







State Route 89/Fanny Bridge Community Revitalization Project

Final

Environmental Impact Report/Environmental Impact Statement/Environmental Assessment California SCH# 2011122013

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ACRONYMS AND ABBREVIATIONS

A Agency Comments

AADT annual average daily traffic

ADT average daily traffic

ADA Americans with Disabilities Act

APE Area of Potential Effects
APM assessor's parcel number
Bdh breast diameter height

CAL FIRE California Department of Forestry and Fire Protection

Caltrans California Department of Transportation
CEQA California Environmental Quality Act
CNEL Community Noise Equivalent Level

CTC California Tahoe Conservancy
DOT Departments of Transportation
EA Environmental Assessment
EIR Environmental Impact Report
EIS Environmental Impact Statement

EX Comment Period Extension Comments

FHWA Federal Highway Administration

FHWA-CFLHD Federal Highway Administration-Central Federal Lands Highway Division

Final EIR/EIS/EA Final Environmental Impact Report/Environmental Impact

Statement/Environmental Assessment

FONSI Finding of No Significant Impact FTA Federal Transit Administration

FTIP Federal Transportation Improvement Program

GHGs greenhouse gases

HACCP Hazard Analysis and Critical Control Point

I Individual Comments

ITS Intelligent Transportation Systems

KOP Key Observation Point

kV kilovolt

Lahontan RWQCB Lahontan Regional Water Quality Control Board

LCD land capacity district

LOS level of service

MMRP Mitigation Monitoring and Reporting Program

Mph miles per hour

NAHC Native American Heritage Commission

Acronyms and Abbreviations Ascent Environmental

NEPA National Environmental Policy Act

NSEF North Shore Export Facility
NSEL North Shore Export Line

NTFPD North Tahoe Fire Protection District
NTPUD North Tahoe Public Utility District

O Organization Comments

PDT Project Development Team

PH Public Hearing Comments

RPU Regional Plan Update

RTP Regional Transportation Plan

RTP/SCS Tahoe Regional Transportation Plan/Sustainable Communities Strategy

SCH California State Clearinghouse
SEZ Stream Environment Zone

SHPO State Historic Preservation Officer

SR State Route

SWPPP storm water pollution prevention plan SWRCB State Water Resources Control Board

T-TSA Tahoe Truckee Sanitary District tourist accommodation unit

TCDA Tahoe City Downtown Association

TCORP Tahoe Coalition of Recreation Providers

TCPUD Tahoe City Public Utility District

TDM travel demand model

TMPO Tahoe Metropolitan Planning Organization

TNM Traffic Noise Model

TNT-TMA Truckee-North Tahoe Transportation Management Association

Transit Center Tahoe City Transit Center or 64-Acre Tract Intermodal Transit Center project

TRI Truckee River Interceptor

TRIA Trip Reduction Impact Analysis
TRPA Tahoe Regional Planning Agency

TSD Truckee Sanitary District

TSM Transportation System Management

TTD Tahoe Transportation District

TTSD Truckee-Tahoe Sanitation District

USFS U.S. Forest Service

VMT vehicle miles traveled

1 INTRODUCTION

1.1 OVERVIEW

This is the Final Environmental Impact Report/Environmental Impact Statement/ Environmental Assessment (Final EIR/EIS/EA) for the State Route (SR) 89/Fanny Bridge Community Revitalization Project, prepared as a joint document on behalf of the Tahoe Transportation District (TTD), Tahoe Regional Planning Agency (TRPA), and Federal Highway Administration, Central Federal Lands Highway Division (FHWA-CFLHD). TTD is the Lead Agency for the Environmental Impact Report (EIR), pursuant to the California Environmental Quality Act (CEQA) (Public Resource Code Section 21000 et. seq.). TRPA is the Lead Agency for the TRPA Environmental Impact Statement (EIS) under the Tahoe Regional Planning Compact, Code of Ordinances, and Rules of Procedure. FHWA-CFLHD is the Lead Agency for the EA in accordance with the National Environmental Policy Act (NEPA) and Council on Environmental Quality's Regulations Implementing NEPA. In its entirety, the EIR/EIS/EA consists of the Draft EIR/EIS/EA (including appendices, published in December 2014) and this final document, which includes public comments and responses to comments.

Addressing seasonal traffic congestion problems around the intersection of SR 89 and SR 28 (the "wye") and Fanny Bridge has long been a concern of TTD, TRPA, the California Department of Transportation (Caltrans), and Placer County, as well as residents, business owners, and visitors in the Tahoe City and West Shore area. Although traffic management strategies have been implemented, congestion has remained at a level that can only be addressed through physical improvements that enhance traffic flow, better accommodate pedestrians and bicyclists, and facilitate on-time performance of transit service. Specifically, an approach is needed to separate vehicular traffic from the heaviest areas of tourist pedestrian activity and address vehicular conflicts. Realignment of SR 89 in the area is identified as part of the TRPA Regional Plan, the Tahoe Regional Transportation Plan (RTP), the TRPA Environmental Improvement Program (EIP), the Caltrans State Route 89 Transportation Corridor Concept Report, and the Tahoe City Community Plan.

This project is included in the Tahoe Metropolitan Planning Organization (TMPO) 2013 Federal Transportation Improvement Program (FTIP) list. It is also considered to be a fiscally constrained project of the Tahoe Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), adopted in December 2012. "Fiscally constrained" means that the costs of the proposed projects, over the 23-year plan horizon of the RTP, are within the reasonably foreseeable revenues of that period and, therefore, the project is prioritized for implementation. In 2013, this project was selected and programmed for construction funding through the Federal Lands Access Program in Fiscal Year 2016, if a preferred alternative is approved by the Lead Agencies following the environmental review process.

On December 19, 2014, TTD, TRPA, and FHWA-CFLHD distributed a Draft EIR/EIS/EA to public agencies and the general public for review and comment. The Draft EIR/EIS/EA evaluated seven alternatives, consisting of six action alternatives (Alternatives 1, 2, 3, 4, 6, and 6a) and one no-action alternative (Alternative 5). Four action alternatives (Alternatives 1 through 4) would result in the construction of a new bridge over the Truckee River and realignment of SR 89 through the 64-Acre Tract, rehabilitation or replacement of Fanny Bridge, bike path realignments, and modifications to the Caltrans maintenance yard. Two action alternatives (Alternatives 6 and 6a) would focus on rehabilitating or replacing the existing Fanny Bridge on the current SR 89 alignment and improving the SR 89/SR 28 intersection at its current location. All action alternatives propose improvements to the wye.

1.2 PURPOSE AND NEED

The primary needs for the project relate to the current traffic congestion and inadequate safety and travel conditions in and around the Fanny Bridge and SR 89/28 wye intersection area. During peak travel periods, vehicle queues are very long and persistent, because of the current configuration of Fanny Bridge and the wye intersection, which contribute to delay caused by bicycle and pedestrian activity very close to travel lanes on

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and around Fanny Bridge. Pedestrian, bicycle, and traffic safety risks from inadequate infrastructure exist related to discontinuity in bicycle paths; absence of pedestrian facilities; and heavy volumes of vehicular traffic, pedestrian activity, and trail use. Also, Fanny Bridge is nearly 90 years old and is approaching the end of its service life. It is in need of substantial rehabilitation or replacement to maintain its long-term structural integrity. Because it serves as the sole vehicular and emergency access and evacuation route across the Truckee River for West Shore residents, Fanny Bridge's deficiency also poses a safety risk to local residents and visitors. By establishing infrastructure that serves all modes of transportation, a walkable and bicycle district would be established that serves users of all ages; promotes efficient, effective transit use; and creates a vibrant and safe commercial area attractive to both residents and tourists. Infrastructure improvements also need to be designed to consider and enhance Tahoe City's unique geographic location as a northern gateway to Lake Tahoe and its historical attributes.

The overall purposes of the proposed project are described as follows.

- Safety and Operations. Improve the safety and operations of the SR 89/28 wye intersection and Fanny Bridge area in Tahoe City for present and future automobile travel demand, pedestrian activity, and trail use.
- ▲ Multimodal Mobility. Improve multimodal mobility in the Fanny Bridge area through the creation of "complete streets" elements to accommodate all modes, including transit, pedestrian, and bicycle travel, while also improving personal auto access.
- Fanny Bridge Integrity. Address the long-term structural integrity of Fanny Bridge through its rehabilitation or replacement.
- ▲ Economic Revitalization. Contribute to the economic revitalization of the local Tahoe City community by enhancing auto and non-auto business access and safety, including delivery of goods and services.

Recognizing the needs and fundamental purposes of the proposed project, it would be intended to achieve the following project objectives:

- reduce overall vehicle delays through improved motor vehicle mobility on the State Highway system, including for commercial access and a better resident and visitor experience;
- improve traffic safety, traffic operations, and emergency access on SR 89 and SR 28, which includes the river crossing (Fanny Bridge) and associated intersections;
- expand emergency access to provide multiple access points across the Truckee River for the Lake Tahoe West Shore communities;
- improve connectivity, reliability, travel times and operations of public transportation modes, including increased mobility and safety for bicycles and pedestrians and more multi-use trail options for crossing Truckee River, including maintaining and/or improving access to the Caltrans maintenance yard;
- improve highway freight mobility to meet local and regional commerce needs;
- address the long-term structural integrity of Fanny Bridge and resolve bridge safety issues;
- protect the cultural and scenic values of Fanny Bridge and the historic significance of the Lake Tahoe Dam;
- make public transportation more effective with better visibility, connectivity, reliability, and travel times;
- ▲ comply with TRPA regional level of service (LOS) criteria;
- enhance community attraction for existing and future economic activity by resolving mobility and safety issues in the Fanny Bridge area;
- ✓ facilitate the creation of a safe and walkable district, with an emphasis on the Truckee River and adjacent land uses that improves Tahoe City competitiveness with other regional and national destinations; and

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1.3 PUBLIC COMMENT

The Draft EIR/EIS/EA was circulated for a 60-day public comment period, from December 19, 2014 to February 17, 2015. The comment period was subsequently extended to March 9, 2015 by TRPA. The Draft EIR/EIS/EA was available for public and agency review online at TRPA's website: www.trpa.org and TTD's website: www.tahoetransportation.org. In addition, paper copies of the document were available at TRPA/TTD offices, Placer County Planning Services, Tahoe City Public Utility District, the Tahoe City Public Library, and the Kings Beach Library. During the review period, three opportunities were provided for agencies, organizations, and the public to comment on the Draft EIR/EIS/EA through the following public hearings:

- January 14, 2015 (9:30 a.m.): TRPA Advisory Planning Commission meeting at 128 Market Street, Stateline, NV.
- January 23, 2015 (9:30 a.m.): TTD Board of Directors Meeting at Granlibakken Resort, 725 Granlibakken Road, Tahoe City, CA.
- January 28, 2015 (9:30 a.m.): TRPA Governing Board Meeting at The Chateau, 955 Fairway Boulevard, Incline Village, NV.

In response to the call for review and comment, approximately 105 comment letters and presentations of oral testimony were received, including eight from public agencies, 14 from stakeholder organizations (including environmental and business organizations), and the remainder from individuals. At the three public hearings, summary notes of public comments were recorded. Many of the comment letters provided some form of recommendation for design or alternative selection and were not specifically related to environmental issues or the adequacy of the environmental analysis.

This Final EIR/EIS/EA has been prepared to: (1) respond to written and oral comments received on the Draft EIR/EIS/EA, and (2) make appropriate revisions to the environmental document consistent with CEQA, NEPA, and TRPA regulations.

1.4 NEXT STEPS IN THE DECISION-MAKING PROCESS

Following completion of the responses to comments and consideration of this final environmental document, TTD and CFLHD staff have identified a preferred alternative from among the alternatives evaluated in the Draft EIR/EIS/EA. This preferred alternative will be presented to the TTD Board and TRPA Governing Board for approval. The Lead Agencies will make the final determinations of the project's effects on the environment with required findings and notices in conjunction with project approval. A preferred alternative has been identified by staff representing the two project management agencies (TTD and CFLHD) and endorsed by staff of the Project Development Team (PDT). Public hearings will be held by the TTD Board and TRPA Governing Board during the meetings when they consider the preferred alternative for approval.

Under CEQA, the EIR must first be certified as adequate by the TTD Board. After certification, the approval process for the preferred alternative will include consideration of the preferred alternative for approval, adoption of CEQA findings for all identified significant impacts, and adoption of a Mitigation Monitoring and Reporting Program (MMRP) for mitigation incorporated into the project. The adoption of findings and MMRP will occur in conjunction with a project approval action. Upon approval of a project, TTD will file a Notice of Determination with the California and Nevada State Clearinghouses that will document the action.

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The Draft EIR/EIS /EA was prepared in accordance with Article VII of the Tahoe Regional Planning Compact, Chapter 3 of the TRPA Code of Ordinances, and Article VI of the TRPA Rules of Procedure. Following the public and agency consultation period, substantive comments relating to the environmental analysis were reviewed and responses prepared. The final environmental document will be presented to the TRPA Advisory Planning Commission, which will make a recommendation to the Governing Board with respect to certification of the proposed final document. The Governing Board will provide an opportunity for comment on the proposed final environmental document at a Governing Board hearing. The Board will then consider taking action to certify the Final EIS and adopt findings (TRPA Code Section 4.4) prior to considering approval of a project alternative.

Consideration of the adequacy of the environmental document and consideration of the SR 89/Fanny Bridge Community Revitalization Project preferred alternative for approval are scheduled to occur at the March 27, 2015 meeting of the TTD Board and the April 22, 2015 meeting of the TRPA Governing Board.

In accordance with NEPA and FHWA regulations, if FHWA CFLHD determines the proposed action does not significantly affect the human environment, FHWA-CFLHD will issue a Finding of No Significant Impact (FONSI) after the TTD Board and the TRPA Governing Board have certified the EIR/EIS/EA and approved the preferred alternative.

1.5 ORGANIZATION AND FORMAT OF THE FINAL EIR/EIS/EA

This Final EIR/EIS/EA is organized as follows.

- ▲ Chapter 1, Introduction, provides an overview of the Final EIR/EIS/EA, project context, and environmental review process and presents a discussion of EIR/EIS certification, issuance of a FONSI, and project approval processes.
- ▲ Chapter 2, Project Alternative Features and Preferred Alternative, describes additional visualization of project design elements, summarizes features of the action alternatives for recreation use of National Forest System lands and related implications on that public use, and describes the preferred alternative identified by staff of TTD and FHWA-CFLHD and endorsed by staff of the PDT.
- Chapter 3, List of Commenters and Responses to Comments, includes a list of all agencies, organizations, and individuals that submitted written or oral comments on the Draft EIR/EIS/EA during the public review period, including the extended review period. Copies of all the comment letters submitted during the public review period (and public hearing comment minutes) are provided. A response is provided to each comment. This chapter also includes a set of master responses addressing comments raised multiple times and/or issues that would benefit from a more comprehensive response than would be provided in a single, focused, individual response.
- ▲ Chapter 4, Revisions and Corrections to the Draft EIR/EIS/EA, presents corrections, clarifications, and other revisions to the Draft EIR/EIS/EA text, including those based on issues raised by the comments on the Draft EIR/EIS/EA or changes initiated by TTD, TRPA, or FHWA-CFLHD staff. Revisions are shown as excerpts from the Draft EIR/EIS/EA text, with strikethrough (strikethrough) text for deletions and underlined (underlined) text for additions. The changes appear in the order of their location in the Draft EIR/EIS/EA.
- ▲ Chapter 5, References, lists references cited in this Final EIR/EIS/EA.

2 PROJECT ALTERNATIVE FEATURES AND PREFERRED ALTERNATIVE

2.1 INTRODUCTION

This chapter of the Final Environmental Impact Report/Environmental Impact Statement/Environmental Assessment (EIR/EIS/EA) expands on the information included in the Draft EIR/EIS/EA and presents the preferred alternative. Project design features and illustrations are included and described in Section 2.2 to provide additional visualization of project design elements included in the Draft EIR/EIS/EA. These illustrations were presented at a public meeting held on February 26, 2015. TRPA subsequently extended the public comment period by 20 days, ending on March 9, 2015. Section 2.3 includes a summary of the features of the action alternatives for recreation use of federal lands and related implications on that public use. Section 2.4 provides a brief summary description of the preferred alternative.

2.2 VISUALIZATION OF PROJECT DESIGN ELEMENTS

Throughout the preparation of the environmental document, the development of alternatives and design concepts of the alternatives have been refined as preliminary engineering progresses. The development of alternatives and project refinements has occurred in response to input from the Project Development Team (PDT, a collaboration of public agency staff members assisting the Lead Agencies in project planning), other interested agencies, and members of the public in an effort to reduce cost, minimize areas of disturbance (temporary and permanent), and to reflect the character of the Tahoe City community. As stated in the Draft EIR/EIS/EA, community outreach and public involvement are key aspects of transportation projects because traffic patterns and congestion can have profound effects on a community and overall quality of life for residents and visitors. The Tahoe Transportation District (TTD), Tahoe Regional Planning Agency (TRPA), and Federal Highway Administration-Central Federal Lands Highway Division (FHWA-CFLHD) have undertaken a broad public outreach and involvement program, which has included the establishment of a Community Review Committee, public meetings and workshops, interviews and informational articles in local news media, e-mail messages to interested individuals, one-on-one meetings, and telephone calls with local stakeholders who could be affected by the project alternatives. The three Lead Agencies have also coordinated ongoing project design refinement with members of the PDT, which includes representatives from the U.S. Forest Service, U.S. Board of Reclamation, California Department of Transportation (Caltrans), Placer County, Lahontan Regional Water Quality Control Board, Tahoe-Truckee Sanitation Agency, and Tahoe City Public Utility District.

Design information has been refined and presented, as it becomes available, to the PDT, public, and decision makers. This is consistent with the information included in Section 1.5 of the Draft EIR/EIS/EA, Next Steps in the Decision-Making Process, which stated that changes and refinements to the project will occur as a result of on-going planning or comments received during the public review period. As stated in the CEQA Guidelines Section 15203, a review period for an EIR does not require a halt in other planning or evaluation activities related to a project. Planning should continue in conjunction with environmental evaluation. Presentation of refined design information included an informational presentation to the TRPA Governing Board on February 25, 2015, as well as a public workshop held on February 26, 2015, to provide an opportunity for the public and PDT to continue the dialogue about project design. The workshop included an aerial view of the project site, still images, street landscape examples, and example design photos to elaborate on proposed design features and aesthetics of the project. The project illustrations are included in this Final EIR/EIS/EA (see Exhibits 2-1, 2-2 and 2-3). The additional material reflects renderings of project elements that were described and addressed in the Draft EIR/EIS/EA and do not provide substantial new information or introduce new project elements, nor do they result in new environmental impacts, increased

severity of environmental impacts, or new mitigation measures. Exhibit 2-1 includes a simulation of the proposed new bridge over the Truckee River and the proposed western roundabout (Alternatives 1 through 3). The simulations include a depiction of the realigned bike trail and Tahoe Rim Trail undercrossing beneath the new bridge and gateway monumentation. Exhibit 2-2 includes a simulation of the proposed roundabout at the wye and a rehabilitated/reconstructed Fanny Bridge under Alternatives 6 and 6a. Exhibit 2-3 includes a simulation of the realigned bike path and proposed new bridge over the Truckee River.



Exhibit 2-1a

Simulation of the Proposed New Bridge over the Truckee River with Realigned Bike Trail for Alternatives 1-3





Exhibit 2-1b

Simulation of the Proposed Western Roundabout and the Proposed New Bridge for Alternatives 1-3





Exhibit 2-2a

Simulation of the Proposed Roundabout at the Wye for Alternatives 1-3, Option 2



Exhibit 2-2b

Simulation of a Rehabilitated Fanny Bridge under Alternatives 6 and 6a



Exhibit 2-3

Simulation of Realigned Bike Path and Proposed New Bridge Over the Truckee River for Alternatives 1-3



2.3 ACTION ALTERNATIVE FEATURES FOR RECREATION USE OF U.S. FOREST SERVICE LANDS

During the public review period, interagency discussion about the project alternatives continued between TTD, the CEQA Lead Agency; TRPA; FHWA-CFLHD, the NEPA Lead Agency; and U.S. Forest Service (USFS), a NEPA Cooperating Agency and National Forest System lands manager of much of the land in the study area. Public use of the USFS lands for outdoor recreation was one of the topics of coordination. As a result of that dialogue, the following narrative has been included in the Final EIS/EIR/EA to summarize the features of the action alternatives for recreation use of National Forest System lands and related implications on that public use. This discussion is intended to supplement the environmental analysis presented in Section 4.13 of the Draft EIR/EIS/EA, so the impacts addressed there are not repeated below. This discussion is also consistent with the impact conclusions reached and disclosed in the Draft EIR/EIS/EA and does not introduce substantial new information.

2.3.1 U.S. Forest Service Land in the Study Area

The USFS lands in the study area include the 64-Acre Tract west of the existing SR 89 and other land east of SR 89 that provides public access to the shore of Lake Tahoe. This discussion considers the full area of USFS land in the study area, including both sides of existing SR 89.

2.3.2 Recreation Use Features of the Action Alternatives

All of the action alternatives (1 – 4, 6, and 6a) were planned in response to specified purposes and project objectives, as listed in Section 1.2 of the Draft EIR/EIS/EA. Consistent with the purpose and several objectives, the alternatives include elements that would create and enhance outdoor recreation opportunities and constraints for the National Forest System lands in the study area.

PERTINENT FEATURES COMMON AMONG THE ACTION ALTERNATIVES

All of the action alternatives have certain recreation features in common. For instance, for recreational trail use, trail connections would be maintained between the study area and all existing trails entering it, including the Tahoe Rim Trail, Truckee River Trail, West Shore Trail, and Lakeside Trail. The existing bicycle/pedestrian bridge over the Truckee River would continue to serve its trail river-crossing function for all action alternatives. Trails would be located on both sides of the river between the vicinity of the wye/Fanny Bridge and the vicinity of the Caltrans maintenance yard improving the user experience by providing a more direct interaction with the Truckee River.

All of the action alternatives would improve pedestrian safety, design, and accessibility on and around Fanny Bridge, whether it would be rehabilitated or replaced. Although these improvements would be close to, but outside USFS land, they would benefit the recreation experience for pedestrians who could also walk onto the nearby National Forest System recreation land. Recreation activities affected would include sight-seeing, leisure walking, jogging, dog walking, and appreciation of the river, dam, and lake. A key element of this feature would be wider areas for pedestrian passage, which would provide more room to keep pedestrians from entering the travel lanes and provide additional refuge from existing safety issues. Also, crosswalk designs would be upgraded to modern safety standards for high-pedestrian-use areas increasing pedestrian visibility and awareness.

Public access to the Truckee River from the USFS land would be similar among all the action alternatives in that visitor parking near the river would be retained; easy walking access to the river bank for kayak and raft launching, fishing, or river appreciation would remain; and on-river recreation opportunities would not be diminished. The bicycle/pedestrian bridge over the Truckee River would also continue to provide valuable visual access to the river and opportunity to appreciate the river corridor and other natural features in and adjacent to the project.

All of the action alternatives provide the opportunity to substantially improve wayfinding and interpretive signage for trail users and recreation visitors, which is an important element given the high number of non-residents that frequent the area. USFS considers enhanced wayfinding and interpretive signage to be a key feature for improving the recreation experience of visitors to the study area. Signage placement and design would be determined in coordination with USFS during design development of the selected alternative, and would be consistent with recent efforts by local agencies to install wayfinding signage that compliments Lake Tahoe's natural environment. Directions to trail connections, recreation resources, and nearby destinations would be identified in signage. Recreation users would be better oriented to the locations of the lake, river, dam, trails, and transit center. Signage design would be coordinated for similar messaging and themes and would meet all USFS design standards. Effective wayfinding design and signage can enhance recreation user experience with a sense of orientation, independence, personal control, interpretation, and comfort, as well as introduce unfamiliar visitors to new and underutilized destinations and amenities.

Trail connectivity and public parking for recreation access would be maintained at all times during construction of any action alternative to avoid disruption of recreation access and use of National Forest System lands. Trails would remain open during the construction period, or detours would be provided if construction activity or safety considerations required temporary closure. The 64-Acre Tract includes a 66-space parking supply for recreation visitors. For Alternatives 1 – 4, construction staging may need to occur on or near these parking spaces. The parking area would be avoided, if feasible. If construction staging or other construction activity cannot avoid displacement of parking used for recreation access, temporary replacement parking spaces would be provided, so that at least the existing 66-space parking supply would be maintained at all times.

RECREATION FEATURES SPECIFICALLY ASSOCIATED WITH ALTERNATIVE 1: NEW ALIGNMENT – EXISTING SR 89 OPEN TO LOCAL TRAFFIC

Recreation features associated with Alternative 1 that are additional to the common features would relate primarily to the implications of constructing the realigned SR 89 within National Forest System lands and the ongoing role of the existing SR 89 as a local-serving, "complete" street that adequately and safely accommodates all modes and users. Realignment of SR 89 would also require modifying alignments of certain segments of existing trails on National Forest System lands. A realigned multi-use trail would be built from the West Shore Trail west to the Tahoe Rim Trail, south of the proposed new SR 89 alignment. It would restore an existing loop of multi-use and hiking trails within the 64-Acre Tract. The West Shore Trail would include an at-grade crossing of the realigned SR 89 on National Forest System lands just west of the eastern roundabout. This section of highway would include a raised median for a safe refuge when trail users cross the highway and facilitate traffic calming within the corridor. Only one travel direction at a time needs to be crossed, which would support trail user comfort and safety, as well as enhance aesthetics in the corridor.

On the west end of the realigned SR 89, next to the river, the Tahoe Rim Trail would cross beneath the river bridge abutment for a safe, grade-separated crossing. The design of the undercrossing would be open along the river side to provide a new river view and an open feeling to allow for users to experience the river more directly (considerably better than a tunnel or "box" culvert undercrossing). Retaining walls along the path entering and exiting the underpass would be constructed as rockeries faced with organic/native materials or textures. Maintaining an opening allows for users to remain visually connected to the river during this part of the trail and would reduce the sense of this location being an added urban highway crossing along the

Tahoe Rim Trail. This constructed undercrossing was added as a design feature to Alternative 1 (and Alternatives 2 – 4, which also include a new Truckee River bridge), because of the importance of providing a safe roadway crossing for Tahoe Rim Trail users, as well as to enhance recreation trail user comfort and experience to the extent feasible recognizing the construction of the new alignment of SR 89 through the 64-Acre Tract. (The undercrossing would also accommodate USFS maintenance vehicles.)

Consistent with the USFS *Plan for the 64-Acre Tract*, adopted October 1986, construction of the realigned SR 89 would utilize approximately 3.2 acres of National Forest System lands in the 64-Acre Tract and would divide the publicly accessible forest (see Section 4.13 of the Draft EIR/EIS/EA). The Tahoe Rim Trail undercrossing and the West Shore Trail at-grade crossing would maintain safe access across the highway between portions of the forest to the north and south. Built on an embankment estimated to be up to 9 feet above existing grade, landscape features would be designed to soften the visual intrusion of the new highway section (see Mitigation Measure 4-14-2, as revised in this Final EIR/EIS/EA). These could include design features, such as restored forest vegetation, stepped rockeries with planting space, or concrete stained/stamped in natural colors and textures compatible with the surrounding landscape, so the realigned portion of SR 89 would result in a less intrusive appearance to forest area visitors. Also, roadway lighting could be embedded in guard rails or low posts, rather than tall standards, to minimize light intrusion. (In addition, further design development may be able to diminish the length and/or height of the embankment as more detail planning and engineering occur for the selected alternative.)

The existing SR 89 alignment would be converted from a state highway to a local-serving, complete street. It is the only action alternative that would both (1) maintain direct motor vehicle access to National Forest System lands from all directions comparable to current conditions and (2) enhance the recreational pedestrian environment for walking between the 64-Acre Tract and lake shore National Forest System lands. The concept of a "complete street" is to improve the design of a street for all travel modes, including pedestrian, bicycle, and transit, not just motor vehicles, as well as all demographics. This design concept would involve narrowing the pavement width in many locations to provide pedestrian refuges, protected onstreet parking spaces, landscaped areas, and adequate room for sidewalks facilitating the creation of a unique recreation and community district. Also, pavement would be striped for a bicycle lane and one motor vehicle travel lane in each direction. The design concept also allows for protected left-turn pockets to improve the safety and comfort of crossing oncoming traffic, which helps maintain easy and direct motor vehicle access, including transit access, to both the 64-Acre Tract and lake shore land. At least three pedestrian crosswalks would be included on the street to connect National Forest System lands on the east and west sides of the street, which, in combination with the reduced traffic volumes and associated conflicts on the now local street, would offer easier recreational pedestrian access between the 64-Acre Tract and the lake shore land than existing conditions. The complete street concept would enhance the attractiveness and comfort level of the recreational pedestrian compared to existing conditions (however, it would not be enhanced as much as the restored, open forest concept in Alternatives 3 and 4, as described below). Access to the existing 16-space parking lot east of the street would be retained to provide a convenient place for visitors to park and walk to the lake shore. This complete street concept would also support lower traffic volumes than the existing state highway, so the risk of pedestrian/vehicle conflict would be substantially reduced.

In addition, as a pedestrian-friendly, landscaped and contemporary-designed street corridor, it would provide a new, valuable resource as a venue for outdoor community events (such as an art festival, farmers markets, craft fair, or holiday activity), if the section of street from south of Fanny Bridge to the eastern roundabout is closed for an event. To close the street, gates may be installed that could be closed to readily create a carfree pedestrian environment for special events. This would enable the community to easily implement special activities using the street. The USFS has indicated support for closing the street during summer weekends to enable flexibility and opportunity for high pedestrian volume time periods and unimpeded access between the 64-Acre Tract and the Lake. This feature of the project could enhance the experience of visitors to the National Forest System lands and associated recreation resources and amenities.

RECREATION FEATURES SPECIFICALLY ASSOCIATED WITH ALTERNATIVE 2: NEW ALIGNMENT – CLOSE EXISTING SR 89 TO VEHICLE TRAFFIC

Recreation provisions in Alternative 2 associated with the SR 89 realignment would be the same as Alternative 1 along the Truckee River, in the Fanny Bridge area, and along the realigned highway across the 64-Acre Tract, including trail crossings and the roundabouts at each end. Also, the physical configuration of the existing SR 89 alignment would be the same as Alternative 1, i.e., modified to a complete street, except that bollards would be installed across the street at the south end of Fanny Bridge to prevent access by motor vehicles over the bridge. Emergency and service vehicles, pedestrians, and bicyclists would be able to cross the bridge.

Although this alternative's name includes the phrase, "Close Existing SR 89 to Vehicle Traffic," the closure would only be at Fanny Bridge. Therefore, vehicle traffic to National Forest System lands south of Fanny Bridge would still be provided, including turning pockets into access drives and the transit center, pedestrian crosswalks, and on and off-street parking for recreation visitors. Vehicle access would be more circuitous, and potentially confusing, for drivers approaching the area from Tahoe City, because they would need to travel south from the wye to the western roundabout, turn left through the 64-Acre Tract to the eastern roundabout, and then turn north to access the National Forest System lands at multiple driveways. Under existing conditions, drivers may more simply and directly cross Fanny Bridge from the wye to access the National Forest System lands via the existing turns off the street. Effective wayfinding signage would be provided to guide visitors driving to use the National Forest System lands in the study area.

RECREATION FEATURES SPECIFICALLY ASSOCIATED WITH ALTERNATIVE 3: NEW ALIGNMENT – EXISTING SR 89 BECOMES A CUL-DE-SAC ON THE SOUTH SIDE OF FANNY BRIDGE

Recreation features in Alternative 3 associated with the SR 89 realignment would be the same as Alternative 1 along the Truckee River, in the Fanny Bridge area, and along the realigned highway across the 64-Acre Tract, including trail crossings and the roundabouts at each end.

The physical configuration of the existing SR 89 alignment would differ from Alternatives 1 and 2. From the wye on the north, it would become a local street across Fanny Bridge ending in a cul-de-sac about 600 feet south of the bridge. From the south, an access drive to the transit center and 64-Acre Tract would be built directly from the eastern roundabout. Between the new cul-de-sac and the access drive, approximately 500 feet of the former SR 89 would be decommissioned, removed, and restored to forest landscape. Also, access to the existing 16-space parking lot serving the lake shore side of the National Forest System lands would be cut off by the cul-de-sac (recognized in Impact 4.13-2 in the Draft EIR/EIS/EA, and requiring mitigation to replace the lost parking area).

From the perspective of recreation use features, this configuration of the existing SR 89 would offer some opportunities. Restoration of a portion of SR 89 to forest would fully open recreational pedestrian access between the 64-Acre Tract and the lake shore land along this 500-foot section of former highway. It would replace a portion of the forest recreation land occupied by the realigned highway. A restored, open forest landscape would provide enhanced recreation user experience in this vicinity, compared to existing conditions.

Vehicle access to the National Forest System lands would be more complicated than existing conditions, similar to Alternative 2, because a circuitous route to the access way into National Forest System lands would be required for drivers approaching the area from Tahoe City. They would need to travel south from the wye to the western roundabout, turn left through the 64-Acre Tract to the eastern roundabout, and then turn north in the roundabout to access the National Forest System lands via the new driveway into the 64-Acre Tract. Direct vehicle access to National Forest System lands along the lake shore from the former SR

89 alignment would be substantially reduced, so some visitors arriving by car would need to walk farther to reach the lake, potentially diminishing user experience.

RECREATION FEATURES SPECIFICALLY ASSOCIATED WITH ALTERNATIVE 4: NEW ALIGNMENT, NO ROUNDABOUTS – EXISTING SR 89 BECOMES A CUL-DE-SAC ON THE SOUTH SIDE OF FANNY BRIDGE

Recreation features in Alternative 4 associated with the SR 89 realignment would be similar to the description for Alternative 1 along the Truckee River, in the Fanny Bridge area, and along the realigned highway across the 64-Acre Tract, including trail crossings, except that no roundabouts would be included and the sweeping curve design would occupy slightly more forest land at 3.4 acres, compared to 3.2 acres for Alternatives 1 – 3. The transition of SR 89 through the 64-Acre Tract would be a sweeping highway curve on the east, leading to a traditional signalized intersection on the west after crossing the river. A recreation implication of this design is the infeasibility of maintaining the full loop trail around the 64-Acre Tract. The section of the loop on the east side of the tract in Alternatives 1 – 3 would not be feasible to maintain in Alternative 4, as currently designed, because there are no controlled intersections or roundabouts to safely locate an at-grade cross walk and a grade-separated crossing would require a substantial additional overpass or undercrossing of the highway.

The physical configuration of the existing SR 89 alignment would differ from Alternatives 1 and 2, and be similar to Alternative 3. From the wye, it would become a local street across Fanny Bridge ending in a cul-desac about 600 feet south of the bridge, like Alternative 3. From the south, an access drive to the transit center and 64-Acre Tract would be built directly from the highway west of the sweeping curve. The intersection would be controlled by a stop sign on the access road. Between the new cul-de-sac and the sweeping curve, approximately 900 feet of the former SR 89 would be decommissioned, removed, and restored to forest landscape. Also, similar to Alternative 3, access to the existing 16-space parking lot serving the lake shore side of the National Forest System lands would be cut off by the cul-de-sac (recognized in Impact 4.13-2 in the Draft EIR/EIS/EA, and requiring mitigation to replace the lost parking area).

From the perspective of recreation use features, this configuration of the existing SR 89 would offer some opportunities. Restoration of a portion of SR 89 to forest would fully open recreational pedestrian access between the 64-Acre Tract and the lake shore land along this 900-foot section of former highway. It would replace a portion of the forest recreation land occupied by the realigned highway. A restored, open forest landscape would provide enhanced recreation user experience in this vicinity, compared to existing conditions.

Vehicle access to the National Forest System lands would be more complicated than existing conditions, similar to Alternatives 2 and 3, because a circuitous route to the National Forest System lands access way would be required for drivers approaching the area from Tahoe City. They would need to travel south from the wye to the western intersection, turn left through the 64-Acre Tract to the access drive, and then turn left (north) at the driveway into the 64-Acre Tract. Direct vehicle access to National Forest System lands along the lake shore from the former SR 89 alignment would be removed, so visitors arriving by car would mostly need to walk farther to reach the lake, which could diminish user experience.

RECREATION FEATURES SPECIFICALLY ASSOCIATED WITH ALTERNATIVE 6 AND 6A: REHABILITATE OR REPLACE AND WIDEN EXISTING BRIDGE WITH A SIGNALIZED (6) OR ROUNDABOUT (6A) INTERSECTION

Alternatives 6 and 6a would not involve construction of a realigned SR 89 across National Forest System lands, and SR 89 would remain in its current alignment. The alternatives would result in a widened Fanny

Bridge to meet current highway design standards and aim to provide an improved pedestrian environment, along with intersection improvements at the wye to improve traffic flow (either with a standard, signalized intersection, as in Alternative 6, or a roundabout, as in Alternative 6a).

The recreation features on and around Fanny Bridge described for Alternatives 1 – 4 would also be included in Alternatives 6 and 6a.

Regarding recreation features of the 64-Acre Tract, for Alternatives 6 and 6a, the trail system and forest recreation area on the tract would be the same as current conditions.

For the National Forest System lands on the lake shore, direct vehicle access would remain under Alternatives 6 and 6a, including the 16-space parking lot; however, this section of roadway would continue to serve as a state highway, necessitating support of the full volumes of traffic traveling through the study area. This condition would be less inviting for pedestrians seeking to cross SR 89 between the 64-Acre Tract and lake shore National Forest System lands than Alternatives 1 – 4, because they would need to contend with substantially longer periods of busy vehicle traffic and wider crossing distances with fewer crossing opportunities to move freely and safely across the state highway.

2.4 PREFERRED ALTERNATIVE

2.4.1 Selection Process for the Preferred Alternative

The selection process for the preferred alternative is described in detail in the TTD and TRPA staff reports, which are provided to the TTD Board and TRPA Governing Board prior to their consideration of the adequacy of the final environmental document and project approval. Staff reports are also made available to the public at www.trpa.org and www.tahoetransportation.org, in the meetings' agenda packet.

This Final EIR/EIS/EA includes a brief summary of the preferred alternative identified by TTD and FHWA-CFLHD staff and endorsed by staff of the PDT. Seven alternatives were described and analyzed in the Draft EIR/EIS/EA. Chapter 4 of the Draft EIR/EIS/EA evaluates these alternatives at an equal level of detail, which is a TRPA requirement for an EIS. The comparative merits of these alternatives are discussed in Section 6.6, Environmentally Superior Alternative, which also contains a discussion of each alternative's ability to meet the project objectives. The Draft EIR/EIS/EA was released for public review and comment during a 60-day period from December 19, 2014 to February 17, 2015. The comment period was subsequently extended to March 9, 2015 by TRPA. Comments on the Draft EIR/EIS/EA are included in this Final EIR/EIS/EA and have been evaluated and considered by the Lead Agencies.

TTD and FHWA-CFLHD staff have identified Alternative 1, Option 2 (roundabout) as the preferred alternative. The identification of Alternative 1 as the preferred alternative is based on review of the environmental document, review of public comments, and discussions among the Lead Agency staff and PDT representatives. A summary of the environmental effects of Alternative 1 is included in Chapter 2, Summary, of the Draft EIR/EIS/EA. As indicated in Chapter 2, Alternative 1 would result in 6 significant, 11 potentially significant, 31 less-than-significant, and 6 beneficial impacts. With implementation of mitigation measures, there would be no significant and unavoidable impacts under Alternative 1. The beneficial impacts described in the Draft EIR/EIS/EA consist of: Impact 4.5-2: Seismic hazards; Impact 4.11-1: Location and distribution of population, employment, and housing in the Region; Impact 4.12-5: Long-term access for emergency services; Impact 4.13-2: Long-term impacts on public access to the Truckee River, recreational trails, 64-Acre Tract, or Fanny Bridge area; Impact 4.15-5: Traffic and pedestrian safety impacts; and Impact 4.15-6: Mobility and operations-related impacts.

Under CEQA, the EIR must first be certified as adequate by the TTD Board. After certification, the approval process for the preferred alternative will include consideration of the preferred alternative for approval, adoption of CEQA findings for all identified significant impacts, and adoption of a Mitigation Monitoring and Reporting Program (MMRP) for mitigation incorporated into the project. The adoption of findings and MMRP would occur in conjunction with a project approval action. Upon approval of a project, TTD will file a Notice of Determination with the California and Nevada State Clearinghouses that will document the action. After certification of the environmental document and approval of a project by the Lead Agencies, subsequent approval actions will be needed by the Placer County Board of Supervisors, Caltrans, and other CEQA Responsible Agencies.

Under the Tahoe Regional Planning Compact, Chapter 3 of the TRPA Code of Ordinances, and Article VI of the TRPA Rules of Procedure, following the public and agency consultation period, substantive comments relating to the environmental analysis were reviewed and responses prepared (see Chapter 3 of this document). The final environmental document will be presented to the TRPA Advisory Planning Commission, which will make a recommendation to the Governing Board with respect to certification of the proposed final document. The Governing Board will provide an opportunity for public comment on the proposed final environmental document at a Governing Board hearing. The Board will then consider taking action to certify the Final EIS and adopt findings (TRPA Code Section 4.4) prior to considering approval of a project alternative.

In accordance with NEPA and FHWA regulations, if FHWA-CFLHD determines the proposed action does not significantly affect the human environment, FHWA-CFLHD will issue a Finding of No Significant Impact (FONSI) after the TTD Board and the TRPA Governing Board have certified the EIR/EIS/EA and approved the preferred alternative.

2.4.2 Summary Description of the Preferred Alternative

The preferred alternative has been identified as Alternative 1, with Option 2 (roundabout) by TTD and FHWA-CFLHD staff. For the preferred alternative, SR 89 would be realigned as a new two-lane segment of roadway that would cross through the 64-Acre Tract. The western end of the new segment would be constructed as a new single-lane roundabout, which would serve as the new SR 89/SR 28 intersection. A new bridge over the Truckee River would be constructed immediately to the southeast of the roundabout on the realigned highway segment. The new alignment would continue east and reconnect to existing SR 89 at a second roundabout near the existing changeable message sign and sled hill (Exhibit 2-4).

The realigned portion of SR 89 would be elevated on an earthen embankment. The design in the Draft EIR/EIS/EA anticipated an embankment height ranging from approximately 3 feet near the eastern roundabout up to 9 feet approaching the new bridge. This design would be considered further to explore reducing the embankment's height and length. Slopes of the embankment would be designed and revegetated to blend it into the surrounding forest. Fanny Bridge would be rehabilitated or replaced to address its long-term structural integrity and resolve safety issues.

The existing section of SR 89 between Fanny Bridge and the eastern roundabout would be relinquished by the state to Placer County and become a local street. Through traffic would be allowed. It would be designed as a "complete street," to equally serve multiple travel modes (motor vehicle, bicycle, pedestrian). Traffic calming and aesthetic features would be installed within this section of roadway (e.g., reduced speed limit, bulb-outs, landscaped areas, raised landscaped median, on-street parking, sidewalks, street lighting, benches, etc.). As a locally controlled street with a contemporary, complete-street design, it could be temporarily closed for community events.

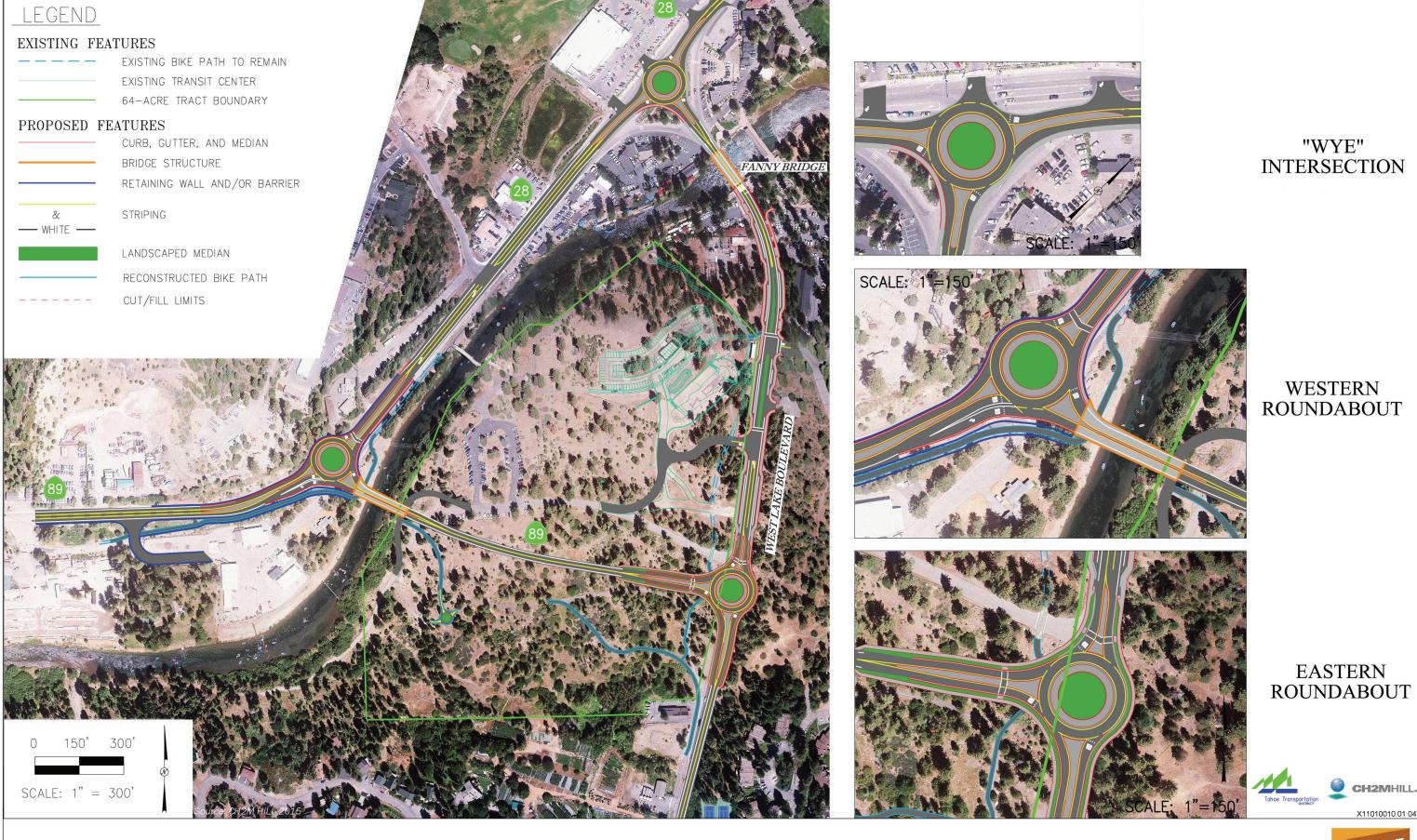


Exhibit 2-4

WYE INTERSECTION MODIFICATIONS

Under Alternative 1, Option 2, a roundabout would be constructed at the existing wye intersection with expanded landscaping and gateway features. In addition to the roundabout, business access would require minor modifications associated with consolidation and/or reconfiguration of ingress/egress driveways.

WAY-FINDING SIGNAGE

Alternative 1 would include improved way-finding signage to indicate to drivers the direction to Truckee, Tahoe City, and South Lake Tahoe and to provide enhanced directional guidance to trail users. Signs would be placed near all entry points to the roundabouts. Signs for gas, food, lodging, public transportation, hiking trails, and other tourist amenities would direct travelers toward Tahoe City attractions and businesses. In addition, the entrance into the Tahoe City Transit Center (Transit Center) would be realigned to allow for bus and vehicle access approximately 240 feet north of the eastern roundabout. Trail signage would direct users to local destinations and other trail connections.

MODIFICATIONS TO THE CALTRANS MAINTENANCE YARD

The primary ingress and egress to the Caltrans maintenance yard (i.e., Caltrans Tahoe City Maintenance Station) would be relocated from the northeastern end of the maintenance yard to a modified entrance at the western end. The profile of the new western entrance would be raised approximately 10 feet higher than the existing conditions, and a wall may be constructed at the existing entrance to prohibit access. Fuel tanks, pumping facilities, and a pole barn would be demolished and relocated within the maintenance yard. In addition, the entire area between the new driveway and SR 89 would be used as storage for snow or other materials.

REALIGNMENT AND REPLACEMENT OF THE TRUCKEE RIVER INTERCEPTOR

The preferred alternative includes installation of new manholes and relocation and associated replacement of the Truckee River Interceptor (TRI) sewer line either beneath or around the western roundabout (or signalized intersection) at the western end of the new SR 89 alignment. Additionally, the North Shore Export Line would also be modified to accommodate the relocation of the TRI sewer line. Flow monitoring equipment would also be relocated to one of the new manhole locations. This relocation would be completed within existing disturbed areas (e.g., within the roadway cross-section) and would be sized to maintain the existing flow capacity.

MULTI-USE TRAIL REALIGNMENT

Portions of the existing multi-use trails on the project site would be realigned as part of implementation of the preferred alternative, as described below.

■ Beginning at the McClintock Building on SR 89, north of Granlibakken Road, the existing multi-use trail (West Shore Trail) would turn west onto a new alignment for 580 feet south of the realigned highway. It would then rejoin the existing trail and continue toward the Truckee River. At the river, the trail intersect and join with the Tahoe Rim Trail, then shift closer to the river and go underneath the new Truckee River Bridge before intersecting an existing trail near the existing recreational parking lot. The design of the bridge undercrossing would be open on the river side. The existing trail, which runs parallel to existing SR 89 between the McClintock Building and the Transit Center, would remain. The segment of multi-use trail along existing SR 89, between the Transit Center and Fanny Bridge, would be converted to sidewalk to provide complete-streets elements for a safe and inviting walkable district. Bicycles would be directed to use a new Class II bike lane on the former SR 89, which would be relinquished by Caltrans and

designated as a local Placer County street. The combination of existing trails, realigned trail segments, and Class II lane on the newly local, complete street would maintain the existing trail loop around the 64-Acre Tract, providing access to the forest, Truckee River, Fanny Bridge, Transit Center, and lake shore area.

Beginning to the east of the Tahoe City Lumber/Ace Hardware entrance on SR 89, the existing Truckee River Trail would be shifted slightly south toward the Caltrans maintenance yard, and would cross the entrance to the maintenance yard at grade. At the new Truckee River Bridge, the multi-use trail would go under the new bridge and join the existing trail on the north side of the Truckee River near the existing bicycle/pedestrian bridge. The undercrossing of the new highway bridge would be designed to be open on the river side. The existing segment of trail between the new Truckee River Bridge and the existing bicycle/pedestrian bridge would be realigned slightly and upgraded to current design standards. Please see Chapter 3 in the Draft EIR/EIS/EA for a complete description of Alternative 1.