"> <li>Leagues (softball, basketball, soccer)</li> <li>Golf</li> </ul>	<ul style="list-style-type: none"> <li>Boys and Girls Club</li> <li>South Lake Tahoe Park</li> <li>South Lake Tahoe schools</li> </ul>	✓	✓	✓
<b>Dance</b>	<ul style="list-style-type: none"> <li>Classes (Irish Step Dancing, Line Dancing)</li> </ul>	<ul style="list-style-type: none"> <li>Senior Center</li> <li>Recreation &amp; Swim Complex</li> </ul>	✓		
<b>Environmental Education</b>	<ul style="list-style-type: none"> <li>Nature education /outdoor exploration (guided tours)</li> </ul>	<ul style="list-style-type: none"> <li>Explore Tahoe Visitor Center</li> </ul>	✓		
<b>Fitness and Wellness</b>	<ul style="list-style-type: none"> <li>Weight room</li> <li>Martial Arts (Tae Kwon Do, Aikido, Filipino Martial Arts, Tai Chi)</li> <li>Senior exercise classes</li> <li>Adult classes (Jazzercise, Zumba)</li> </ul>	<ul style="list-style-type: none"> <li>Senior Center</li> <li>Recreation &amp; Swim Complex</li> </ul>	✓		

EXISTING RECREATION SYSTEM

<b>Ice Arena Activities</b>	<ul style="list-style-type: none"> <li>• Drop-in programs (skating/hockey)</li> <li>• Learn-to-skate classes</li> <li>• Hockey skill-building classes</li> <li>• Curling</li> <li>• Youth and adult hockey</li> <li>• Birthday parties and events</li> </ul>	<ul style="list-style-type: none"> <li>• South Tahoe Ice Arena</li> </ul>			✓
<b>Outdoor Recreation &amp; Adventure Programs</b>	<ul style="list-style-type: none"> <li>• Guided hikes</li> <li>• Adventure tours and outings</li> <li>• Classes and lessons (ex: standup paddle boarding, disc golf)</li> </ul>	<ul style="list-style-type: none"> <li>• Explore Tahoe Visitor Center</li> <li>• Lakeview Commons at El Dorado Beach</li> <li>• Van Sickle Bi-State Park</li> <li>• LTCC Campus</li> <li>• State Parks</li> </ul>	✓		✓
<b>Senior Programs and Events</b>	<ul style="list-style-type: none"> <li>• Social programs (support groups, dances)</li> <li>• Art classes (quilting, painting)</li> <li>• Driving classes</li> <li>• Fitness (Wii Fit and exercise classes)</li> <li>• Games (bingo, dominoes, bridge)</li> </ul>	<ul style="list-style-type: none"> <li>• Senior Center</li> </ul>	✓		
<b>Special Events</b>	<ul style="list-style-type: none"> <li>• Runs, walks and races (South Tahoe Turkey Trot, Jingle Jog, Kids Triathlons, Race the Lake of the Sky, Outrigger Canoe Race)</li> <li>• Music and festivals (Summer Music Series, Snowglobe Music Festival)</li> </ul>	<ul style="list-style-type: none"> <li>• Lakeview Commons at El Dorado Beach</li> <li>• Community Play Field</li> </ul>	✓		✓
<b>Volunteer Opportunities</b>	<ul style="list-style-type: none"> <li>• Coaching</li> <li>• Event assistance</li> <li>• Docent Training</li> </ul>	<ul style="list-style-type: none"> <li>• Explore Tahoe Visitor Center</li> <li>• Sports fields</li> </ul>	✓	✓	✓
<b>Youth Camps</b>	<ul style="list-style-type: none"> <li>• Youth Summer Camp (South Tahoe Adventure Recreation Camp)</li> <li>• Kids Night Out</li> </ul>	<ul style="list-style-type: none"> <li>• South Lake Tahoe parks</li> </ul>	✓		

- **Facility rentals for events:** Special events in South Lake Tahoe are processed by the Parks and Recreation Department similar to a facility reservation. The City’s website notes that it is “committed to hosting more special events,” but it does not have event marketing and outreach strategies at this time. The City, however, has great venues for events, and the area has amenities and lodging to support large groups and visitors, which makes the South Shore an ideal location for interested parties to hold events. This represents a service area with great potential for revenue-generation.
- **Sports leagues and conflicts for field use:** Since most sports fields in the South Shore are provided by the LTUSD, school teams get first priority for field use. More than 10 adult and youth baseball, softball, soccer and football/cheer leagues share available sports fields with these school teams. Most fields are fully scheduled for high school sports in the fall, which leaves little room for other sports.
- **City reorganization:** In FY 2012/13 the City implemented a reorganization of several departments combining the Parks and Recreation Department and Special Events Department into the Community Services Division. The director position for each department was eliminated, and Parks & Recreation Department is co-led by a Parks Manager and Recreation Manager. The Recreation Manager has assumed the duties of the special events coordinator for the City. This has decreased the amount of administrative staff time dedicated to recreation programming and events.
- **Program staffing challenges:** In 2013, the City’s Recreation Division has three full time regular employees (including the Recreation Manager) and 26 temporary employees. There are no supervisors or coordinators. This structure limits the City’s capacity to operate and program its facilities.
- **County staffing and organization:** The County’s Chief Administrative Office was recently reorganized to include the CAO Economic Development, Parks and Trails Division (led by the Assistant Chief Administrative Officer) and the CAO Facilities Division. The first oversees Park Operations, Parks Commissions and Committees, and River Operations. The second handles Park Maintenance and the Parks CIP. The County does not provide recreation programming (as per General Plan policies), and has no park maintenance staff on the east side of the County.

- **Tracking revenues, program participation and facility use:** The City does not regularly track facility use, although some data were compiled for this planning effort. The City recently implemented new registration software that will allow them to report on user statistics for better planning and program management.

These characteristics of the existing recreation system affect community needs for recreation, as well as the City and County's current capacity to meet those needs.







## CHAPTER 3: COMMUNITY PRIORITIES AND NEEDS

Future needs for parks and recreation in the South Shore depend not only on the desires of local residents, but also on the dynamics of a changing tourism population. Recreation needs take into account the types, amount and quality of amenities and services desired, but also about the levels of maintenance, funding and programming needed to support this level of service. For this reason, this chapter includes an overview of outreach findings to identify local priorities, a demographic overview and tourism market assessment, and summary of various recreation and operational needs.

### Significant Outreach Findings

Public preferences and priorities affect the demand for recreation opportunities in the South Shore. To understand the recreation needs of area residents and visitors, this planning process conducted outreach activities in a variety of different forums to reach as many people

as possible. Outreach activities included a random-sample Park and Recreation Community Survey (PARC Survey), an online community questionnaire, stakeholder interviews, focus group meetings, intercept events and meetings of a Master Plan Advisory Committee (MPAC). Additional outreach activities will take place to review and refine Plan recommendations.

As shown in the table below, 1,333 participants were involved in the planning process prior to plan development. Below is a summary of key findings.<sup>1</sup>

*Table 3-1: Public Participation by Activity*

Type of Public Outreach Activity	Number of Participants
Online Questionnaire	885
PARCS Survey*	324
Intercept Survey	20
Focus Group	18
Stakeholder Interviews	16
Master Plan Advisory Committee (MPAC)	15
Visioning Roundtables	55
<b>Total</b>	<b>1,333</b>

\* Statistically-representative survey with a margin of error of ± 6%.<sup>2</sup>

### Trail Connectivity

Improved trail connectivity is a high priority for South Lake Tahoe residents. Focus group, interview, and online questionnaire participants all expressed a desire for a more integrated and accessible bike and pedestrian system to enhance community connectivity and non-motorized transportation opportunities. More than 75 percent of online questionnaire respondents indicated that more trails are needed, and 46 percent noted that trails and pathways are the most needed types of recreation facilities in the South Shore. Respondents’

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<sup>1</sup> More details are available in outreach reports and meeting summaries, available under separate covers. While outreach targeted a broad spectrum of participants, the majority of respondents were local residents. Findings are interpreted in that context.

<sup>2</sup> The margin of error refers to the potential difference between survey results based on this sample vs. what would have been found if all residents in the planning area had been surveyed.

top two reasons to develop more trails were: 1) to make it easier to walk or bike to other destinations, e.g., school, work, grocery store, etc. (63%); and 2) to make it easier to walk or bike to parks and recreation facilities (42%).

Most stakeholders commented on the need to improve and better connect the area's bike paths and trails, noting reasons such as bringing people together, making it easier to get around, improving safety for bicyclists and pedestrians, and reducing auto use and the need for parking in some areas. Focus group participants expressed desire for improved, varied mountain bike trails; more road biking opportunities and paved trails; and more dog friendly trails. The PARC Survey found that respondents rated ease of bicycle travel and number of paths and walking/biking trails at a "similar" level to other benchmark communities. Ease of walking, however, was ranked "much below" benchmarks.

### **Park Land Needs**

More than 50 percent of respondents to the online questionnaire indicated that parks with protected natural areas and outdoor recreation opportunities are the most needed type of park land in the South Shore. Only 23 to 27 percent of respondents noted needs for other types of parks, such as neighborhood parks and community parks in or outside the city. Current park use and demand (as reported in outreach findings) is highest for trailheads/trail corridors, sites with water access, and large multi-use parks that provide a variety of different types of recreation facilities to serve both residents and visitors (e.g., State Parks and Bijou Community Park). This corroborates the types of park opportunities that MPAC members, focus group participants and stakeholders agree the City and County should strive to provide.

### **Diverse Recreation Opportunities**

To appeal to residents and visitors, feedback suggests that South Lake Tahoe needs a variety of recreation opportunities to serve people year round and support a variety of different interests. In addition to trails and pathways (noted by the majority of respondents as the most needed types of recreation facilities), a bike park, a large amphitheatre or event venue, and water access facilities are top priorities. Many participants agreed that there is a need for more activities and facilities that capitalize on the area's natural resources, such as interpretive facilities and environmental /nature programs, lake and beach activities, and other forms of outdoor recreation (camping, hiking, climbing, etc.). According to feedback, the variety of recreation opportunities should take into consideration the following:

- **Cost:** MPAC members stressed the importance of being aware of community needs for non-fee activities, since these contribute highly to the region’s quality of life.
- **Local/family/youth opportunities:** There is a general sense among participants that recreation improvements to support visitors will also support local families and workers. However, many focus group participants and stakeholders also noted that additional services may be needed (especially in the off-season) for local residents and youth.
- **Skill level:** Focus group participants requested facilities and programs targeting beginner and intermediate experiences to augment the many opportunities that currently exist for more advanced, die-hard users. Experiences appropriate for beginning mountain bikers, for example, would provide variety and help build users’ skills.
- **Comfort-level in nature:** Stakeholders and focus group participants noted that not all people are outdoorsmen, and many tourists (even more so than local residents) want easier, more comfortable, social and low-impact opportunities to spend time in nature.
- **Cultural/international appeal:** Focus group and MPAC members expressed the need to serve more culturally and ethnically diverse groups. MPAC members discussed the issues caused by language barriers, and agreed that the area is not prepared to meet the needs of international visitors drawn to Lake Tahoe. Similar barriers affect services for local second-language populations, such as the Hispanic community.

### Water Access

Stakeholders acknowledge that one of the biggest attractions in the Tahoe region is Lake Tahoe, and easy access to this resource is one of the biggest demands by tourists and residents. Responses to the online questionnaire show that Lakeview Commons at El Dorado Beach is the most frequently visited single recreation facility in the area, second only behind USFS trails (all trails combined) in terms of reported visitation. MPAC members and stakeholders note that limited water access (including limited parking and other support amenities) is creating a safety issue around traffic congestion at waterfront recreation sites. These issues were reflected in the online questionnaire, where respondents’ top reasons for not visiting South Shore parks more frequently include crowds or lack of parking (26% of respondents).

### Indoor Recreation Space

MPAC members, stakeholders, and focus group participants acknowledge a need for more indoor recreation space and opportunities, particularly to serve residents through the winter. Existing indoor recreation facilities are aging and in need of improvements. Many

respondents in the online questionnaire indicated that they would “somewhat support” or “strongly support” improving the recreation center or building a fieldhouse for indoor sports and programs. In terms of overarching priorities, an improved recreation center is in higher demand. A field house ranks fifth on a list of most needed recreation facilities.

## **Sports Facilities**

Focus group participants and some stakeholders expressed a desire for more local-serving sports facilities to support a year-round, stable population of residents and workers. They reported that insufficient facility space (sports fields in particular) makes it difficult to balance use between different sports. In addition, balancing local sport field use with tourist and tournament use can be frustrating due to the limited number and quality of fields. However, sports do not appeal to the population at large as highly as other types of recreation activities. Only a small portion of respondents to the online questionnaire noted that sport fields (8%) or a regional sports field complex (9%) is most needed.

## **Events**

Community events were among the top rated parks and recreation activities in the PARC Survey. Seventy-three percent of participants responded that current community events were “good” (50%) or “excellent” (23%) in quality. In addition, outreach activities noted a community demand for increased special events. Focus group participants indicated a desire for more opportunities to “bring the community together,” and 33 percent of online questionnaire respondents cited “community events” in their top organized activity they would participate in if better facilities and more opportunities were available.

## **Programs**

In contrast to events, residents see room for improvement in the quality and variety of recreation programs. Forty percent of questionnaire respondents rated existing recreation programs as “fair” or “poor.” Forty percent rated the availability and variety of recreation classes and programs as “satisfactory.” More than 50 percent rated the availability of information about recreation opportunities as “fair” or “poor.” Of existing programs, the types of programs that questionnaire respondents indicated they participate in most frequently includes: Fitness or health and wellness classes (40%), small watercraft sports (33%), field sports (26%), aquatics (24%), environmental education and nature programs (23%) and drop-in fitness (21%).

## Quality of Existing Parks, Facilities, and Services

South Lake Tahoe is nationally known for its outdoor recreation opportunities, yet respondents indicated that the quality of area parks, facilities, and services can be improved greatly. As noted in the statistically-representative PARC Survey, about two-thirds of respondents rated the quality of parks, recreation facilities, and services as “good” or “excellent.” Fifty percent of people gave similar ratings (good or excellent) to programs. However, these scores are much lower than typically reported in other recreation-oriented communities. In comparison other benchmark communities, South Lake Tahoe ranked “much below” or “below” comparable communities in its quality ratings. In the online questionnaire, ratings were less favorable, with the following percentages of respondents giving the City and County “good” or “excellent” scores: parks (52%), recreation facilities (46%), programs (36%), overall services (51%) and availability of information (36%).

## Economic Benefits of Recreation

Many stakeholders and MPAC members indicated that recreation tourism is a key element driving the local economy. They referenced the *Lake Tahoe Basin Prosperity Plan*, which notes the role that outdoor recreation can play in enhancing economic vitality, particularly as the gaming industry declines. Participants agreed on the need for more economic opportunity in the region, and some discussed specific types of recreation events and programs that would attract visitors to the area. For example, stakeholders noted that tournaments and athletic events could help bring youth and families who often stay for several extra days, filling hotels and increasing business for local stores and restaurants. The addition of new fields and sports-related facilities could play an important role in contributing to the local economy. There is a sense that improvements in recreation facilities (or the addition of new facilities) would have a significant economic impact. For example, a stakeholder noted that Tahoe “sells itself” and that little marketing would be needed to encourage facility use to create profitable opportunities.<sup>3</sup>

## Funding

Outreach participants recognize that more funding is needed to provide the quality of recreation opportunities needed to attract visitors and serve local residents. Focus group

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<sup>3</sup> This claim was not widely articulated and is not substantiated through existing facility operations. However, this sense of high-level optimism is common in seeing outdoor recreation as a profitable economic driver.

participants expressed a desire to explore all funding options, establish needed funding streams, and invest in needed equipment. To gain efficiencies and save costs, participants suggested the re-use and/or joint use of facilities and the implementation of a maximized fee structure for visitors. MPAC members noted the need for sufficient funding for long-term maintenance and management (including staffing).

Over sixty percent of questionnaire respondents supported user fees to help bridge gaps in funding for parks and recreation. Of that group, 73 percent believe that visitors should be required to pay more than residents. Twenty-seven percent of respondents thought that a tax measure should be pursued. Slightly fewer favored business sponsorships (26 %) or volunteer efforts (24%) to support new projects.<sup>4</sup>

### **Coordination and Collaboration**

Focus group participants and stakeholders expressed a need for greater coordination between the many recreation providers to reduce duplication of efforts and maximize resources. The public currently uses recreation resources throughout the South Shore, including those in El Dorado County, California, and Douglas County, Nevada, as if they were one unit, when in fact they are not unified or consistent in fees, policies, staffing or management. Nor is there similar coordination between other agencies and jurisdictions, creating a disjointed experience for visitors and difficulty in coordinating area-wide events and programs.

While some specific facility partnerships and projects have been very successful, the general consensus is that greater over-arching coordination is needed. Some participants identified needs for forming a joint powers agreement, a sports authority, and/or a committee to bring entities together to manage recreation.

### **Challenges for Implementation**

MPAC members, focus group participants and stakeholders all acknowledge that plan implementation may be challenging due to process requirements and limited resources for operations and improvements. MPAC members noted that the identification of potential “quick wins” and the fast implementation of simple, low-cost recommendations will be important outcomes for this planning process.

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<sup>4</sup> Note: The City’s visitor/local fee structure was eliminated in 2014 to simplify fees and make the fee structure similar to Douglas County, Nevada. Discounted rates are offered in multi-use passes.

## Demographic and Community Overview

To have a better understanding of the community served by City and County parks and recreation services, this section provides a snapshot of current residents and visitors to the Tahoe Basin area. Data were taken from a variety of state, regional and local sources, including U.S. Census Bureau, the Tahoe Regional Planning Agency (TRPA), El Dorado County and the City of South Lake Tahoe. Key findings are noted below.

### Population Trends and Growth

- Population:** The estimated population for the planning area (El Dorado County eastern slope) was approximately 30,336 in 2010. Approximately 70% of those residents live in the City of South Lake Tahoe. Approximately 10% live in the community of Meyers.
- Population plateau/decline:** According to the California Department of Finance, the City of South Lake Tahoe experienced a dramatic population growth between 1970 and 1980, peaking in 2002. Since this time, population growth in the City has remained around 21,000, largely due to regional growth limitations.<sup>5</sup> Across Tahoe’s South Shore, the overall population declined from 62,800 to 55,600 between 2000 and 2010.<sup>6</sup>

#### DEMOGRAPHICS AT A GLANCE:

**21,498**

City of South Lake Tahoe population (2012)

**30,336**

Planning Area total population (2010)

**More than ½**

Percent of renter-occupied housing in the city

**13.3%**

Families below poverty level

**1.6 Million**

Average yearly overnight visitors to South Shore

Sources: California Dept. of Finance, County Population Estimates for Cities, 2012 & 2013; Projections, 2010-2060; US Census 2011 ACS; South Shore Vision

<sup>5</sup> South Lake Tahoe General Plan, Final Background Report, May 2011.

<sup>6</sup> TRPA Regional Plan, Population, Employment and Housing.



- **Slow growth in future:** Based on TRPA population projections, the El Dorado County portion of the Tahoe Basin is expected to grow slowly by 0.04% per year on average through 2025.<sup>7</sup> This means that few new parks and facilities will be needed to accommodate growth.
- **More non-family households and singles:** There are a larger number of non-family households, including singles living alone. The percentage of householders living alone (singles) has grown from 29.1% in 2000 to 31.3% today.<sup>8,9</sup> According to the City's General Plan, the community has experienced a decrease in public school enrollment. This is important, because the market in Tahoe is different than many other communities that are focused on family-oriented recreation.
- **A large percentage of Hispanic/Latino residents:** Hispanic/Latino residents account for the largest non-white racial/ethnic group, with 33.3% of all residents claiming some degree of Hispanic race or Latino ethnicity. The city's Hispanic/Latino population grew at a faster rate than all other populations, increasing from 26.7% of the population in 2000.<sup>10</sup>

### Housing, Income and Poverty

- **A large percentage of seasonal home-owners:** More than half (51.5%) of all housing in the city is renter occupied. This represents a share that is 27% greater than the county-wide average and 7.2% greater than the state-wide average. Many houses (44%) are vacant much of the year, given the decline in population and prevalence of second homes (owners with a primary residence elsewhere) (see Figure 3-1). According to 2008 South Lake Tahoe Public Utility District records, approximately 60% of sewer bills for single family homes are sent to zip codes outside of the Tahoe Region. Areas that lack permanent homeowners frequently show a lesser demand for neighborhood parks.

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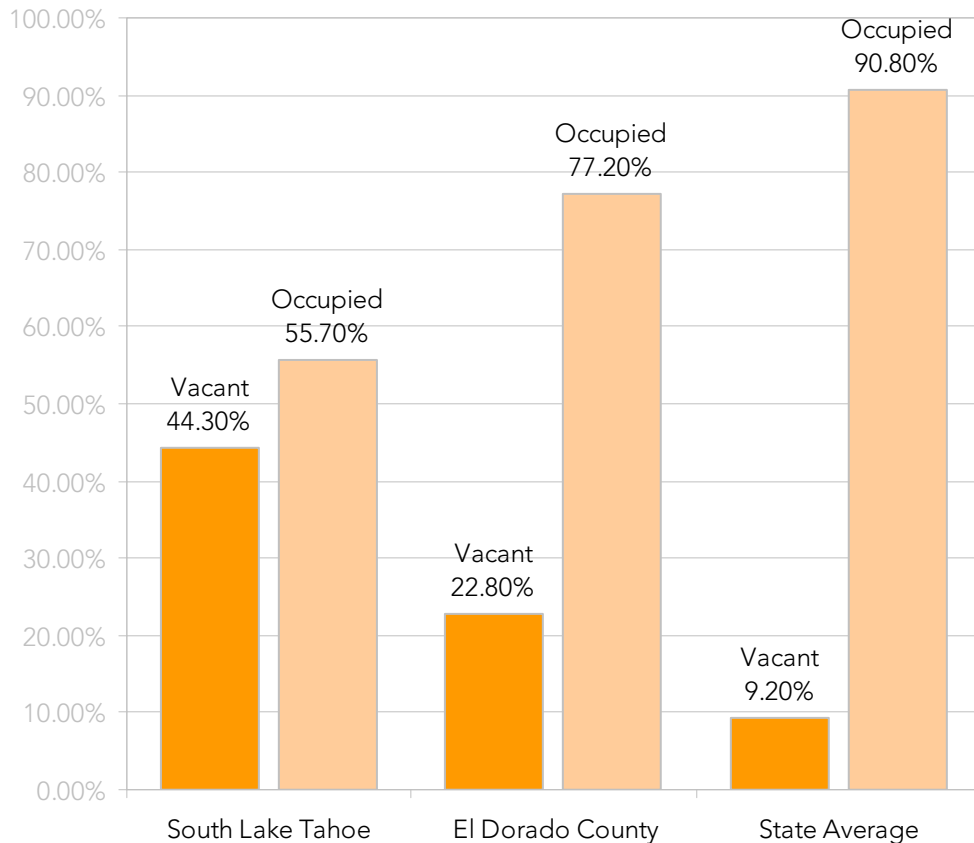
<sup>7</sup> El Dorado Comprehensive Plan (2012).

<sup>8</sup> Ibid

<sup>9</sup> US Census 2011 ACS 3-Year Estimates

<sup>10</sup> US Census 2000 Summary File 1 (SF 1) 100-Percent Data.

*Figure 3-1: Housing Occupancy Characteristics: South Lake Tahoe, El Dorado County and the State Average*



Source: US Census 2011 ACS 3-Year Estimates

- Lower incomes:** South Lake Tahoe residents—with a median household income of \$40,949—earn significantly less than the county average of \$67,742, as well as the state-wide average of \$59,641. The unemployment rate in the city is slightly higher (at 13.1%) than the county average of 12.0%. This suggests that residents here may have lesser discretionary income to spend on recreation and leisure services.
- Higher poverty level:** There are more than twice as many families in the City (at 13.3%) living below the poverty level than the County average of 6%. This is important as recreation providers consider the affordability of recreation services for local residents.

## Commuting

- **More commuters walking and biking:** Approximately 8.2% of residents in South Lake Tahoe commute by walking and 4.8% by biking, which is much higher than County averages (2.2% for walking and 1.9% for biking). On-street bike routes and off-street trails can play an important role in facilitating commuting.
- **Most commuters from outside the region:** Throughout the Tahoe region, nearly half of all commuters (approximately 49%) commute more than 50 miles to work. In 2010, the percentage of jobs in South Shore filled by workers from outside the region was approximately 62%.<sup>11</sup> This statistic is important for two reasons. Commuter workers may take advantage of the City's recreation services, causing increased demand. Also, these commuters are traveling the same high-traffic roads that cause transportation delays and difficult access to recreation facilities.

## Tourism spending

- **Decline of gaming industry:** Tourism spending has had a major impact on the South Shore, and the recreation, gaming and hospitality industries have been big drivers of the local economy. Yet over the past ten years, the gaming industry and tourism spending have steadily declined, creating a challenging economic climate that has been worsened by the recent recession.
- **Excess lodging supply and decreasing demand:** South Lake Tahoe has an identified excess in the number of lodging units, and demand for hotel rooms has dropped by 30% between 2001/2002 and 2010/2011.
- **Anticipated economic role of outdoor recreation:** Though revenues associated with gaming are declining, outdoor recreation opportunities are anticipated to continue attract visitors and support local lodging, entertainment and retail industries.

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<sup>11</sup> TRPA Regional Plan Update Draft EIS: Population, Employment and Housing.

## Visitor Trends

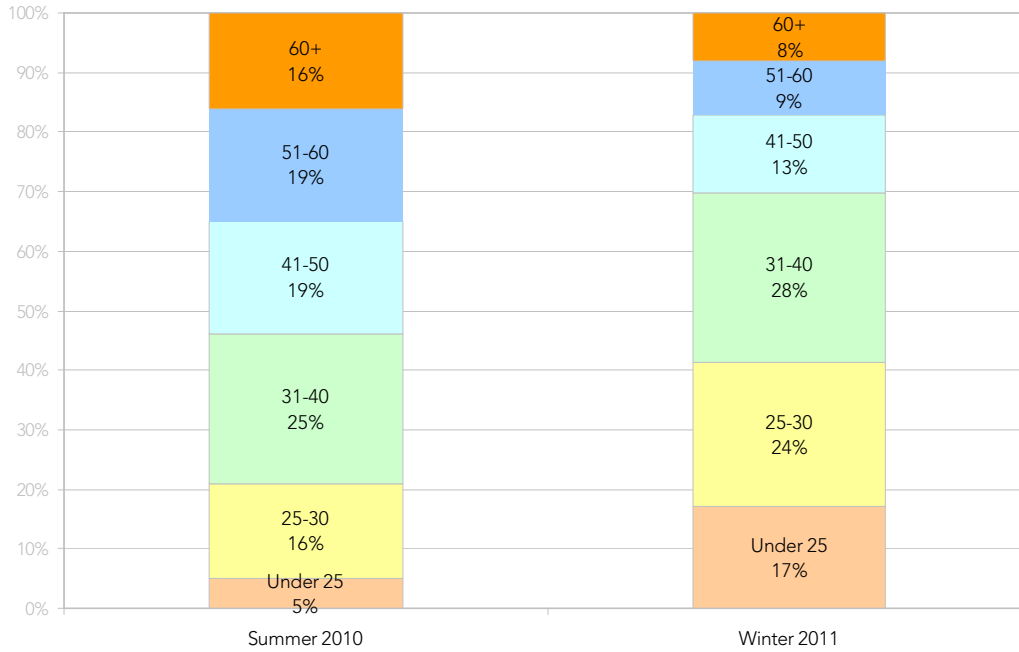
- **Large number of visitors:** Despite the decline in the gaming industry, the Lake Tahoe Region averages more than 3 million visitors annually, with more than 1,660,000 overnight visitors to the City of South Lake Tahoe alone.<sup>12</sup>
- **Visitor characteristics:** According to studies commissioned by the Lake Tahoe Visitors Authority (LTVA), most visitors are married couples, ages 31 and over, traveling without children. Most visitors are white (60%), and 8% are Hispanic or Latino.<sup>13</sup> Most are from California.
- **Younger visitors in the winter, older in summer:** As shown in Figure 3-2, LTVA found that the percentage of youth and young adult visitors under age 30 is substantially higher in the winter than the summer (41% in winter; 21% in summer). Conversely, there are substantially more older adults and seniors visiting in the summer than the winter (35% in summer; 17% in winter).
- **Primary reason for visiting:** In the LTVA Intercept Surveys, the top reasons for visiting the South Shore include the area's scenic beauty (Figure 3-3). Outdoor recreation is a bigger draw in the winter (58%) than the summer (45%).
- **High number of returning visitors:** Most (76%) indicated that they would return in the next 12 months. Providing the right services to attract repeat customers is an important consideration for economic vitality.
- **Trail users:** Tahoe bike path surveys show that approximately 30 percent of path users come to Lake Tahoe primarily for cycling purposes, or approximately 188,800 people annually.

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<sup>12</sup> South Shore Vision, Destination Economic Impact Analysis. Data for the previous three bullets comes from this study.

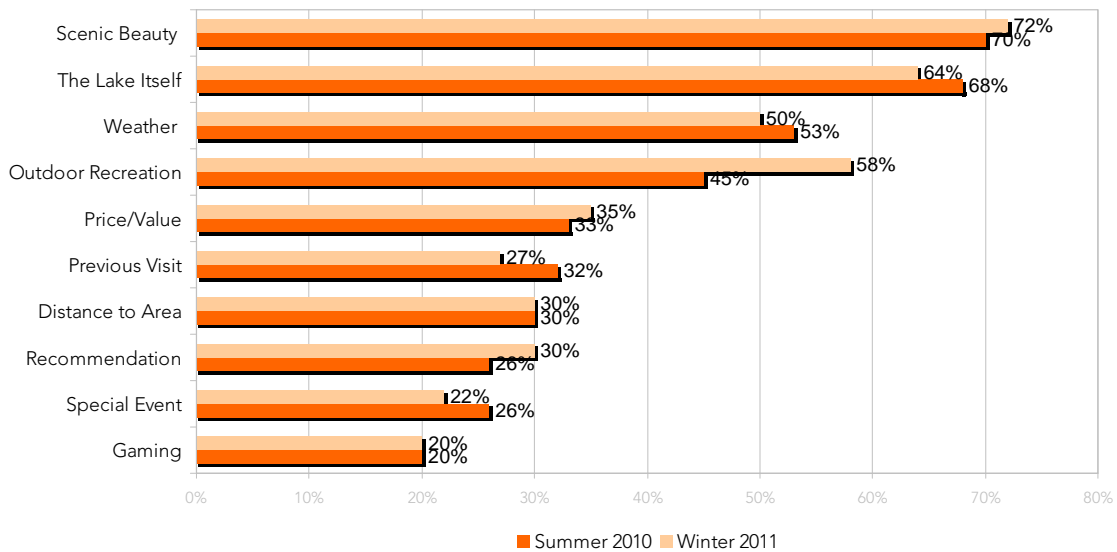
<sup>13</sup> Lake Tahoe Visitors Authority, South Shore Intercept Survey, Summer 2010.

Figure 3-2: Age of Visitors: Summer 2010 and Winter 2011



Source: Lake Tahoe Visitors Authority, South Shore Intercept Survey, Summer 2010 and Winter 2011

Figure 3-3: Reasons for Visiting South Shore: Summer 2010 and Winter 2011



Source: Lake Tahoe Visitors Authority, South Shore Intercept Survey, Summer 2010 and Winter 2011

## The Future Tourism Market

Recreation demand is most heavily affected by the number of recreation users of the park and recreation system. This is the combined demand from local residents, working commuters, as well as out-of-town visitors. To get a better understand on the numbers and types of visitors projected for the South Shore in the future, this section presents a brief overview of the tourism market, based on conversations and information provided by the Lake Tahoe Visitors Association (LTVA) and other stakeholders for this study.

### California Tourism Markets

Visit California<sup>14</sup> conducts a statewide marketing effort to support tourism in the State of California. As noted in the FY13/14 Visit California *Annual Global Work Plan*, the following are the actual and target markets for tourism in California:

- **Domestic travel:** The United States is the number one origin of travelers who come to California.
- **International market:** The international market represents the largest growing market area for California tourism. The following countries are targeted markets:
  - Canada: With its close proximity to California, Canada remains the second-largest international market of origin for the state.
  - United Kingdom: The U.K. was California's largest overseas market in 2011, but is declining slightly.
  - Australia: Australia is the State's third-largest overseas market (a 12.2 percent increase over last year).
  - China: China is the world's fastest-growing outbound travel market, and is projected to become California's largest overseas market with 717,000 visitors, up 39 percent from the previous year.
  - Mexico: The Mexican market forecasts a 4.4 percent growth for 2013 and an increase of more than 15 percent expected through 2015.
  - Emerging markets in Asia and South America are rapidly becoming primary sources of travel revenue for California (e.g., Japan, South Korea, India, and Brazil).

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<sup>14</sup> Visit California is a not-for-profit, 501(C)(6) corporation formed in 1998 to work jointly with the State of California's Division of Tourism to implement an annual Marketing Plan promoting California as a travel destination.

While many of these markets are English-speaking, some of the fastest growing markets are tourists whose primary language is not English.

### California Tourism Branding

Visit California has been marketing California as “the Ultimate Playground,” which positions the State well in terms of outdoor recreation. However, outdoor recreation is only one of five pillars of their global brand:

- Family fun
- Culinary
- Culture and entertainment
- Outdoor adventure and recreation
- Luxury and indulgence

It’s important to recognize how these items are intrinsically interconnected in terms of the types of opportunities that visitors desire. It represents a larger package of services than parks and recreation providers can meet.

The five pillars are woven into the State’s campaign platform, which is noted below:

**PLAYGROUND CALIFORNIA:** World-class attractions, bucket-list worthy state and national parks, miles of beaches and endless opportunities for families to forge lasting memories make California an amazing family playground.

Key elements of this vision are *diverse* opportunities and *high-quality* attractions for *families*. In some ways, this echoes public involvement findings calling for a greater variety of recreation opportunities, infrastructure and service enhancements to improve the quality of what is offered, and opportunities for families and youth.

### Tahoe Tourism Markets

Given the change from gaming-based entertainment to more diverse tourist activities, the visitor market is changing in the South Shore area. As in the previous section, most current visitors are married couples, ages 31 and over, traveling without children. Most visitors are white (60%), and most are from California. During the summer, more older adults and seniors visit. Many people are still visiting casinos, although the area’s scenic beauty is a major attraction. Outdoor recreation is a bigger draw in the winter (58%) than the summer (45%). There is a high number of returning and repeat visitors.

Interviews with LTVA staff and stakeholders suggest the following key insights about the market of the future:

- Unlike the North Shore, the South Shore has most (approximately 75-85%) of the region’s bed base. To enhance South Shore economic vitality, South Lake Tahoe will need to market to a broad-based group to fill those beds. If efforts are focused on targeting smaller niche groups (such as competitive athletes), it will make it more challenging to attract the numbers of people needed to support the current lodging infrastructure.
- The gaming industry tended to attract adults, seniors and social groups who are typically less active populations. To retain this market as repeat visitors, additional low impact recreation and entertainment opportunities will be needed. Social, low impact sports (e.g., bocce, pentanque and pickleball) may appeal to this market, as would special events, strolls along the beach, picnics, walking/nature trails, etc.
- Easy and convenient water access is needed to attract this market. The majority of people that come to the Visitor Centers want to know “where they can park their cars to be able dip their toes in the lake.” Others want to know where there is an easy 1-mile loop trail to water features (e.g., lakes, streams, and waterfalls).
- Most people who visit the South Shore are not looking for an adventurous outdoor experience; they want guided, safe and easy opportunities to experience nature. This includes activities that have nearby comfort amenities (concessions, permanent restrooms, water fountains, etc.) or short 2-6 hour activities that allow people to return to restaurants, lodging, bars and shopping in a reasonable amount of time. It includes activities that are accessible via shuttle, trails, or an easy drive (with ample parking).
- The face of California visitors is changing as well. Increasingly, California visitors include extended families of Eastern and Middle-Eastern descent from the Bay Area’s high-tech sector who want to connect to nature in a comfortable way.
- The South Shore market is divided into three groups, each with a different reason for recreating in South Lake Tahoe (and a different marketing strategy to attract them):
  - Local visitors (within 15 miles): These include permanent residents (from both sides of the state line) who are attracted by nearby recreation amenities, as well second homeowners who engage in outdoor recreation as one of the attractions of living in the area. However, it also includes people who would prefer to avoid the crowds of visitors that may compete for various recreation amenities. These residents are more likely to recreate all seasons, including the shoulder and off seasons.



- Driving market (up to 250 miles): These people tend to include visitors who want to take advantage of unique day-use recreation opportunities and those who want a weekend getaway from the city for clean air, nature, and outdoor activities. They may be drawn by a specific weekend special event. They could be attracted by special activities or discounted prices in the shoulder season.
- Destination visitors (250 miles and beyond): These include couples and families who drive or fly to South Lake Tahoe, expecting a variety of indoor and outdoor opportunities (commercial and nature-based) to engage them for a week or more during the winter or summer season. They include international visitors seeking a unique trip with diverse, iconic things to do. These visitors likely have been to Disneyland and Hollywood already, and now want to experience the "character," "heritage" and "wildness" of California.
- Visitors expect quality tourist destinations to provide the information and amenities needed to support tourism. They expect information to be available online, in a variety of languages, as well as in easy-to-read travel formats (brochures, maps, trail guides) that show all of the opportunities in an area, regardless of who is providing it.
- The future market is anticipated to be more diverse in terms of age, skill level and ethnicity. Wayfinding signage and information will need to be visible and understandable to all ages, people of different cultures and languages, and to pedestrians, bicyclists and automobiles.
- International visitors have different recreation preferences. There is anticipated to be a huge growth in the Chinese market, including families who view shopping as major form of recreation.
- The opening of several new casinos closer to urban areas in California will intercept a large part of the remaining casino market—unless there are other factors attracting people to the South Shore.
- The Tahoe Chamber and the Tahoe Prosperity Center held several economic forums to discuss "The Future of the South Shore - Next Steps." Participants noted that developing an Arts & Culture Identity for the South Shore, Entertainment Venue and Discovery Center would help attract visitors.
- A range of recreation activities will be needed to appeal to a full spectrum of users. However, market size and the anticipated number of users will vary depending on the types of people targeted:
  - Timid beginners (largest market)

- Outdoorsmen/adventure seekers (smaller market)
- Extreme sports athletes (smaller market)
- Youth and young adults (expanding market)
- Older adults and seniors/repeat visitors (potential market if these visitors can be redirected to new opportunities)
- International travelers (expanding market)

### **Market-based Recreation Needs**

Given the characteristics of the current and future market, it is important to consider market size in identifying the types of parks and recreation facilities needed to enhance regional economic vitality. Table 3-2 shows this correlation, providing examples of different types of amenities and facilities that could facilitate the desired recreation activity or experience for different market sizes. Typically, generalized activities and passive recreation activities have a larger potential market than specialized recreation activities and/or extreme recreation.

Table 3-3 looks at general market size (in terms of typical numbers of facility users) in comparison to planning level capital development costs to build facilities. As illustrated in the table, certain types of amenities and facilities will have high capital costs and serve smaller, specialized market niches. Conversely, there are facilities that have lower development costs that may appeal to a broader base of recreation users. The table highlights examples of recreation activities to show the spectrum of costs and number of potential users. Given some of the funding and organizational challenges facing the City and County, recreation needs must be considered in the larger context of the resources needed, cost incurred and goals to be achieved by their development.

Table 3-2: *Recreation Facilities Supporting Activities with Different-size Markets*

Market Size (# of users)	Type of Activity	Examples of Facilities Supporting this Activity	
Larger Market	Water View/Access	<ul style="list-style-type: none"> <li>• Beaches/ swimming beach</li> <li>• Viewpoints /piers</li> <li>• Waterfront gazebos /rental shelters</li> </ul>	<ul style="list-style-type: none"> <li>• Waterfront eateries and picnic areas</li> <li>• Waterfront event venues</li> </ul>
	Trail-related Activities	<ul style="list-style-type: none"> <li>• Hard-surfaced paths</li> <li>• Soft-surfaced trails</li> </ul>	<ul style="list-style-type: none"> <li>• Multi-purpose trails</li> <li>• Nature/interpretive trails</li> <li>• Loop trails</li> </ul>
	Entertainment	<ul style="list-style-type: none"> <li>• Event /festival venues</li> </ul>	<ul style="list-style-type: none"> <li>• Amphitheatres</li> </ul>
	Easy Leisure Activities	<ul style="list-style-type: none"> <li>• Playgrounds</li> <li>• Picnic areas/shelters</li> <li>• Patio/seating areas</li> <li>• Urban plazas</li> <li>• Open lawns</li> </ul>	<ul style="list-style-type: none"> <li>• Recreation pools</li> <li>• Spraygrounds/splash pads</li> <li>• Food concessions/coffee carts/restaurant</li> </ul>
Medium Market	Exploration/Discovery/ Nature Interpretation	<ul style="list-style-type: none"> <li>• Nature centers</li> <li>• Visitor centers</li> <li>• Fire rings (program areas)</li> </ul>	<ul style="list-style-type: none"> <li>• Interpretive signage/kiosks</li> <li>• Luxury or urban camping (yurts, cabins, RV lots)</li> <li>• Historic sites</li> </ul>
	Social Recreation Activities (semi-specialized)	<ul style="list-style-type: none"> <li>• Disc golf course</li> <li>• Pickleball courts</li> <li>• Petanque/bocce courts</li> <li>• Indoor or outdoor programming space</li> <li>• Bike course</li> <li>• Skatepark</li> </ul>	<ul style="list-style-type: none"> <li>• Tennis courts</li> <li>• Pick-up basketball courts</li> <li>• Kickball fields</li> <li>• Horseshoe pits</li> <li>• Sand volleyball courts</li> <li>• Sledding hills</li> <li>• Dog parks</li> </ul>
	Water Activities	<ul style="list-style-type: none"> <li>• Paddleboards</li> <li>• Canoe/kayak launch</li> <li>• Raft/float put-in</li> <li>• Boat rental facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Fishing platform/pier</li> <li>• Water taxi</li> <li>• Water trails</li> </ul>
	Organized Sports/Fitness	<ul style="list-style-type: none"> <li>• Indoor or outdoor sports courts (game or practice)</li> <li>• Indoor or outdoor sports fields (game or practice)</li> </ul>	<ul style="list-style-type: none"> <li>• Fitness centers</li> <li>• Lap pools</li> </ul>

Table 3-2: *Recreation Facilities Supporting Activities with Different-size Markets (continued)*

Market Size (# of users)	Type of Activity	Examples of Facilities Supporting this Activity	
<b>Smaller Market</b>	Adventure/Extreme Sports	<ul style="list-style-type: none"> <li>Mountain bike trails</li> <li>Bike skills course</li> <li>Water trails</li> <li>Boat-in campgrounds</li> </ul>	<ul style="list-style-type: none"> <li>Zip lines</li> <li>Cross-country skiing trails</li> <li>Climbing walls/spires</li> </ul>
	Competitive or Semi-Professional Sports	<ul style="list-style-type: none"> <li>Fieldhouse</li> <li>Tournament complex</li> <li>Sports stadium</li> <li>Competitive pool</li> </ul>	<ul style="list-style-type: none"> <li>Indoor tennis center</li> <li>Ice arena</li> <li>High-altitude training facility</li> <li>Velodrome</li> </ul>
	Specialized Recreation	<ul style="list-style-type: none"> <li>Boat launch</li> <li>Golf course</li> <li>Marina/boathouse</li> <li>Equestrian trails /trailheads</li> </ul>	<ul style="list-style-type: none"> <li>ATV/OHV area</li> <li>Snowmobile trails</li> <li>Shooting sports facilities</li> <li>Scuba diving areas</li> </ul>
	Back-Country Recreation	<ul style="list-style-type: none"> <li>Rim trails</li> <li>Backpacking trails</li> </ul>	<ul style="list-style-type: none"> <li>Primitive campsites</li> </ul>

Table 3-3: *Recreation Facility Cost/Market-Size Matrix*

	Smaller Market	Medium Market	Larger Market
<b>Low Cost</b>	<ul style="list-style-type: none"> <li>Backcountry trail</li> <li>Primitive campsite</li> <li>ATV/OHV area</li> <li>Extreme bike trail</li> </ul>	<ul style="list-style-type: none"> <li>Dog park</li> <li>Pickleball court</li> <li>Pentanque court</li> <li>Sledding hill</li> </ul>	<ul style="list-style-type: none"> <li>Playground</li> <li>Picnic area</li> <li>Patio/seating area</li> <li>Open lawn</li> </ul>
<b>Medium Cost</b>	<ul style="list-style-type: none"> <li>Bike skills course</li> <li>Boat-in campground</li> <li>Zip line</li> </ul>	<ul style="list-style-type: none"> <li>Sports field</li> <li>Outdoor sports court</li> <li>Non-motorized boat launch</li> </ul>	<ul style="list-style-type: none"> <li>Event space</li> <li>Large-group shelter</li> </ul>
<b>High Cost</b>	<ul style="list-style-type: none"> <li>Marina/boathouse</li> <li>Fieldhouse</li> <li>Sports stadium</li> <li>Equestrian arena</li> <li>Velodrome</li> <li>Indoor competitive pool</li> </ul>	<ul style="list-style-type: none"> <li>Indoor recreation center</li> <li>Sports field complex</li> <li>Nature center</li> <li>Water taxi</li> <li>Gondola</li> </ul>	<ul style="list-style-type: none"> <li>Large amphitheater</li> <li>Indoor/outdoor restaurant</li> <li>Beach/waterfront access</li> </ul>

The cost is based on a planning level capital development cost. It does not factor in operations and maintenance costs, or revenue-generating capacity.

## Recreation and Operational Needs

There are many different types of “needs” to be addressed to successfully design, build, operate, manage and maintain new and existing parks, trails and recreation facilities. For this reason, this section identifies key recreation and operational needs in the following six categories:

- Collaboration, coordination, and partnerships
- Park and facility maintenance, renovations and improvements
- New park, facility and trail development
- Recreation activities, programs and events
- Operations and management
- Funding and resource development

Needs in each category are outlined on the following pages. This list is not meant to be comprehensive and includes more than can be addressed in the 10-year timeframe for this plan. However, it provides direction for the recommendations presented in Chapter 5.

### Collaboration, Coordination, and Partnerships

- Parks and recreation coordination meetings, including increased coordination between the City and County parks and recreation commissions.
- Tourism, event and tournament coordination
- Sports group alliance
- Protocol/criteria for community-driven projects
- Criteria and coordination for providing special events and programs
- Transit/shuttle system (between casinos, lodging, parks, and trailheads)
- Joint funding initiatives
- Coordinated signage and information
- Region-wide recreation branding and promotion

### Park and Facility Maintenance, Renovation and Improvements

- Targeted park and facility maintenance (tiered maintenance tasks and funding for parks and other City lands maintained on same budget)

## CHAPTER 3

- Asset preservation and deferred maintenance funding
- Capital replacement schedule for facilities at the end of their lifecycle
- Park renovation and redevelopment at the South Lake Tahoe Recreation Area
- Regan Beach renovation
- Major facility renovation and upgrades
  - Recreation & Swim Complex
  - Campground
  - Ice Arena
  - Senior Center
  - Bijou Golf Course driving range
- Trail resurfacing and improvements
- Sport field improvements (Al Tahoe and Community Play Field)
- Natural area stewardship and restoration
- System-wide safety and accessibility improvements (e.g., ADA access, directional and regulatory signage, restrooms, parking, shade)
- Other infrastructure improvements

### **New Park, Facility and Trail Development**

- Updated park and facility standards and design guidelines
- Completion of Lakeview Commons at El Dorado Beach
- Trail corridor acquisition and development
- Park land acquisition
  - New community or regional park
  - Waterfront parks
- Recreation facility development
  - Amphitheater
  - Event/festival space
  - Sports fields/complex
  - Indoor programming, sports and fitness space
  - Winter facilities (tubing/sledding hill)
- Community-driven facilities
  - Bike park

- Bocce/petanque
- Community garden

### **Recreation Activities, Programs and Events**

- Online reservation system
- Special events facilitation, production and coordination
- Revenue-generating programs
- Organized sports field and tournament coordination
- Self-directed recreation opportunities
- Learning bridges / programs for different skill levels
- Programs to introduce people to nature

### **Operations and Management**

- Increased administrative, supervisory and maintenance and programming staff now and as new facilities are improved or developed
- Data tracking (park and facility inventory, recreation participation, facility use)
- Registration/reservation systems (online program registration; online information for events registration and facility rentals)
- Marketing (branding, website update, social media)
- Policies for community-built facilities
- Business-based operations and decision-making
- Evaluation of financial feasibility of large facilities

### **Funding and Resource Development**

- Recreation/event fee philosophy
- Increased focus on revenue generation
- Funding requirements for community-driven projects
- Operations funding
- Capital funding
- Park & Recreation Foundation
- Other innovative funding sources and partnerships







## CHAPTER 4: VISION FOR THE FUTURE

The vision and community aspirations for the South Shore are the guiding forces for the *Parks, Trails and Recreation Master Plan*. Public comments obtained through a variety of outreach techniques were incorporated into a vision for the parks, recreation and trails system. This public involvement included two Visioning Roundtables specifically designed to facilitate group discussion about the community's future vision for parks, recreation and trails, plus the role recreation should play in supporting tourism and economic vitality.

This chapter summarizes the vision, mission and planning priorities identified through the planning process. These include:

- **Vision** is a statement of the preferred future for parks, recreation and trails.
- **Mission** is the focus of our approach to achieving the community's vision.
- **Planning Priorities** are the City and County's priorities for planning the park and recreation system. These provide a foundation for recommendations.

## **Vision**

A vision statement describes the parks and recreation system that residents want to achieve in the South Shore. Through the public involvement process and Visioning Roundtables, the following vision emerged:

**We envision an accessible, interconnected, and sustainable system of diverse, year-round recreation opportunities for residents and visitors. Our world-class parks, facilities, trails, and programs inspire and engage recreation enthusiasts, shape our community, connect us to our natural environment and support our shared future in the South Shore.**

## **Mission**

A mission statement, congruent with the community's vision for parks and recreation, describes the approach that Parks & Recreation staff for the City of South Lake Tahoe and El Dorado County will take in providing parks, recreation facilities, programs and events.

**To work collaboratively and inspire accessible and engaging recreation experiences throughout the South Shore.**

## **Planning Priorities**

The following priorities emerged during the planning process, reflecting key themes that will be addressed through recommendations for improvements and new development.

- **New system of delivery:** The City and County will invest in and foster a collaborative relationship with each other, other departments and agencies, businesses, and neighboring communities to coordinate recreation information and services in order to reduce barriers and improve recreation availability and access.
- **Connectivity and access:** The City and County will play a key role in providing an interconnected system of park and recreation resources, fostering region-wide access and focusing on trail development, transit, and improved non-motorized transportation opportunities to connect residents and visitors to recreation destinations and reduce auto-dependency to support the local environment.
- **Recreation diversity:** Welcoming, engaging, affordable recreation facilities, programs and events will provide year-round recreation opportunities for diverse participants

including residents and visitors of varied interests and all ages, abilities, languages, family compositions and economic and cultural backgrounds.

- **Economic prosperity:** The City and County recognize that quality recreation services are integral to the economic prosperity of the South Shore. They will strive to implement projects and services that encourage recreation-based tourism to enhance local economic vitality and generate revenues to reinvest in the park and recreation system.
- **Quality infrastructure and services:** The City and County will invest in infrastructure improvements and the provision of high-quality park land, amenities and facilities that support visitation, beautification, access and the enjoyment of recreation experiences in the South Shore.

These five planning priorities provide the foundation for the recommendations in Chapter 5 of this Master Plan. They are important for determining how community needs for recreation can be met in the future.





## CHAPTER 5: RECOMMENDATIONS

This chapter presents recommendations to meet the needs identified through public outreach and a technical analysis of resources. It includes strategies to work collaboratively to improve existing operations, services, and infrastructure, as well as to acquire and develop new parks and facilities when funding allows. These recommendations present more than can be accomplished within a 10-year planning horizon and must be prioritized for implementation. Recommendations are organized in five categories. They include:

- A. **Regional Coordination and Collaboration:** Create a recreation consortium and/or collaborative partnerships to coordinate the management, marketing, planning and development of parks, recreation and tourism services among different jurisdictions to support South Shore goals and maximize recreation and economic benefits.
- B. **Park & Facility Maintenance, Renovations and Improvements:** Maintain, renew and renovate parks, recreation facilities, trails and other existing infrastructure to protect current recreation assets, enhance recreation safety and accessibility, support recreation

programs and events, maximize efficiency and protect revenue-generating resources for the long-term.

- C. **New Park, Facility and Trail Development:** Acquire land and/or build new parks, recreation facilities and trails to provide an accessible, safe, interconnected and attractive recreation system that provides opportunities for residents and visitors, enhances economic vitality, and supports the South Shore as a destination for outdoor recreation and tourism.
- D. **Recreation Activities, Programs and Events:** Activate parks, recreation facilities and trails with special events, programs, and self-directed recreation opportunities to enhance the quality of life of residents, attract visitors, generate revenue, and promote economic development.
- E. **Operations and Management:** Ensure that needed staffing, resources, systems, and policies are in place to successfully plan, administer, manage, steward, and make strategic decisions for parks, recreation facilities, trails, and services.

## **A. Regional Coordination and Collaboration**

### **A.1 Establish a multi-jurisdictional recreation consortium.**

Recreation is the top driver of the regional economy. Public, private and non-profit entities all play a role in delivering indoor, outdoor and seasonal opportunities that attract millions of visitors each year and make the area a highly desirable place to live for year-round residents. A need was identified for a collaborative group to work together to enhance service delivery and consistency for park and facility users. Referred to in these recommendations as a “consortium,” this group may be a joint powers authority (JPA) or other organized forum for different providers to meet, discuss and take action on collaborative opportunities.

The participants involved in the group will ultimately dictate the type of organization it becomes, the pace at which it forms, the services it provides, and whether this is a funded body or a collaborative forum for existing providers. The group is anticipated to play a pivotal role in reducing barriers between different jurisdictions, streamlining processes and increasing opportunities for implementation of events, services and projects by coordinating funding, information and actions.

A.1.a. Identify interest in and organize a bi-state multi-jurisdictional consortium.

- Host a forum to discuss a proposed consortium, inviting all major public and private park and recreation providers in the bi-state South Shore area, as well as representatives from the Chamber of Commerce, Lake Tahoe Visitors Authority (LTVA), Tahoe Prosperity Center, Lake Tahoe Community College (LTCC), school districts, resort or recreation districts, and recreation business interests.
- Discuss goals and expectations for a consortium to coordinate and streamline regional recreation services and policies.
- Identify leadership, roles, and responsibilities for the group. Identify a convening board or executive team if needed.
- If major participants are interested in establishing a legal authority for this group, investigate options for achieving bi-state, multi-county legal authority for operations.
- Consider whether the current Recreation Joint Powers Authority (JPA) can be expanded in terms of its role and representation to include Douglas County, LTVA and other agencies and providers.
- Identify how the consortium's legal authority may influence which agencies are voting members versus serving in an advisory capacity.
- Create an agreed-upon name for this organization, such as the Recreate Tahoe Commission or South Shore Recreation Consortium or Coalition.
- Identify the roles and possible service alliances between the consortium and the Lake Tahoe Visitors Authority (LTVA), whose mission is to market the South Shore of Lake Tahoe as a unique, world-class year-round resort destination.

A.1.b. Identify the organization's primary function, as well as agreed-upon services to be provided. Strive to consolidate services for efficiencies, not duplicate the services provided by other organizations or add another level of bureaucracy to existing services. Discuss and consider a variety of options, such as those noted below and others as identified by consortium participants.

- Work together with all key members to discuss and define consortium responsibilities (if any) in raising funds, branding recreation, marketing the area, coordinating service delivery, prioritizing projects and advocating/lobbying for priority policies and necessary legislative changes.

- Align policies and procedures for facility reservation and use to reduce barriers to large group events and tournaments.
- Focus on regional service alignment regarding elements such as user fees; facility reservations and event permitting; branding and marketing; visitor services and information; wayfinding and signage; guidelines for multi-jurisdictional trails; community-built projects; recreation shuttles; and joint funding processes.
- If desired, create a single point of contact and “one-stop shop” for South Shore visitor inquiries and recreation services and experiences.
- Determine whether a Sport Group Alliance is needed as a subgroup of the consortium to coordinate sports field scheduling, multi-field tournaments, and opportunities for field development and improvements.
- Determine whether a Special Events Alliance is needed as a subgroup of the consortium to attract new events and help coordinate and schedule tournament and event services (fees, scheduling, permitting, lodging support, promotion, etc.) for multiple jurisdictions.
- Determine whether an Information Alliance is needed as a subgroup of the consortium to coordinate public relations, visitor information and visitor center facilities, information and services. This group should work closely with the LTVA to promote the Tahoe Basin as a tourism destination, consolidating recreation information and messaging. (See also A.2.)
- Work with the LTVA and others to brand and market the consortium to increase public support and the likelihood of the public to pay a fee or user tax that support future projects that are aligned with the consortium mission.
- Affirm a shared vision and create a work plan to enhance regional recreation, so that different agencies can work on projects that contribute toward the larger goal.
- Investigate interest in designing and marketing a “passport to recreation” that bundles the mountain, lake and trail experience and other unique recreation experiences for the multi-day visitor.
- Package recreation services for tournaments and events (i.e. ice skating, swimming, biking, SUP, kayaking, hiking).
- Partner to provide transit that includes space for sporting equipment and recreation gear (such as bicycles, skis, snowboards, paddle boards, rafts and other beach gear) to help reduce the need for vehicle access to recreation sites.



- Create a joint GIS-based inventory and mapping system to identify regional recreation resources by owner and classification.
- Consolidate and produce information about the consortium, its partners and services. Create an online information portal (consortium website); use social media and hardcopy brochures, maps and guides to publicize trails and recreation opportunities in the South Shore area. (See also A.2.)
- Consider the consortium's role in managing or contracting to manage jointly established visitor's centers, such as Explore Tahoe.

A.1.c. Identify a participation model to support agreed-upon consortium services. Determine if this includes funding and staffing.

- Formalize roles, responsibilities and the governing or advisory model for the group. Identify a Board of Directors and lead implementers for various tasks.
- Determine if (and how) participating jurisdictions will fund consortium services.
- Consider annual contributions or other funding arrangements for basic operations.
- In the long term, and depending on the authority of the group, consider a bond or taxing measures to fund large joint projects and improvements.
- Determine if consortium staff should be hired to oversee and coordinate consortium services. Determine whether office space is needed or if staff can be housed in space provided by a consortium partner.
- Schedule regular coordination meetings.
- Establish a 5-year capital plan of joint projects to advance. Create a CIP prioritization and update process to determine annually which projects should be included on this list and project sequencing for implementation.
- Determine if and how the consortium will collect, distribute or reinvest revenues from events and services it promotes or coordinates.

A.1.d. Establish an allowance and implement agreed-upon consortium functions and services.

A.1.e. Identify measures to track consortium performance and the effectiveness of results.

## **A.2 Work collaboratively to align and enhance visitor services and information.**

Many visitors and residents do not take advantage of the wide variety of recreation opportunities available simply because they do not know what is available. Clear, consolidated information is needed, as well as better coordination on the distribution of this information. Consolidating and distributing information may be a consortium task, or may be undertaken by other entities.

A.2.a. Establish a shared website.

- Use social media to publicize information about trails and recreation opportunities in the South Shore area.
- Create an online facility reservation system linked to systems provided by existing facility providers.
- Provide online information about event venues and special event services and processes, including access to necessary application forms.

A.2.b. Work with partners to provide coordinated visitor and program information, available in hard copy and online. Provide information in a variety of languages, as well as in easy-to-read travel formats (i.e., brochures, maps, trail guides) that show all of the opportunities in an area, inclusive of multiple providers.

A.2.c. Use the Web, mobile applications, and new and current technologies to enhance the availability of information for residents and tourists, such as facility capacity and access information (beach parking, shuttle schedules, etc.) updated in real-time. Build on (or publicize) existing tools, such as the Tahoe Beaches App developed by the Tahoe Fund.

A.2.d. Develop a mobile application for facility users and program participants to share the most up-to-date information about events and activities, facilities, and programs and registration.

A.2.e. Develop a mobile application or web-based, self-guided “tour” of historic or significant recreation areas throughout the South Shore.

A.2.f. Establish a clear, consistent comprehensive wayfinding system and template of well-designed maps and signage to provide users with the essential information they need to “find their way” to a variety of recreation sites.

A.2.g. Distribute consolidated recreation information at all major recreation facilities.

A.2.h. Consider consolidating or relocating visitor centers to visible areas or “gateway” locations, providing comprehensive, high-quality information about regional recreation opportunities in one location. (See also B.1.a.)

### **A.3. Collaborate with the LTVA to create and establish the “Tahoe recreation brand.”**

As noted in the *Lake Tahoe Basin Prosperity Plan*, the South Shore needs to market and enhance its image as a recreation destination. Given the decline of the gaming industry, all lodging entities and service providers have a stake in this rebranding effort. The LTVA has led several past branding efforts in the region and continues to market the South Shore as a recreation destination, focused primarily on activities that increase overnight stays. The LTVA, consortium or other partners may build on these efforts to create a recreation brand focused on all recreation activities, including those that attract local residents and businesses, recreation day-trips and overnight stays.

A.3.a. Engage the LTVA and/or work collaboratively with consortium and regional partners to re-brand the South Shore with a focus on indoor and outdoor recreation; outstanding visitor services; health, wellness, and sustainability; authentic arts and cultural experiences; and sports and entertainment. Tie the branding effort to community livability, recreation day trips and overnight stays—positioning Tahoe as a full service recreation destination.

A.3.b. Create thematic tourism experiences and interpretive materials focused on South Shore as a recreation destination, focusing on cultural and natural heritage.

A.3.c. Craft a focused marketing approach to reach the international market, consistent with the broader brand and strategy.

## **B. Park & Facility Maintenance, Renovation and Improvements**

### **B.1. Transform the South Lake Tahoe Recreation Area into a world-class park.**

Given its central location near the waterfront, the 56-acre site is well-positioned to become a world-class signature park for the South Shore, playing a pivotal role in serving both residents and visitors and generating revenue. Owned by El Dorado County and managed by the City, the site has an existing concept drawing for improvements, but it lacks a comprehensive site master plan that identifies improvement costs, the return on investment

for various improvements, their programming potential, and implementation strategies for phasing and funding the improvements. As the facility ages, the City needs clarity on what parts of the recreation center to repair and rehabilitate consistent with larger goals for this facility. For example, prior to committing to resurfacing the pool deck, the City needs to determine if the entire pool area is to be renovated.

There are elements of the existing site concept that should be carried forward, such as connecting this site to the waterfront, improving the “front entry” for pedestrians, bicyclists and cars, better connecting the different site elements to create a park-like environment and moving or removing site features that are not recreation assets. However, there are also improvements that should be preceded by a financial feasibility study and market analysis prior to development to ensure destination facilities can be managed sustainably in the future. Recommendations are summarized below.

B.1.a. Create an attractive signature park.

- Prioritize and coordinate City and County efforts to fund improvements at this site. If needed, update the lease agreement to define City and County roles in making future improvements.
- Update the design concept and create a full site master plan. Eliminate the non-cost effective elements of the existing plan, taking into account capital development, operations and revenue generation.
- Create an attractive “front entry” to the park from Highway 50 to improve site access for cars, pedestrians and bicyclists. Provide appropriate roadway signage and a large entry marker with the park name on it, encouraging visitor and residents’ use of the site.



Figure 5-1 *Concept Drawing*

- Develop a plaza to connect this park to Lakeview Commons at El Dorado Beach. Provide event space, vendor hookups, etc., to expand programming options for Lakeview Commons. Provide an appropriate crosswalk between the two sites to ensure safe crossing for large groups of people. Program this plaza as a fee-based event space for reservation and use.
- Enhance the roadside image of the park and bring visitors further into the recreation complex, by considering options to address the small buildings along the road. Balance needs for preserving historic structures with options to relocate, remove or reuse these structures for other purposes. Consolidate the functions of the visitor center and senior center into the renovated Recreation/Aquatic Center. (See B.1.b).
- Upgrade the campground, providing improved restrooms/showers, a focal point for programming, and revenue-generating camping options, such as yurts and electricity/water hookups for all campsites. In context of other facility development, look to maintain or expand this site to increase revenues.
- Continue with plans to move the Public Works maintenance shop to a new location. A smaller maintenance satellite center can remain (as in the concept drawing), but it should be located away from the primary site entry and screened from view.
- Develop a thematic or adventure playground and small outdoor amphitheater (as in the concept drawing) to draw people in to the site. Ensure that these features are visible and accessible from the front entry as well as the front plaza. The small amphitheater can be programmed in conjunction with plaza events as well as campground programs. The adventure playground will meet the needs of local and visiting families.
- Ensure sufficient parking for all site uses, particularly when the Recreation/Aquatic Center is improved. Phase in added parking as new facilities are added (rather than waiting for Phase 3 development.)
- Improve the recreation facilities outside the Recreation Center, including the basketball court, playground and picnic area to support local use and programming.
- Improve internal access and connectivity between park elements, with access pathways connecting all major features, including Lakeview Commons.
- Use landscaping to divide site uses, while creating a more connected park-like experience.

- Provide signage to identify access to water trail at Lakeview Commons at El Dorado Beach.

B.1.b. Renovate and modernize the Recreation & Swim Complex to provide a state-of-the-art multipurpose, multi-generational recreation, aquatic, senior and visitor center (Recreation/Aquatic Center). Consider how an expanded facility footprint would affect other site uses.

- Identify an experienced facility administrator to manage the renovation process and subsequent operations. Involve El Dorado County staff in managing the facility design, development and construction process. Hire a parks director, facility manager and/or contractor with significant expertise in large facility development, administration, budgeting, staffing, programming, marketing, maintenance, general operations, cost recovery, etc.
- Identify primary or equity project partners involved in the facility renovation or subsequent operations. Involve them in the financial feasibility, design and planning process. For example, consider a partnership with Barton Health to provide facilities for physical therapy patients and eldercare (like a warm water pool). Consider partnership with the Lake Tahoe Community College for facilities that support courses such as in-pool training for kayaking, stand-up paddleboard, etc.
- Conduct a financial feasibility study, market study and operating pro forma prior to facility renovations to identify the best size and right mix of recreation facilities that would provide the highest revenue-generating potential. In the financial study, consider uses such as:
  - A front desk, where information about City recreation programming and events, as well as region-wide visitor services, can be obtained. (See also A.2.g.)
  - Expanded indoor/outdoor aquatic facility focused on leisure swimming. Consider indoor recreational features (e.g., zero-depth entry, spray/water play area, slides, wave feature, hot tub, party room, etc.) to support year-round use, distinguish this facility from hotel/motel pools, and support revenue-generating programs and events. Provide high quality support amenities, such as showers, locker rooms and extra family changing rooms.
  - Enhanced gymnasium space, such as a dividable full-size gym with a hard-wood floor for sports and a smaller gymnasium designed for gymnastics, preschool play, and youth programs.

- Fitness space, a weight room, and adjacent classrooms for fitness and cardio programming.
- A large, attractive banquet room (dividable into smaller spaces), with an adjacent kitchen, for programming and special events.
- Specialized classrooms, activity rooms, studios and an indoor stage to accommodate a wider variety of community programs and activities, such as dance, arts and crafts, music, and performances.
- Space to accommodate programming for seniors and older adults, such as a wellness center.
- Social space, where concessions or vending machines can be provided.
- Appropriate office space, storage space and support amenities.
- When the City opts to move forward with facility design and development, involve residents in the master planning and design process.
- Develop the facility. Integrate technology (e.g., wifi) and best practices (LEED-compliant construction, conservation and maintenance efficiencies). (See C.1.e and C.1.f.)
- Avoid constructing or phasing in facilities that cannot meet targeted financial performance goals.

B.1.c. Coordinate with Tahoe Sports and Entertainment and other potential partners to fund Ice Arena upgrades and potential future expansion.

- As per the current contract agreement for the ice arena, continue to apply facility repair and replacement funds to keep the ice arena operable.
- Work with the ice arena contractor to fund and implement long-term ice arena renovations and improvements. Amend the concessionaire agreement as needed to spell out City and contractor responsibilities for long-term improvements and site expansion. Develop a financial feasibility analysis and marketing study prior to improving or expanding the ice arena.

## **B.2. Improve existing trails and bike paths.**

The maintenance and renovation of South Shore trails is a priority to improve non-motorized transportation and access to community destinations and recreation opportunities. Many trails are narrow and lack appropriate signage. By the City's own assessment, half of its existing off-street trails and bike paths are in "poor" or "very poor" condition, although grant funding has been found to rehabilitate most City trails in 2014.

B.2.a. Inventory, assess, renovate and repair existing trails where needed.

- Inventory and assess the status, length, amenities, surfacing, and condition of all City and County trails, building on information collected for this plan and other trail planning efforts.
- Develop and apply criteria for determining high, medium and low priorities for trail repair and renovation. Criteria may include (but are not limited to) the presence of hazardous or unsafe conditions, connectivity to other trails, level of use, availability of alternative routes, and other factors that will determine how to allocate resources on a systematic basis.
- Repair, resurface and renovate trails where needed.
- During renovation, increase the width of Class I bike paths to accommodate more riders and prevent user conflicts between bicyclists and pedestrians by making it safer to pass. For example, widen the trail from 15th Street out to Camp Richardson and the California State Park beaches.

B.2.b. Improve trailheads and trail signage, following the successful elements of a pilot project now in process.

- Apply consistent standards across jurisdictions for the development and signage of trails and trailheads to support user access and convenience.
- Evaluate and improve where needed the availability of parking at trailheads to minimize unsafe roadside parking and disturbance to local neighborhoods. (See also C.3.c.)
- Ensure trailheads are well-signed for visitor use. Provide trail identification and directional signage showing distance to key recreation areas or destinations and routes within the trail system.
- Provide interpretive trail signage at Van Sickle Bi-State Park and other locations as needed to highlight and interpret local history, natural and cultural resources.

B.2.c. Increase walkway accessibility through improved maintenance.

- Continue to expand snow removal strategies to all City and County trails to ensure access to recreation trails and connected local business operations. [Note: Measure R funds will help support this initiative into 2015.]
- Classify and maintain trails as part of the tiered maintenance system. (See also E-2).



### **B.3. Evaluate opportunities to improve existing community parks and facilities.**

Bijou Park and Tahoe Paradise Park are the primary community parks in the study area, and improvements are needed at both sites to improve their attractiveness and functionality. The City-owned and operated Bijou Park has been a good location for several community-built projects in partnership with non-profit groups, but these projects need more monitoring and clear procedures for ongoing maintenance and facility improvements. Tahoe Paradise Park is operated by the Tahoe Paradise Resort Improvement District (TPRID). Additional discussion is needed to determine the County's future role, if any, in investing in future improvements to this site.

B.3.a. Renovate/complete the development of Bijou Park. Authorize community-built facilities currently in the application process to proceed.

- Strengthen coordination and monitoring of facilities developed in partnership with community groups and non-profits, ensuring that procedures are followed and approved for operations, improvements and/or expansion.
- Continue to work with the Bike Park Association to develop a BMX track, mountain bike skills park, pump track and other cycling amenities as proposed. Formalize the arrangement in a partnership agreement that defines current and future responsibilities, including operations, maintenance, capital replacement and improvements.
- Continue to consider this site for partnership development of a tournament-quality petanque facility. Discuss with the Lake Tahoe Petanque Club the proposal and approval process, as well as responsibilities for operations, programming, and future improvements.
- Continue to involve the local disc golf association on future course improvements.
- Identify and protect any significant natural areas in Bijou Park, managing these areas to reduce impacts from other uses.
- When adding new amenities and facilities, ensure that new elements are designed and developed to minimize user conflicts, ensure proper site circulation and ADA access, follow policies for lighting, encourage use during the shoulder season, protect natural areas, and create a cohesive park environment with appropriate support amenities such as parking, restrooms, signage, bike racks, tables and benches.

- Develop a new site master plan to maximize future site use and development as a multi-purpose community park with an outdoor character, serving both residents and visitors. Consider the inclusion of the following elements:
  - Renovated concessions and nearby social space, with covered shelter and tables
  - Improved disc golf course
  - Renovated/expanded skate park
  - Bike park (BMX track, skills park, and pump track)
  - Petanque terrain and/or bocce courts
  - Multi-purpose sports courts (paired fenced courts with removable nets, suitable for tennis, pickleball, and futsal).
  - Natural area
  - Nature play area
  - Nature trail with interpretive signage
  - Water play feature
  - Community garden
  - Loop trail
  - Access pathways connecting features
  - Trailhead (restrooms, parking, signage) for California Tahoe Conservancy greenway trails connected to this site and connectivity to the trail system

B.3.b. Discuss with the TPRID Board options to enhance Tahoe Paradise Park as a community park.

- Collaborate and support the effort of TPRID Board in the development of the Tahoe Paradise Park Master Plan.
- Ensure that the Tahoe Paradise Park Master Plan is aligned with the Recreation Element of the Meyers Area Plan and the South Lake Tahoe Master Plan to provide seamless recreational opportunities.

#### **B.4. Enhance other City-owned specialized facilities and sites.**

There are several other facilities that need upgrades now or will in the next ten years. Instead of repairing or replacing worn elements, the City should strive to refresh and modernize amenities, facilities, and landscaping to increase maintenance and operational efficiencies, as well as programming and revenue-generating opportunities.

B.4.a. Partner with Lake Tahoe Community College (LTCC) to improve the South Lake Tahoe Community Playing Field.

- Designate and renovate the site as a dedicated sports facility. Move events to more suitable locations. Replace the synthetic turf, add bleachers and line the fields to accommodate multiple field sport uses (soccer, lacrosse, rugby, etc.).
- Explore a partnership with Lake Tahoe Community College in placing a seasonal cover or “bubble” over the field to support use in the winter.
- Consider opportunities to develop an additional new athletic field at this site. Existing parking is sized to accommodate this new field.

B.4.b. Fully renovate and restore Regan Beach to maximize water access and use. Consider the following recommendations, consistent with the 2008 preliminary design options proposed by Design Workshop:

- Add play features that can also serve as art pieces.
- Provide interpretive signage describing the historical and cultural history of the site.
- Provide a pier and explore other options to increase water access.
- Rebuild the restrooms in an architectural character suited to the lakefront character.
- Renovate the concession stand to increase revenue.
- Create viable rentable space for outdoor events.
- Redesign site elements to reduce noise pollution, parking issues, and safety concerns.
- Explore opportunities to restore the shoreline to a more natural state and increase plant diversity/habitat at the site.
- Improve erosion control and runoff into lake.

B.4.c. Enhance the Bijou Golf Course to further encourage beginner play.

- Continue development of a “learning area” to teach skills to people of all ages and abilities. (See also D.3.a.) Improve the driving range.

B.4.d. Improve joint-use sport fields.

- Support the Recreation JPA Fields Advisory Committee in improving the Al Tahoe sports fields. Planned improvements for Summer 2014 include adding a new youth softball/ baseball field, relocating the Teeball field and making irrigation improvements to two existing baseball fields.

- Partner with LTCC to add lights and improve the South Tahoe Middle School sports field to increase its usefulness.
- Renovate or improve other sports fields, providing amenities to support tournaments and league play.

B.4.e. Address drought impacts to existing parks and facilities.

- Continue to incorporate water conservation strategies into all parks and facilities upon renovation.
- Determine the impact of low lake levels and years of prolonged drought on docks, walking piers, and access for boats and identify appropriate strategies to adapt to or minimize impacts.

### **B.5. Address other sites in the City's inventory that do not currently support recreation.**

In addition to its parks, recreation areas, sports fields and trails, the City of South Lake Tahoe maintains a variety of other sites as part of its inventory. These include natural areas, landscaped areas around buildings, retention basins, and other properties. Because site maintenance takes resources away from the provision of park and recreation services, the City should prioritize services to these sites in the context of all parks and recreation services.

B.5.a. Identify natural areas needing stronger resource management and environmental protection, as well as natural sites that are suitable for nature interpretation and environmental education.

- Identify sites that can balance resource protection and low impact recreation. Evaluate Lake Christopher Meadow (75.75 acres) and Highland Woods (24.23 acres) for their suitability as natural area parks. Determine whether low-impact nature interpretation opportunities can be provided at these sites without damaging significant natural resources.
- If suitable for recreation, consider providing nature trails, interpretive signage, viewing areas, etc. Take into account neighboring uses and limited access to these sites. Develop site management plans describing the overarching natural resource management philosophy, permitted uses, targeted service levels for access, development and restoration, and appropriate strategies for operations, programming and maintenance.
- If these sites are not suitable for recreation, determine whether another entity is better suited to manage and maintain them for conservation purposes.

- Reclassify other existing sites currently noted in the “natural resources” classification, since these were not acquired to protect natural resources. For example, reclassify access sites to Bijou Park and Bijou Golf Course as part of those sites. Reclassify Al Tahoe Cemetery and Aspen Grove (empty lots along roadside) as landscaped/other areas.
- Consider future opportunities to acquire natural areas for resource/habitat protection and ecological services only in conjunction with park acquisition. Avoid acquiring small parcels, empty lots, degraded natural areas or large undevelopable natural areas that are not suitable for recreation.

B.5.b. Minimize the City’s investment in other types of beautification or open space areas.

- Transition landscaping and beautification areas to low maintenance plantings to reduce maintenance and water costs. Where these occur in high-traffic public areas, use interpretive signage to explain the City’s environmentally-friendly approach to maintenance.
- Do not provide recreation features (e.g., playgrounds) at these sites. (See also C.1.a).
- If larger sites (> 1 acre) are connected to the off-street trail system, consider options to reclassify these sites and develop them as trailheads or trail waysides, with seating, signage, picnic tables, artwork, etc.

## C. New Park, Facility and Trail Development

### C.1. Provide high quality, functional, sustainable parks and recreation facilities.

The City of South Lake Tahoe and El Dorado County are striving to improve the image and functionality of recreation in the South Shore and create an attractive, world-class recreation destination. They also are exploring options to provide new destination facilities that provide region-wide economic impacts, while recovering costs and/or generating sufficient revenue so that long-term operational subsidies are not needed. Current park standards, guidelines and policies do not reflect the types or numbers of parks and facilities the City and County are providing or would like to provide in the South Shore. In addition, new staff, guidelines and procedures are needed to ensure that the new development provides the quality and performance outcomes desired.

C.1.a. Update the City and County’s park classifications, acreage guidelines, and goals.

- Amend City and County guidelines where appropriate to focus resources on the provision of large parks and trails that serve both residents and visitors (e.g., regional parks, community parks, waterfront parks, special use sites, and trails.) This is consistent with the current emphasis of the existing park and recreation system.
- Limit resources for the acquisition and development of mini parks, pocket parks and small neighborhood parks that only serve a small number of users. Consider these types of parks when capital and operations costs are provided through donation, developer trade, or similar sources. Also consider facilitating opportunities for neighborhood-funded, developed and maintained parks. This is consistent with the current funding priorities established by the City and County.
- Consider creating separate guidelines for the eastern slope and western slope of El Dorado County. Recognize that the County’s investment in the South Shore may be better spent to support partnership opportunities that enhance recreation benefits, rather than in land acquisition and new facility development to meet acreage and facility guidelines per population.
- Work with others to meet close-to-home recreation needs. Initiate or revise Quimby requirements for new residential developments, requiring developers to provide dedicated parkland to address needs for close-to-home open space and recreation opportunities if and when the community grows. In the long term, collaborate with the School District to ensure that outdoor facilities at local elementary and middle schools remain open to the public to support local use for outdoor recreation.

C.1.b. Create and implement customized design and development guidelines.

- Identify required and appropriate facilities to provide or consider in parks according to their classification. Identify consistent standards for signage, amenities, site access (by pedestrians, bicyclists, cars and transit), site circulation, etc.
- When renovating parks or building new ones, provide quality amenities and facilities to create a high-class park image, character and atmosphere. Include public art, historic and environmental interpretive elements where possible to contribute to park identity and character.
- Emphasize public safety and security in park development. Where applicable, apply Crime Prevention through Environmental Design (CPTED) guidelines

that describe best practices for appropriate use of lights to deter crime, landscaping to allow unobstructed views, and the location of play equipment and other recreation facilities in areas that are highly visible from the street.

- Incorporate new national ADA requirements and standards into the design and development of new and renovated parks to improve access to facilities.

C.1.c. Create site master plans or design concepts prior to large-scale park development or major facility renovation.

- Design parks to address the needs of visitors and residents.
- Create full master plans for larger parks. These master plans should address site access, programming, revenue-generation, costs, phasing, funding strategies, traffic impacts, etc.
- Involve local residents in the master planning process.
- Consider the maintenance and operations needs of parks and facilities, as well as staffing implications, in the design phase.
- Include programmatic and design innovations that expand year-round and shoulder season uses and that lengthen traditional use seasons.

C.1.d. Ensure the right information and expertise is available for the planning, development and management of large revenue-generating facilities.

- Identify an experienced facility administrator (parks director, contractor or primary partner ) to oversee the planning and facility development process. This person or group must have significant expertise in large facility design, development, construction, administration, budgeting, staffing, programming, marketing, maintenance, general operations, cost recovery, etc.
- Complete a formal, detailed financial feasibility study, market analysis and operating pro forma prior to the design and development of any new large scale programmable facility, such as a recreation center, pool/aquatic center, fieldhouse, events venue, museum, cultural arts center, multi-field sports complex. This study should address size, amenities, access, location, market, revenue-generating, cost recovery, funding strategies, maintenance and operations needs, including programming and staffing.
- Identify the subsidy amount the City and any associated partners are willing to provide annually to support annual facility operations. Recognize that few facilities operate profitably in the early years.

- Determine if facilities should be managed through enterprise funds separate from the regular department budget. This requires that the facility is operated, sustained and improved by the revenues it generates.

C.1.e. Implement a water efficiency program in compliance with best practices and State water conservation mandates.

- Incorporate water efficient fixtures in all restrooms, water fountains and buildings.
- Select and purchase products with the EPA WaterSense label meeting EPA water efficiency criteria.
- Develop water-efficient irrigation systems with weather-based irrigation controllers and water efficient technologies, such as check valves, sprinkler/valve pressure regulation, rain sensors, master valves, and real time flow monitoring.
- Use adapted, low water use, and drought tolerant plants where appropriate.
- Use local native plant communities as plant palette models.
- Minimize turf areas that are not designed to support active or passive recreation use. Use lawn substitutes (rocks, wood chips, plantings, etc.) that require less water consumption, fertilizers, and mowing than traditional lawns where lawn is not required for recreation purposes.
- Provide a minimum mulch depth of 2-inches in plant beds and tree rings to help conserve water and suppress weeds.

C.1.f. Incorporate sustainability measures and environmental best practices in park and facility design, development, and improvements.

- Preserve and protect habitat, natural areas and unique natural resources within parks. Publicize the City and County's role in environmental protection.
- Pursue LEED-compliant construction in the development of new indoor facilities. (Note: This does not require LEED certification.)
- Increase energy efficiency through the installation of energy efficient lighting.
- Maintain and expand the "Recycle Tahoe Program," to encourage recycling at parks, facilities and events.
- Incorporate interpretive signage in parks to educate the community about environmental resources and agency efforts to use native plants, conserve water, filter stormwater runoff, limit pesticide use, etc.



- Work with other City Departments to install low-maintenance roundabouts along Class III bike routes for traffic calming and stormwater infiltration. For example, roundabouts would be appropriate at the intersection of 3rd Street/Tahoe Island and Washington as well as at Dunlap and Eloise/James.

## **C.2. Consider City/County roles in developing an outdoor events venue.**

Demand is high for an outdoor amphitheater and event/festival space to support large-scale cultural arts programs, concerts, and a variety of events for residents and visitors. There is also a need for space to move events such as SnowGlobe off the Community Play Field. An events venue would also help support the arts identity desired for the South Shore, as discussed in the Economic Forums hosted by the Chamber of Commerce in 2013.

An events venue is the type of facility that is likely to be supported by several partners. While neither the City nor the County is interested in programming or operating this type of facility, either or both agencies may have an interest in supporting the development of a regional facility if another entity (or entities) leads the effort.

C.2.a. Consider being an equity partner in the development of an outdoor amphitheater and events venue.

- Develop a formal partnership agreement establishing City and/or County roles and responsibilities prior to further coordination.
- Consider timing and phasing. It is not advisable for the City of South Lake Tahoe and El Dorado County to initiate this type of project while renovating the Recreation/Aquatic Center. It may take several years before the Recreation/Aquatic Center is operating profitably before a new programmable facility is brought online.
- Ensure that a feasibility study and market analysis is conducted. Identify a marketing and programming strategy.
- Through partnership, fund the development of an events venue. Consider a large site away from the lake, with a large outdoor amphitheater for concerts and programs and event space with vendor hookups to support fairs, festivals, markets and other activities.
- Address traffic and access issues, which have been a problem at many popular venues. Ensure that the site is accessible to pedestrians, bicyclists, cars and transit. Provide sufficient space for parking and roadway access, or identify shuttling opportunities for events.

### **C.3. Support the creation of an interconnected off-street trail and bikeway system.**

Transportation congestion and poor access to South Shore parks and recreation facilities impedes the best use of existing (and proposed) recreation sites. In addition, trail-related recreation is the top recreation activity statewide and nationally in terms of numbers of people participating. Trail-related activities appeal to all ages and people of various cultures, nationalities, incomes, and interest. Existing plans have identified opportunities and needs for trail development. There are many partners involved in the provision of trails.

C.3.a. Coordinate with the CTC and other agencies to implement existing plans for trails and non-motorized transportation, identify and prioritize trail alternatives that build connections to parks and key destinations.

- Extend the South Tahoe Greenway. Where possible, foster trail connections to popular recreation destinations such as Bijou Park, Regan Park, Tahoe Paradise Park, Lakeview Commons, South Lake Tahoe Recreation Area, and any new large park in the Meyers area.
- Extend the Sawmill Bike Path as planned from Echo View Drive to the US 50/State Route 89 intersection.
- Complete the Lake Tahoe Boulevard Enhancement Project, providing a trails from Sawmill Road to the Viking Road/D Street intersection.
- Work with other partners to identify opportunities to provide access to water trails on Lake Tahoe. Add signage and infrastructure where needed to support access.
- Prioritize planned bike and pedestrian alignments and routes that support other plan goals.
- Support other departments and agencies in investigating options to improve bicycle and pedestrian crossings at major roadways. Consider underpasses, overpasses, and signaled crosswalks.
- Identify and develop trailheads where needed to minimize unsafe roadside parking and disturbance to local neighborhoods. Consider seasonal access to trails, especially when trailheads at State Parks and other sites are closed for the winter.
- Apply consistent standards for the provision of trailhead signage, directional signage, and parking at trailheads sufficient for the amount of anticipated use. Consider information kiosks, interpretive signage and support amenities

such as restrooms, water fountains, trash receptacles, benches, and bike racks at popular sites.

#### **C.4. Enhance trail-based recreation opportunities for all age groups and skill levels.**

As new parks and trail corridors are acquired and developed, the City and County should consider opportunities to maximize trail-related opportunities, including hard and soft-surfaced trails that support different types of recreation and trail use throughout the year.

C.4.a. Consider a variety of options to provide trails targeting different skill levels and skill development. Consider partnerships with TAMBA and LTBC for trail map updates and assistance in implementation.

- Partner to foster year-round mountain biking on low-elevation south-facing slopes and to support support multi- seasonal cycling opportunities. Acquire and develop trails in targeted locations.
- Provide properly signed beginning, intermediate, and advanced bike trails, hiking trails, cross-country ski trails, and snowmobile trails.
- Provide interpretive displays and signage along trails that focus on local natural history, evolution of the local ecosystem, and human interactions with nature.
- Assess opportunities to acquire and develop waterfront trails where feasible. Acquire and develop trails in targeted locations.
- Evaluate opportunities to develop a low-impact stream/creek-side interpretive trail at Lake Christopher and Trout Creek to provide access and protect the riparian corridor.
- Evaluate opportunities to develop a lakeside trail or a walking and running trail along the beach to enhance lakeside recreation during years of low lake levels.

#### **C.5. Take advantage of opportunities to improve water access when they arise.**

There is a strong demand for recreation access to the lake, beaches and the river. However, it may be difficult to acquire waterfront property given its cost and limited availability. Funds should be set aside to take advantage of acquisition opportunities when they arise. Specific recommendations are noted below.

C.5.a. Create an opportunity fund to support water front access, acquisition and development.

- Establish a dedicated fund for the acquisition of waterfront properties, so that monies are available when needed.
- Work with the California Tahoe Conservancy to develop lake access as per recent site acquisitions.
- Monitor and evaluate other acquisition opportunities. Ensure that the size is large enough, accessible, and developable for recreation uses. Sites that support water access are more valuable than sites with a water view (where park users cannot enter the water.)
- Acquire, master plan and develop sites when feasible.

### **C.6. Continue to evaluate long-term opportunities to acquire and build large parks and specialized facilities.**

As a result of the recession, City and County parks staffing and resources have been significantly reduced in recent years, resulting in a lack of funding, manpower, expertise, equipment and support services for new parks and major recreation facilities. While there is an interest in providing new large-scale parks and facilities, destination facility development is challenging because of the investment needed for construction and long-term maintenance, operations and management. The City and County should continue to monitor resources and evaluate community demand to determine if they can proceed with desired large projects.

C.6.a. Continue to monitor community and regional park needs in unincorporated areas of El Dorado County.

- Evaluate opportunities to address the recreation needs of County residents either through partnership, collaboration or the acquisition and development of new parkland.
- Create a site master plan prior to site renovation or development that considers the following recreation needs. [Note: recreation trends and needs should be re-evaluated through the master planning effort, which will include feedback from local residents and potential site users.]
  - Lighted, outdoor sport fields and courts
  - Destination play area/sprayground
  - Large group areas (picnic shelters, event space, etc.)

- Trails / connections to regional trails
- Interpretive / environmental education center
- Natural areas/water bodies
- Winter sport facilities to maximize seasonal use
- Identify staffing assumptions for this site.
  - If the County anticipates increasing its parks staffing presence in the South Shore, identify a staffing and maintenance plan for this site before operations begin. This allows time to plan and budget for necessary staff, office space, and equipment for operations. Identify funds for improvements and operations as part of the County's annual CIP update and budgeting process.
  - If the County does not anticipate having a South Shore parks staffing presence, consider other partnership or contract arrangements to manage, operate and improve this site. Develop a clear partnership agreement that spells out responsibilities, including short and long-term capital improvements.

C.6.b. Continue to monitor needs for a fieldhouse.<sup>1</sup> In the short term, pursue other opportunities to support sports and indoor programming.

- Renovate existing facilities prior to building new destination facilities. Allow 3-5 years for operations at renovated facilities to stabilize to ensure these facilities are meeting performance measures and financial targets before embarking on other large-scale projects.
- Proceed with other projects to improve designated sports fields (see B.4.a and B.4.d).
- In the long term, revisit the community's interest in a fieldhouse. If this project becomes a funding priority, identify primary and equity partners, as well as an experienced facility administrator (parks director, contractor or primary partner) to oversee the planning and facility development process for the City and/or County. Take into consideration LTCC's planned development of a new multi-purpose building adjacent to its gymnasium that could be used as a recreation and elite athlete training facility.

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<sup>1</sup> These recommendations are based on the findings of a preliminary South Lake Tahoe Field House Study, conducted in Spring 2014.

- Once this project is initiated, complete a formal, detailed feasibility study and market analysis to determine:
  - Specific site requirements and site plan for the facility, ensuring that the proposed location does not displace any other recreation uses, hinder revenue generation or conflict with local community desires and goals.
  - A clear, detailed, architectural program for the facility.
  - A concept plan for the facility, specifying numbers and types of amenities.
  - The actual full cost to develop and construct the fieldhouse.
  - The operational structure of the facility including detailed operational costs (staffing, utilities, programming, maintenance, marketing, etc.) and revenue projections (programs, tournaments, events, admissions, sales of goods, concessions, etc.).
  - The roles and financial responsibilities of any and all project partners.
  - A funding plan for capital development as well as a funding source for the anticipated operational subsidy for maintenance and operations.
- If the feasibility study indicates that a fieldhouse is viable, then proceed with implementation. This includes:
  - Solidifying a long-term partnership agreement. Identify cost and revenue sharing agreements, as well as responsibilities.
  - Establishing a clear market focus to guide operations and service delivery with the goal of having the facility be as cost effective as possible.
  - Establishing a clear maintenance plan to protect the facility as a community investment.
  - Acquiring land if a new site is needed.
  - Building, managing and programming the fieldhouse.

C.6.c. Evaluate opportunities to pursue new projects that promote the region as a geotourism destination.

- Consider future City and/or County roles in developing a state-of-the-art nature center providing year-round visitor information, local/natural history, environmental education, and a hub/meeting point for outdoor recreation

activities and excursions. Work with Lake Tahoe Wildlife Care and other potential partners to maximize opportunities.

- If this project moves forward as a collaborative effort:
  - Develop a partnership agreement;
  - Ensure that a formal, detailed feasibility study and market analysis to identify project details and a clear market focus to guide operations and service delivery with the goal of having the facility be as cost effective as possible.
  - Consider timing and phasing to avoid over-committing resources on multiple destination facilities;
  - Consider locating it in a highly accessible natural area, connected to the trail system.
  - Provide indoor/outdoor interpretive and educational opportunities while minimizing impacts to sensitive natural areas.
  - Avoid accepting maintenance and operations responsibilities.

C.6.d. Consider projects that extend recreation to the winter or shoulder season.

- Identify opportunities in the City and beyond to develop winter, shoulder season and multi-season facilities. For example, identify winter tubing or sledding hills that can be used for downhill biking or play in the summer.

## **D. Recreation Activities, Programs and Events**

### **D.1. Expand revenue-generating programs and services.**

The City of South Lake Tahoe plays an important role in providing programs and events serving local residents and visitors. The provision of events, programs and services (such as facility reservations and concessions) is critical in generating revenue. Currently, the City does not have a well-developed, well-staffed programs division or sufficient resources for meeting community programming needs. It lacks the operations policies and methodology needed to profit from existing services, or capitalize on the numerous requests to use City facilities for events and group rentals. In order to expand or enhance the provision of programs and events, a new service philosophy is needed. This may involve participating in a consortium for event promotion, organization and management, while the City improves other recreation operations and programming.

D.1.a. Realign program and services to improve cost recovery and achieve financial targets for all programs and events. Manage recreation services to achieve these targets.

- Re-define cost recovery goals by program service area, recognizing that different types of programs and events vary in their potential for cost recovery.
- Identify the core programs and event services the City is willing to subsidize to meet community needs or provide other benefits to the community (e.g., greater economic impacts).
- Focus on and expand for-profit programs, events and services to offset subsidies needed to provide other types of programs. For example, expand the campground profits and auxiliary concessions at the South Lake Tahoe Recreation Area to invest in programs targeting low-income residents and Latinos.
- Review City policies, including those regarding concessionaires, to ensure they do not conflict with revenue generating goals.
- If event facilities are managed by a consortium, ensure that City cost recovery rates are sufficient to support maintenance as well as long-term capital replacement.

D.1.b. Implement and monitor the new the online reservation system to track cost and revenue data, user data and participation rates to inform programming decisions.

- Review registration and revenue data on a regular basis it and use it to inform scheduling and programming decisions. Consider cancellations rates, user feedback, and other factors before automatically offering the same mix and schedule of activities.
- Identify programs with insufficient registered participants to cover direct costs and the City's target for indirect costs. Identify ways to increase participation or eliminate those programs.
- Monitor the success of contract instructors who provide programs using City facilities. Ensure that the 30% of fees that the City receives is sufficient to cover all direct costs plus a facility use/depreciation cost.
- Determine if /how functions will transfer to the consortium if the group is tasked with scheduling and tracking facility reservations.



D.1.c. Continue to partner in the provision of recreation programs and events where there is a return on the investment for the City. For example, continue service delivery through recreation partnerships, only if the City is not absorbing costs associated with staffing, maintenance/repair, security, facilities and materials that are not supported by revenues.

D.1.d. Continue to provide programs and events in core areas, improving facilities and adding staff to adequately support programming. (See also D.2 and E.1).

## **D.2.Enhance recreation services in core program areas.**

The City will need to substantially increase its role as a program and events provider as facilities are renovated or brought online. Programs and events are essential for generating the revenue needed to operate these facilities. New facilities are rarely profitable or completely operated on a break-even basis, without a strong facility operations and programming model. When building new facilities and operating existing ones, the City must simultaneously consider the types of programs and services that will most likely generate sufficient revenues to offset operations costs.

D.2.a. Increase indoor recreation programming and events.

- Tailor recreation programming to maximize use and cost recovery at a renovated Recreation Center. Focus on fitness and exercise, youth development, arts and culture, and special interest classes for all ages.
- Determine roles for building scheduling if a consortium takes over this task.

D.2.b. Enhance and expand aquatics programs and events.

- Provide drop-in aquatics programs, including recreational swim and lap swim.
- Provide aquatics instruction, including learn-to-swim and water safety programs.
- Provide a variety of water fitness and water use classes, such as water aerobics, water jogging, kayak training, etc.
- Support competitive and non-competitive aquatic events, such as movies at the pool, underwater Egg Hunt, obstacle course race, and swim meets.
- Provide opportunities for pool parties/rentals.

D.2.c. Strengthen City policies and roles in the provision of special events.

- Identify the role that the consortium may play in planning, promoting and scheduling special events. Determine which policies and permitting procedures will be aligned with those of other consortium partners.
- Define the types of special events to be provided as core City recreation services. Core services should include facilitating or providing family-friendly events and revenue-generating events at City facilities. The City should not be involved in coordinating or producing multi-jurisdictional events (permitting, scheduling, staffing, etc.).
- Organize and provide special events and festivals that can recover targeted costs at existing sports and recreation facilities, while serving residents and visitors. Consider the following:
  - Provide or support family-friendly events with a focus on the arts, music, movies and storytelling (movies, lectures, stage performances, interactive events and engagement in the arts).
  - Create a regular summer-time series of outdoor events, and provide indoor events periodically throughout the winter and shoulder seasons.
  - Organize, provide or facilitate family-friendly competitions and events, such as fishing derby, pet-friendly contests, holiday festivals, races, health/fitness challenges, and drop-in tournaments (e.g., 3x3 basketball).
  - Establish “bike days” in summer during which some roads are closed to motor vehicles.
  - Facilitate events that showcase built and outdoor recreation amenities while recovering costs or generating revenues (e.g., 100-125% cost recovery).
  - Facilitate spectator-friendly action sports demonstrations with appeal for residents and visitors (BMX/freestyle, downhill mountain biking, snowboarding, etc.).
  - Facilitate multi-day sports tournaments (baseball, soccer, disc golf, etc.).
  - Facilitate multi-day sports tournaments (baseball, soccer, disc golf, etc.).
  - Facilitate cultural arts events, such as “cultural weekends” with speakers, movies, and lectures.

#### D.2.d. Expand outdoor recreation nature, interpretive and trail programs.

- Enhance youth winter sports program (i.e. Ski/Snowboard Club, Nordic skiing, winter survival course).
- Offer snowshoeing, nordic skiing, and sledding activities and programs.
- Provide (or partner to provide) winter and summer geotourism camps and environmental education programs.
- Work with volunteers, local environmental groups, and non-profit organizations to organize stewardship programs, such as beach clean-ups, tree-planting events, trail restoration and construction, Adopt-a-Park and Adopt-a-Trail, etc.
- Work with well-trained guides to provide greater visitor access to natural areas. Ideas include:
  - Day and overnight hikes to Mt. Tallac and other areas
  - Nordic and cross country skiing adventures
  - Kayak tours with a focus on environmental education and interpretation
  - Bird and tree identification hikes
  - Other guided outdoor experiences such as hiking, backpacking, mountain biking, and snowshoeing

### **D.3. Expand recreation opportunities that provide “learning bridges” and introduce people to new activities, nature and the outdoors.**

The South Lake Tahoe community needs to prepare its youth and the inexperienced visitor for outdoor recreation activities by creating safe, enjoyable recreation experiences targeting different skill levels. Recreation studies have documented the loss of traditional outdoor knowledge and skills among many residents in the United States, creating a need to reconnect people to nature in a comfortable way. In addition, many visitors to the South Shore area come from urban areas and places with very different natural environments, creating a need for easily accessible, low impact outdoor activities and education about natural features and hazards. There is a great opportunity to introduce visitors and locals to outdoor recreation and provide them with an opportunity to build their skills (beginning to intermediate and advanced). Visitors who are successful at building their skills in an activity are more likely to return to the area than those who are not successful with a new activity.

D.3.a. Build on existing initiatives to provide indoor and outdoor programs that serve a range of skill levels and support skill development. Focus on activities that meet the City’s financial targets for program provision, or facilities that are consistent with the goals of this plan. Consider the following:

- Provide beginning, intermediate, advanced trail programs and/or information (for hiking trails, bike trails, x-country ski trails, snowmobile trails, etc.). (See also C-4).
- Continue to provide or support children's year round swim lessons, skills classes in summer camp, swim teams, and kid’s triathlons.
- Continue relationships with concessionaires to provide beginning, intermediate, advanced lake activities, such as stand-up paddle boarding and kayak tours.
- Facilitate beginning, intermediate and advanced sports, ranging from learn-to-play opportunities to athlete training camp for high-altitude training.
- Continue to coordinate with programs such as Youth on Course and First Tee to create a youth learning program for golf. Expand golf programming to incorporate new players of all ages to expand the golf market. (See also B.4.c.)

#### **D.4. Enhance recreation services for an increasingly diverse population.**

Changing visitor and local demographics require that the City and County think broadly about its recreation services. Locally, the community continues to see a growing Latino population and an increase in affluent second-home owners, especially with the gentrification of rundown areas. Nationally, the population is aging, with more Baby Boomers participating in recreation than older adults and seniors of past generations. As noted in the Needs Assessment, future visitors are anticipated to come from several countries throughout the world and include families and extended families, creating a need for multi-generational activities. In short, there is a need for recreation opportunities that serve a wide spectrum of new user demands.

D.4.a. Enhance customer service for a diverse clientele.

- Provide signage and information in English and Spanish at key locations. Consider providing information in other languages if cost effective to do so.
- Increasingly use visual cues and symbols for interpretation by non-English speakers. Integrate these into signage, information and marketing materials.
- Recruit multi-lingual activity instructors and program leaders of different cultures.

- Ensure that recreation policies and facilities address different family and cultural needs, such as modesty in changing rooms and pool areas, family restrooms and changing areas, dress codes that allow head coverings, etc.
- Provide information and facilities to address the needs of an increasing number of people with mobility issues, health challenges, vision/hearing impairment and other disabilities.

D.4.b. Provide a range of programs for different ages, cultural groups, family groups of different configurations. Examples are noted below.

- Develop programs around low-impact, social sports and activities that are growing in popularity among retirees, such as pickleball, petanque and bocce.
- Provide music festivals geared toward adults and seniors (Jazz/Blues), as well as concerts appealing to younger audiences.
- Offer senior fitness programs and activities, including fitness and peer support programs for monolingual Latino seniors.
- Create after school programming attractive to the Latino community (dance and hip hop classes, soccer, etc.).
- Provide youth programs year-round, including programs with an emphasis on fitness, health and wellness; summer programs with diverse themes and appealing to diverse audiences; and youth winter sports.
- Offer “merit-based” passes and “volunteer credits” for low-income residents who cannot afford City recreation fees.
- Organize club teams and offer indoor or advanced sports opportunities for youth, teens, younger and older adults.

## **E. Operations and Management**

### **E.1. Add staff to implement the priorities of this plan.**

Current staffing levels reflect the impacts of the recession on agency resources for both the City of South Lake Tahoe and El Dorado County. Staff reductions have affected available manpower, institutional knowledge and expertise. Current staff often work without the support of mid-level staff, and in some cases, spend significant time hiring and training temporary staff to fill short-term gaps. Additional staff are needed now; more staff will be needed as facilities are renovated and added. The City and County also recognize a need to improve service delivery before adding additional facilities. Some service improvements will be addressed through the coordinated efforts associated with a new consortium of providers

(Section A). Other service improvements must be addressed internally, with each agency focusing on its own internal operations to enhance operational efficiencies.

E.1.a. Identify and hire the City of South Lake Tahoe staff needed to implement Master Plan recommendations.

- Evaluate staff capacity and potentially increase the number of Area Managers and other staff.
- Increase programming and maintenance staff when facilities are improved or added.
- In time, determine whether destination facilities need separate facility managers.

E.1.b. Identify and hire the El Dorado County staff needed to implement Master Plan recommendations.

- Discuss with the El Dorado County Board of Supervisors their vision and goals for service provision and parks staffing in the South Shore. Staffing needs may include:
  - Senior Engineering Technician (to oversee County-wide projects)
  - A dedicated Eastern Slope Parks Manager
  - Maintenance staff for Eastern Slope County parks and facilities
- If the Board opts to provide support in terms of funding and the development of capital projects, it should ensure that its existing Parks Manager has sufficient capacity to oversee the use of County funds for park acquisition and construction.

## **E.2. Establish a tiered maintenance system.**

A tiered maintenance classification system will help South Lake Tahoe focus its limited maintenance resources on the stewardship of sites receiving the greatest use.

E.2.a. Establish tiered maintenance classifications. Consider the following classes:

- *Premier revenue generating parks/facilities.* Sites that support major revenue-generating programs and events should receive the highest level of care to ensure the continued marketability and appeal and address impacts of high visitation and use.
- *High visitation/highly programmed parks and trails.* These sites receive high traffic and use, but generate less revenue than premier sites.

- *Standard parks and trails.* The remaining developed parks should be assigned to this tier, and should receive a basic level of maintenance.
- *Natural areas.* Unless these properties are programmed (which would put them in a different category), maintenance activities should focus on hazard removal, noxious weed abatement, fire prevention and similar activities.
- *Beautification areas and non-recreation sites.* These sites should be designed with attractive but low-maintenance landscaping, so these sites do not draw resources from other tiers.

E.2.b. Identify funding level targets for each classification, as well as a list of tasks and maintenance frequencies.

### **E.3. Fund an asset preservation and capital replacement program.**

An asset preservation program involves allocating funds for annual preventive maintenance and reinvestment in existing sites to maintain their functionality and prolong their lifespan. Asset preservation funding levels are typically based on a percentage of the total replacement value of the assets.

A capital replacement program involves setting aside funds to replace worn or aged facilities at the end of their lifecycle. A fund can be created for asset preservation and capital replacement to ensure that City and County have sufficient funding to improve facilities when needed.

E.3.a. Establish a fund for asset preservation to address deferred maintenance and future preventative maintenance.

E.3.b. Establish an equipment fund and equipment replacement schedule.

E.3.c. Establish a park capital replacement fund and schedule to repair and replace old or worn amenities and facilities and refresh landscaping at heavily used parks.

E.3.d. Establish a facility use fee for all events and programs to fund asset repair and replacement. Consider adding a surcharge (in addition to city-determined prices) to all program fees, event fees, and vendor fees to support long term reinvestment in programmed and scheduled facilities. Recognize that substantial site use will increase impacts, resulting in faster deterioration of amenities, facilities, and landscaping.

#### **E.4. Apply a consistent proposal and approval process for community-built facilities.**

Community groups in the City of South Lake Tahoe have initiated the development and construction of “community-built” facilities, such as a skatepark and disc golf course. During the *Parks, Trails & Recreation Master Plan* process, the City put similar projects on hold and began developing a “General Application for the Proposed Modification to Park Facilities or Recreation Programming” and a “Procedure Regarding Public Requests of Modifications to Public Parks.” These documents are intended to standardize the process and evaluation procedure for these types of projects. The new policy is designed to apply to park improvements or programs proposed to be in place for six months or longer.

E.4.a. Adopt and apply the standardized process for proposing modifications to parks. Test and refine this policy over time to facilitate its application.

E.4.b. Develop a memorandum of understanding (MOU) or partnership agreement to identify and communicate expectations regarding the roles to be played by both the City and the proposer in funding and supporting capital development as well as long-term maintenance, operations, programming and improvements.

E.4.c. Determine if a similar procedure is needed for County parks and trails.

#### **E.5. Adopt a business model for park and recreation operations to increase efficiencies, revenue-generation and return on investment.**

The Master Planning process identified the need for improvements to parks, trails, recreation facilities as well as service enhancements for maintenance, events, and programs. A new service model is needed to prioritize funding for existing assets, new development and all services to ensure sustainable operations in the future. A business strategy will help the City and County determine cost recovery goals, optimal scheduling and pricing, revenue-generating opportunities, as well as where to find cost savings and efficiencies that do not compromise other goals. It will also provide direction so that the City and County will invest funds into assets and services with the highest return on the investment. This return may be measured in terms of amount of revenue generated, numbers of people served, amount of associated economic impacts or similar performance measures.

As improvements are made, a key step in determining how to prioritize staff and financial resources is to conduct a business analysis that identifies the operating costs and revenue generating opportunities as key locations and facilities.

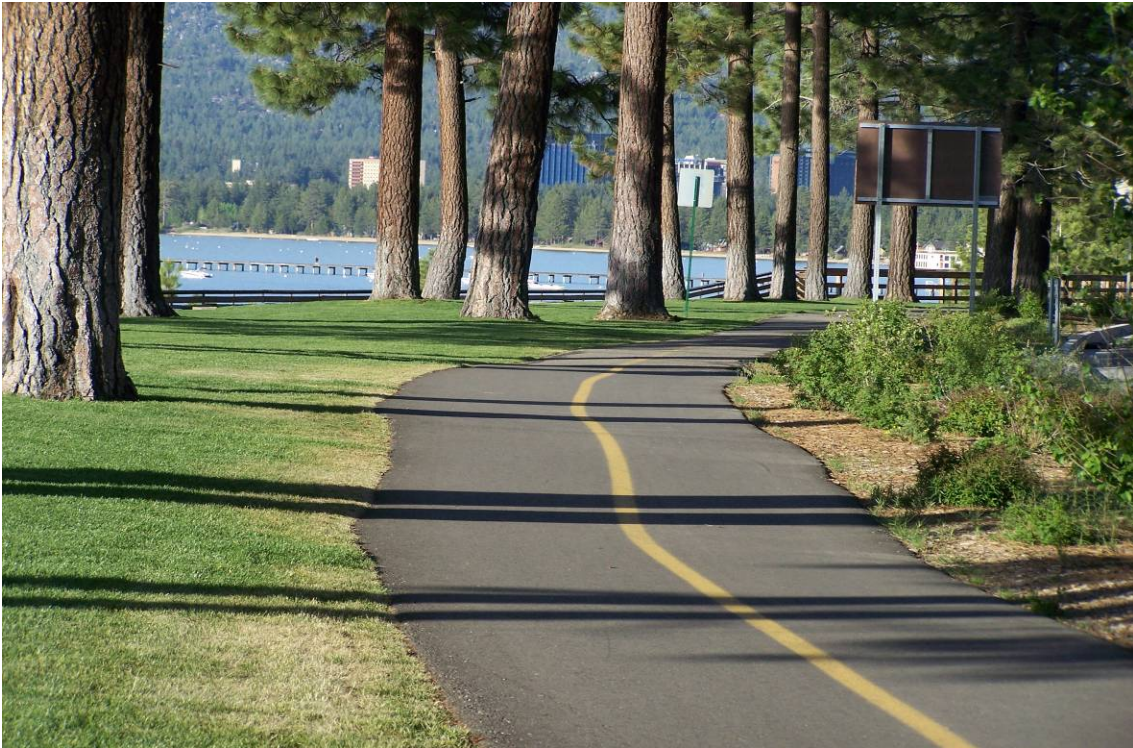


E.5.a. Develop a business strategy for park and facility administration, management and operations. Invest in profitable venues and services; reduce funding (or increase efficiencies) for venues and services that generate little return on the investment.

- Determine where staffing, contract staff, and concessionaires should be used to provide low-cost, quality services.
- Consider contracting with others to operate Explore Tahoe.
- Identify core recreation services and realign cost recovery targets to reduce operating costs.
- Identify funding priorities. Revise standards, guidelines and policies to support priority assets, development and services.
- Avoid funding non-priority projects; decrease the investment where feasible in non-priority assets and services.
- Avoid developing or partnering to develop new specialized facilities until operations funding is available and an operational plan is in place for sustainable facility management.
- Divest of undevelopable or unusable properties that do not support the goals of the plan.

These recommendations include more projects than the City and County anticipate carrying out in the next ten years. Chapter 6 proposes priority projects to complete in the 10-year planning horizon. Several projects will require coordination with key partners for implementation.





## CHAPTER 6: IMPLEMENTATION

Chapter 5 identified many valuable recommendations for enhancing the park and recreation system. These recommendations are summarized as a complete list of capital and non-capital project in Appendix D. Given current funding and operational challenges, there are more projects on this list than can feasibly be accomplished in the next ten years.

Community priorities will determine the projects that are considered most important for implementation. By applying the community priorities and preferences noted in the public involvement process, this chapter presents a *draft list of priority projects* for further community review and feedback. This project list will be revised based on community comments and then used to identify an implementation plan and funding strategies.

### Prioritization Criteria

There are several criteria that can be used to determine if a project is a “priority project” to be completed in the next ten years. A set of criteria, specific to this Master Plan, are presented on the next page. These prioritization criteria were developed based on community

priorities identified during the planning process, as well as City and County criteria for evaluating their annual capital improvement and investment plans. A project is considered a priority if it:

- **Achieves regulatory compliance.** Some projects must be implemented as per State, local or national mandates.
- **Ensures health and safety.** Unsafe or unhealthy conditions must be rectified to reduce liability and ensure the well-being of park and facility users.
- **Utilizes available funding.** Projects that have potential to be funded through grants, donations, or other funding sources should be considered a high priority.
- **Reduces operating costs.** Improvements that reduce operating costs, especially those that will result in a payback within five to 10 years, should receive a high priority for available resources.
- **Generates revenue/is self-supporting.** Priority is given to projects that can generate revenue and recover all direct costs so as to be self-supporting, without relying on General Fund dollars.
- **Leverages partner resources.** Projects that take advantage of resources or funding provided by other entities should have a high priority, especially if the project also meets other criteria.
- **Reinvests in community assets.** Reinvesting in existing assets is prudent stewardship of public resources. In addition to being a high priority for the public, reinvestment also contributes to quality of life and stabilizes property values.
- **Supports larger economic impacts.** Investing in tourism facilities and infrastructure that are programmable to recover costs is a high priority. The City can only attract revenue-generating events/tournaments and provide revenue-generating programs if its event facilities and infrastructure remain attractive to the market.
- **Addresses gaps in service.** Projects that will serve targeted population groups or provide opportunities in underserved areas should be prioritized.

A project's rating as a "priority project" is dependent on factors that change over time, such as the availability of funding and interest of potential partners. For this reason, a project's priority status may change, and project may be implemented on a different timeline than proposed in this Master Plan. The City and County should review and re-evaluate all capital projects annually in preparation of their Capital Investment Plan or Capital Facilities Plan to determine which projects to advance when funding is available.

## Capital Projects

The criteria noted above and community feedback were used to identify priority capital projects that may be completed as “quick wins” (in 1 year), in the short term (2-5 years), and in the long term (6-10 years). Because capital projects may be funded through different funding sources than operations, these projects are prioritized separately. Table 6-1 summarizes *draft priority capital projects*.

The table includes the name and description of each project, as well as a reference number that ties it to Chapter 5 recommendations. The table notes the type of capital project (e.g., acquisition, planning, development, restoration/renovation, added facility or other). It notes the key groups or agencies that may be involved in leading project implementation. Finally, the last three columns indicate whether project implementation will increase operation requirements. For example, more maintenance staff and programming staff will be needed when specific projects are brought online. Both capital and operations dollars will be needed to initiate several of these projects.

This project list will be reviewed by the Core Team, MPAC, City and County leaders and community members as part of the Draft Plan. With this feedback, the list will be revised and used to identify costs to implement quick wins and short-term priority projects.

## High Priority Capital Projects

Parks, recreation and trails are very important to the quality of life for residents in the South Shore area. During the planning process, there was substantial support for moving forward on several projects clearly favored by residents and beneficial for recreation and operations. To respond to community needs, several projects are already in motion or are intended to be initiated or completed in the first year. These “quick wins” show the City, County and entire community’s commitment to improving parks and facilities.

### *Quick Wins (Year 1)*

- Bijou bike park
- Al Tahoe sports field improvements
- Regan Beach master plan (community outreach)
- Recreation/Aquatic Center master plan (community outreach)
- City trails resurfacing and signage improvements
- County trail projects (Sawmill Bike Path and Tahoe Boulevard enhancement)

- South Tahoe Greenway extension
- South Lake Tahoe Recreation Area campground upgrades
- South Lake Tahoe Recreation Area shop relocation

## **Operations and Management**

The prioritization criteria were also used to identify priority tasks related to the operations and management of parks, trails and facilities. Similar to capital projects, operations projects are categorized as “quick wins” (initiated or completed in 1 year), short-term (2-5 years), and long-term initiatives (6-10 years). Table 6-2 summarizes *draft priority tasks for operations and management*.

This project list will be reviewed by the Core Team, MPAC, City and County leaders and community members as part of the Draft Plan.

### **High Priority Operations**

As noted in earlier chapters, the City and County have faced a number of challenges in operating and managing their parks and recreation facilities following the recession. To respond to community needs, several operations tasks are already in motion or are intended to be initiated or completed in the first year. These “quick wins” show the City, County and entire community’s commitment to increasing operational efficiencies to better respond to community needs.

#### *Quick Wins (Year 1)*

- Consortium initiation
- Online reservation system implementation and data tracking
- Implementation of community-built policies and procedures
- Partnership agreement for Bijou Bike Park development
- Update to park standards and associated General Plan policies
- Improved trail maintenance and snow removal
- City and County staffing support
- Community meetings about Recreation & Swim Complex and Regan Beach improvements

Table 6-1: Priority Capital Projects

Reference #	PROJECT NAME	PROJECT DESCRIPTION	CAPITAL PROJECTS						Lead Implementer(s)	STAFFING & OPERATIONS REQUIREMENT		
			Acquisition	Planning <sup>1</sup>	Development	Renovation / Restoration	Added Facility	Other		Maintenance	Management/Admin.	Programming
<b>Quick Wins (Year 1)</b>												
B.1.a	South Lake Tahoe Recreation Area campground upgrades	Provide water/electrical hookups, renovate restrooms/showers.				•			City	✓		
B.1.a	South Lake Tahoe Recreation Area shop relocation	Proceed with relocating maintenance shop facility.						•	City	✓	✓	
B.1.b	Recreation & Swim Complex renovation	Initiate financial feasibility analysis and design for renovations.		•					City			
B.2.a	Trail resurfacing	Resurface and repair City trails.				•			City & Recreation JPA	✓		
B.2.b	Trail signage improvements	Provide trail identification and directional signage at trailheads and key locations.						•	City & Recreation JPA	✓		
B.3.a	Bijou Park development	Develop a multi-use Bike Park.		•		•	•		City & Bike Park Association	✓	✓	✓
B.4.b	Regan Beach restoration	Update site master plan for renovations and revenue-generation.		•					City		✓	
B.4.d	Joint-use sport fields improvements	Improve the Al Tahoe sports fields.				•			City & Recreation JPA	✓		✓
C.3.a	South Tahoe Greenway	Support the CTC in extending the greenway.	•	•	•				CTC, City, County	✓		
C.3.a	Sawmill Bike Path extension	Extend the path from Echo View Drive to US 50/State Rout 89 intersection.	•	•	•				County	✓		
C.3.a	Tahoe Boulevard Enhancement	Provide a trail from Sawmill Road to Viking Road/D Street Intersection	•	•	•				County	✓		
<b>Short Term Projects (2-5 Years)</b>												
B.1.a	South Lake Tahoe Recreation Area improvements - Phase 1	Create a site master plan. Implement Phase 1 improvements, such as developing a front entry with joint City/County sign, event plaza and thematic playground, internal pathway system.		•		•	•		City & County	✓	✓	✓
B.1.a	Lakeview Commons at El Dorado Beach - Phase 2	Implement Phase 2 improvements for Lakeview Commons at El Dorado Beach.		•		•	•		City & County	✓	✓	
B.1.b	Recreation & Swim Complex renovation - Phase 1	Initiate Phase 1 improvements as per master plan.				•			City	✓	✓	✓
B.3.a	Bijou Park development	Renovate/add facilities to Bijou Park. Improve concessions, restrooms and site circulation. Work with partners to improve disc golf course, expand skate park, and add petanque/bocce courts.		•		•	•		City	✓	✓	✓
B.3.b	Tahoe Paradise Park	Support the TPRID Board in creating a new site master plan.		•					TPRID			
B.4.a	South Lake Tahoe Community Playing Field improvements	Partner with LTCC for field improvements and turf replacement. Add second field; place season bubble over field for winter use.				•	•		City, LTCC, Recreation JPA	✓		✓
B.4.b	Regan Beach restoration	Update as per master plan. Consider play features, art, interpretive signage, a pier, new restrooms, renovated concession, outdoor event space, erosion control and other site improvements.				•	•		City	✓	✓	
B.4.c	Bijou Golf Course enhancement	Develop a "learning area." Improve the driving range.				•	•		City	✓		
B.4.d	Joint-use sport fields improvements	Renovate or improve other sports fields in town.				•			LTUSD & Recreation JPA	✓		✓

Table 6-1: Priority Capital Projects

Reference #	PROJECT NAME	PROJECT DESCRIPTION	CAPITAL PROJECTS						Lead Implementer(s)	STAFFING & OPERATIONS REQUIREMENT		
			Acquisition	Planning <sup>1</sup>	Development	Renovation / Restoration	Added Facility	Other		Maintenance	Management/Admin.	Programming
<b>Short Term Projects (continued)</b>												
B.5.b	Open space area efficiencies	Replant landscaping and beautification areas to low maintenance plantings.				•			City			
C.1.e	Water efficiency program	Implement water efficiency improvements.						•	City			
C.3.a	Trail development	Coordinate with other agencies to help implement existing trail plans.	•	•	•				City, County, partners	✓	✓	
C.3.a	Bike and pedestrian crossings	Improve bicycle and pedestrian crossings at major roadways, considering underpasses, overpasses, and signaled crosswalks at select locations.		•	•		•		City, partners	✓		
<b>Long Term Projects (6-10 Years)</b>												
B.1.a	South Lake Tahoe Recreation Area improvements - Phase 2	Implement Phase 2 improvements as per the site master plan.				•	•		City & County	✓	✓	
B.1.a	Lakeview Commons at El Dorado Beach - Phase 3	Implement Phase 3 improvements for Lakeview Commons at El Dorado Beach.				•	•		City & County	✓	✓	
B.1.b	Recreation & Swim Complex renovation -- Phase 2	Continue with Phase 2 to develop a state-of-the-art multipurpose, multi-generational recreation and aquatic center.				•			City	✓		✓
B.1.c	Ice rink upgrades	Work with the ice rink operator and partners to renovate and potentially expand the ice rink.		•		•			City, rink operator, partner	✓		
C.6.a	County park	Evaluate opportunities to address the recreation needs of County residents either through partnership, collaboration or the acquisition and development of new parkland.	•	•	•	•	•		County	✓	✓	✓
B.5.a	Natural areas	Evaluate options to develop low impact recreation at nature parks; develop natural area management plans.		•	•	•			City	✓	✓	
C.2.a	Events venue partnership	Consider a partnership to develop an outdoor amphitheater and events venue. Develop a feasibility study; establish partnership; acquire and develop facility.	•	•	•				City, partners		✓	
C.3.a	Bike and pedestrian crossings	Improve bicycle and pedestrian crossings at major roadways, considering underpasses, overpasses, and signaled crosswalks.	•	•	•		•		City, partners	✓		
C.3.a	Trailhead development	Work with neighbors to identify and develop a trailhead to minimize unsafe roadside parking and disturbance to local neighborhoods.	•	•	•		•		City & County	✓		
C.3.a	Bike and pedestrian crossings	Improve bicycle and pedestrian crossings at major roadways, considering underpasses, overpasses, and signaled crosswalks at select locations.		•	•		•		City, partners	✓		
C.6.d	Winter recreation facilities	Develop facilities to support recreation in winter and the shoulder season.	•	•	•				City & County	✓		✓
E.3.a	Asset replacement and deferred maintenance fund	Repair and replace old or worn amenities and facilities.						•	City		✓	
E.3.b	Equipment fund	Repair and replace old or worn equipment.						•	City		✓	

<sup>1</sup> Site master plan, open space management plan, or financial feasibility and market analysis.



Table 6-2: Priority Tasks for Operations and Management

Reference #	PROJECT NAME	PROJECT DESCRIPTION	Non-capital Project	Lead Implementer(s)	STAFFING & OPERATIONS REQUIREMENT		
					Maintenance	Management/Admin.	Programming
<b>Quick Wins (Year 1)</b>							
A.1.a	Consortium organization	Investigate interest to organize a bi-state multi-jurisdictional consortium.	•	MPAC & City		✓	
A.1.b	Consortium services	Identify services to be provided by the consortium.	•	Consortium		✓	
A.1.c	Consortium participation model	Determine organizational structure. Identify funding and staffing (if any).	•	Consortium		✓	
B.1.b	Recreation & Swim Complex renovation	Host community meetings; conduct a financial feasibility analysis and master plan for renovation.	•	City			✓
B.2.c	Trail maintenance	Improve maintenance to increase trails access. Expand snow removal.	•	City, County, others	✓		
B.3.a	Bijou Park development	Authorize Bike Park to proceed. Strengthen operations agreements with concessionaire and partners.	•	City			✓
B.4.b	Regan Beach restoration	Host community meetings as part of the master planning process.	•	City			✓
C.1.a	Park standards update	Amend park classifications, park standards, and facility guidelines.	•	City & County			✓
D.1.b	Online reservation system	Implement online reservation system. Track costs, revenue and participation to inform program decisions.	•	City			✓
E.1.a	City staff increase	Evaluate and hiring necessary staffing.	•	City			✓
E.1.b	County staff increase	Hire a Senior Engineering Technician.	•	County			✓
E.4.a	Park modification proposal process	Adopt and apply the standardized process for community-built facilities in parks.	•	City			
<b>Short Term Initiatives (2-5 Years)</b>							
A.1.c	Consortium participation model	Continue consortium meetings and organization formation.	•	Consortium			✓
A.1.d	Consortium service implementation	Establish an annual allowance. Implement agreed-upon services.	•	Consortium			✓
A.1.e	Performance measures	Identify measures to track consortium performance.	•	Consortium			✓
A.2.a	Consortium website	Develop a shared website with an an online facility reservation system.	•	Consortium			✓
A.2.b	Consolidated information	Consolidate and produce recreation information (i.e., brochures, maps, trail guides).	•	Consortium			✓
A.2.f	Wayfinding system	Develop a signage template and regional wayfinding maps.	•	Consortium			✓

Table 6-2: Priority Tasks for Operations and Management

Reference #	PROJECT NAME	PROJECT DESCRIPTION	Non-capital Project	Lead Implementer(s)	STAFFING & OPERATIONS REQUIREMENT		
					Maintenance	Management/Admin.	Programming
	<b>Short Term Initiatives (Continued)</b>						
B.2.a	Trail inventory	Update the trail inventory and assess the condition existing trails.	•	City		✓	
C.1.b	Design guidelines	Create park design and development guidelines to ensure quality construction.	•	City		✓	
C.1.d	Large facility management	Bring in outside experts when needed to plan, develop and manage of large revenue-generating facilities.	•	City		✓	
C.1.e	Water efficiency program	Implement a water efficiency program in compliance with best practices and State water conservation mandates.	•	City & County		✓	
C.1.f	Sustainability/best practices	Incorporate sustainability measures and environmental best practices in park improvements.	•	City & County		✓	
D.1.a	Cost recovery improvements	Set customized cost recovery goals for program and event services.	•	City		✓	
D.2.a/b	Recreation Center program expansion	Increase indoor recreation and aquatics programming and events, in conjunction with Recreation & Swim Complex renovation.	•	City			✓
D.2.c	Special events policy revisions	Identify the City and consortium's roles in providing events. Increase event cost recovery.	•	City & Consortium		✓	✓
D.4.a	Customer service for diverse populations	Provide recreation signage and information in English and Spanish. Add visual cues.	•	City		✓	
D.4.b	Program enhancement for diverse populations	Provide programs for targeting different ages and cultural groups.	•	City			✓
E.1.a	City staff increase	Increase administrative, supervisory and maintenance and programming staff now and as new facilities are added.	•	City		✓	
E.1.b	County staff increase	Hire a dedicated Eastern Slopes park manager.	•	County		✓	
E.2.a	Tiered maintenance system	Establish tiered maintenance classifications considering revenue generation, visitation levels, nature value and recreation value.	•	City		✓	
E.2.b	Maintenance funding targets	Increase maintenance funding for high-use sites; decrease maintenance at other sites.	•	City		✓	
E.3.a	Asset replacement and deferred maintenance fund	Establish a fund and schedule to address deferred maintenance, asset preservation and capital replacement.	•	City		✓	
E.3.b	Equipment replacement fund	Establish a fund and schedule to repair and replace old or worn equipment.	•	City		✓	
E.3.c	Facility use fees	Add a surcharge to cover asset repair and replacement in all event and program fees.	•	City		✓	
E.5.a	Business plan development	Develop a business plan for park and facility administration, management and operations.	•	City		✓	
E.4.b	Community-built facilities MOUs	Create memorandums of understanding, addressing improvements, maintenance, operations, and programming.	•	City		✓	

Table 6-2: Priority Tasks for Operations and Management

Reference #	PROJECT NAME	PROJECT DESCRIPTION	Non-capital Project	Lead Implementer(s)	STAFFING & OPERATIONS REQUIREMENT		
					Maintenance	Management/Admin.	Programming
<b>Long Term Initiatives (6-10 Years)</b>							
A.3.a	Recreation brand development	Work with partners and LTVA to re-brand the South Shore.	•	LTVA & Consortium		✓	
A.3.b	Marketing materials	Create marketing materials with new brand.	•	LTVA & Consortium		✓	
A.3.c	International marketing	Craft a marketing approach to reach the international market.	•	LTVA & Consortium		✓	
B.5.a	Natural area reclassification and management	Develop natural site management plans for Lake Christopher Meadow and Highland Woods; reclassify other existing sites.	•	City & partner		✓	
C.2.a	Events venue partnership	Seek out potential partners for an outdoor amphitheater/ events venue. Establish a partnership agreement.	•	City		✓	
D.1.c	Strategic programs partnership	Continue to partner in recreation programs and events where there is a return on the investment.	•	City			✓
D.1.c	Core program areas	Increase and improve programs and events in core areas.	•	City			✓
D.2.a/b	Recreation Center program expansion	Increase indoor recreation and aquatics programming and events, in conjunction with Recreation & Swim Complex renovation.	•	City			✓
D.2.d	Outdoor recreation expansion	Expand youth and adult, seasonal and year-round outdoor recreation nature, interpretive and trail programs	•	City & partners			✓
D.3.a	Indoor and outdoor programs expansion	Increase programs that serve a range of skill levels and support skill development.	•	City & partners			✓
E.4.c	County community-built policies	Determine if the County needs a procedure to approve community-built parks and trails at County parks.	•	County		✓	

## **Next Steps**

The draft *Parks, Trails & Recreation Master Plan* is available for review. The City and County are collecting feedback from residents, the Master Plan Advisory Committee (MPAC), City and County Parks and Recreation Commissions, and key interest groups. Feedback will be consolidated and used to revise the draft Master Plan and create a community-supported implementation plan to guide future operations.

Following refinements, the final Master Plan is intended to be presented to the City Council and the County Board of Supervisors for review, approval and adoption in Fall 2014.