Lassen OSV Plan Released

Lassen National Forest has released the details of its new snowmobile management plan, and it is good news for backcountry skiers and showshoers. The new plan enlarges the McGowan Lake non-motorized area, closes to motorized use three areas that currently have non-motorized trails, and creates two new non-motorized areas. The total percentage of Lassen Forest open to snowmobiles will be reduced from 84% to 73%, a modest but significant gain.

The McGowan Lake non-motorized area will be enlarged by 4,570 acres and stretch from the southern boundary of Lassen National Park to Highway 36. Current non-motorized trails at Colby Mountain, Lake Almanor, and Eagle Lake will now be inside areas closed to snowmobiles. The Butte Lake area between the northeast corner of the National Park and Highway 44 will be closed, as will the Fredonyer-Goumaz area west of Susanville between Highways 36 and 44. Both of these last two areas will contain at least one designated motorized trail to provide connectivity between groomed snowmobile trails.

Lassen was the first of five national forests in California to undertake environmental analysis of snowmobile grooming pursuant to the settlement of a lawsuit by Snowlands Network, Winter Wildlands Alliance, and the Center for Biological Diversity. A second lawsuit by WWA removed the exemption of winter travel from the 2005 Travel Management Rule, so all forests must now designate where over snow vehicles (OSVs) are allowed and where they are prohibited.

The five forests affected by the first lawsuit combined trail grooming and OSV use designation into a single plan, and Lassen is the first to issue a draft decision. We are still waiting for alternatives and draft environmental impact statements from Tahoe, Stanislaus, Eldorado, and Plumas.

While the Lassen plan is a positive step for non-motorized recreation, there were some problems with its derivation and implementation. If these problems are corrected in future planning efforts, we can anticipate even better results. The first problem was that the environmental impact statement did not present a full range of alternatives. The Forest Service originated two alternatives, with 84% and 80% of the forest open to snowmobiles. Snowmobilers submitted an alternative with 83% open, and Snowlands and WWA submitted one with 73% open. The four alternatives together span a small range of possibilities. There should have been an alternative analyzed with no more than 50% open, for comparative purposes at least.

The second problem is that the Travel Rule requires each forest to designate areas and routes that are open to snowmobiles, and areas not designated as open will be closed. This is known as the “closed unless designated open” model. Lassen has taken the opposite tactic of designating closed areas, with all other areas open, or “open unless designated closed.” In simply designating which areas to close, Lassen has not explained why the open areas qualify for Continued on page 2
If it is not one thing it is another; the work at Snowlands never stops. Sometimes I think the volunteers are just like the Energizer Bunny. They just keep on going.

Snowlands, in conjunction with Winter Wildlands Alliance and the Center for Biological Diversity, sued the Forest Service, and, as a result, the Forest Service agreed to do winter travel management on five forests in California: Tahoe, Eldorado, Stanislaus, Lassen, and Plumas. Next, it was the excruciating task of developing a detailed alternative for each forest that would be included in the environmental analyses. Then we had to respond to each Forest as they asked for more information and told us what was “out of scope”. Eventually, Lassen NF issued a draft environmental impact statement, which needed more comments.

It has now been five years since we began this process, and recently Snowlands saw a draft of the first “final” environmental impact statement to come out of the process; it is for Lassen National Forest. Lassen proposes to designate some of the lands non-motorized in winter that Snowlands stated were critical to the future of backcountry skiing and snowshoeing on the Lassen. But they left out some critical lands, and there are procedural errors related to the document. Snowlands and Winter Wildlands Alliance are therefore still involved with winter travel management on the Lassen (see the article on page 1 for more details).

Soon we will begin to see more draft EISs from the other four forests, plus an initial scoping from Lake Tahoe Basin Management Unit, which is also doing winter travel management planning. We have a long way to go before winter travel management is completed on these forests.

If you support our efforts on your behalf, then I urge you to make a donation before the end of the year. All our little Energizer Bunnies will need new batteries.

Lassen (from page 1)

cross-country travel under the Travel Rule, which requires planners to consider damages to forest resources, harassment of wildlife, and conflicts with other users. A forest is supposed to analyze each area being proposed for OSV use and consider how each area designated as open will minimize the impact of snowmobiles on the environment. Lassen did not do this.

A third problem is that Lassen designated an area for OSV use that is larger than a ranger district. The Travel Rule for winter use as published in 2015 is explicit that any area designated for OSV use is “A discrete, specifically delineated space that is smaller, and, except for over-snow vehicle use, in most cases much smaller, than a Ranger District.” Leaving most of the forest open to snowmobiles resulted in an open area that is 51% of the forest, which is larger than any of the three Ranger Districts in Lassen NF.

Snowlands and Winter Wildlands submitted objections to the draft decision based on these and other concerns. While we are generally satisfied with the draft decision, we think that the Forest Service should do a better job in the four remaining forests currently undergoing OSV planning projects and also for other forests in the future. Therefore, we intend to keep up the pressure on the Forest Service as these projects continue, and your help will be needed. The Forest service has requested additional time to address our objections, which is a positive sign that might indicate they are getting serious about complying with NEPA regulations and the Travel Rule.

Please read about our involvement with winter travel management on national forests on the Snowlands website at www.snowlands.org/wtm

For the last 13 years, Snowlands Network has been hosting screenings of action sports films from the Banff Mountain Film Festival. The events have become very popular and provide a much-needed source of funds for our work.

Our fall film screenings, called Radical Reels, were held this past September in Reno, NV, and Los Altos, CA. The films included two great ski films, one of powder skiing in Japan and the other of using a hot air balloon to access otherwise inaccessible slopes in the Austrian Alps. There was also some fantastic skateboard footage using paragliders to descend unimaginable slopes.

In addition to snow sports there were three amazing films about mountain biking in Moab, Utah, on some remote rocks in Namibia, and in the Dolomites in Italy. Another film featured a kayaking competition over a breathtakingly beautiful waterfall in Mexico. Climbing and hiking were also represented with a story of the struggles of a young woman to climb El Capitan and a fun jaunt across the Isle of Man.

For those of you who have yet to experience these fantastic adventure films we have our annual Banff World Tour film event coming up February 23 and 24 in Redwood City, CA. These showings will include the best action sports films from the current Banff Mountain Film Festival. Similar to the Radical Reels screenings, the films usually cover a cross-section of human powered sports. In addition the World Tour includes general human-interest films like a family who makes their living harvesting ice in the Andes Mountains or the changing lives of nomadic herders in Mongolia.

Check our website for information about the upcoming festival. Ticket sales will start the beginning of January.

www.snowlands.org/events
Winter Travel Management  By Bob Rowen

For years, Snowlands and its members have painstakingly urged the Forest Service to review snowmobile restrictions. This is now happening. The national forests in Region 5 (which includes the Sierra Nevada) are leading the Forest Service implementation of the new winter travel management rule – the rule that requires management of over-snow motorized use under the same general principles that apply to wheeled vehicle use.

This is a critical time for addressing skier – snowmobile conflicts in California and far western Nevada. The process will be over in a few years, and at that point it is unlikely the Forest Service will again review snowmobile restrictions for another twenty years.

Snowlands Network has been centrally involved in this effort, including our unique right to propose alternatives that several of the forests must consider in this process. Your participation – by submitting comments to the Forest Service in person or in writing – has been and continues to be critically important as well. The Forest Service does listen – though they also listen to snowmobile advocates. Thus, it is so important that each of our members participate.

Our primary objective has been to ensure that there is a fair range of accessible areas where one can recreate in a clean and quiet environment. As illustrated in the Lassen National Forest, this objective can sometimes be met without significantly limiting snowmobile recreation. In other areas, the conflicts are more intense and can be resolved only by prohibiting snowmobiles from areas that are also important to the snowmobile community. In these areas, shared use is not practical. Shared use effectively becomes single use because motorized vehicles displace non-motorized users. This concept is so established – recognized in many areas besides over-snow recreation, that it really should need no further explanation. In those situations, the Forest Service must choose among the different voices, opinions, and proposed resolutions, because – without intending to be melodramatic – it is either us or them. It’s not that the Forest Service doesn’t listen...it’s that they must choose between one or the other...and they do not like to choose. This is why it is so important that our members individually speak up in each case where we seek snowmobile prohibitions.

In addition to advocating for a total prohibition of snowmobiles from some areas, we have also consistently and vigorously sought lesser restrictions when appropriate – such as restricting snowmobiles to designated routes or designating some areas and trails as suitable only for new-generation clean and quiet snowmobiles (as is the case in Yellowstone National Park.) Other management techniques, less restrictive than a total prohibition, include temporal restrictions (alternate weeks, for instance) or providing snowmobile corridors through otherwise closed areas, allowing snowmobiles to reach more distant lands where they impact fewer users. Unfortunately, the Forest Service has not embraced all these ideas, perhaps unnecessarily (and unintentionally) exacerbating the conflict between motorized and nonmotorized uses.

In several respects, we are making substantial progress. Many of the national forests are seriously considering new closed areas where nonmotorized recreation opportunity is important and the area cannot be realistically shared with snowmobiles. This will continue to be our critical focus as the forests in the central Sierra progress in their winter travel management planning. Our website provides specific detail on the area closures we are seeking in the Sierra Nevada and southern Cascades.

We have also seen more subtle changes in Forest Service attitudes. For instance, the Forest Service has recently recognized that its traditional tool for addressing recreation opportunity – its recreation opportunity spectrum (ROS) mapping – does not adequately deal with the circumstances in winter or the objectives of winter recreation users. For instance, the traditional ROS mapping system does not take into account winter road closures that limit access to Wilderness and other primitive areas. (We have been arguing this point for years.) In the Inyo, Sierra and Sequoia National Forests, the Forest Service planners are looking at the differences between winter and summer recreation opportunity – and trying to create a “winter ROS” map for each forest – in advance of actual winter travel management. This is an important intermediary step which can increase Forest Service awareness of the concerns of the winter nonmotorized user.

Other national forests in the Sierra Nevada and southern Cascades are well along in their winter travel planning (subpart C). The Lassen National Forest was the first to apply the new subpart C rule and has adopted most of Snowlands’ recommendations for new area closures in its decision (see accompanying story on page 1.) Snowlands has also submitted alternatives in each of the Plumas, Tahoe, Eldorado, and Stanislaus forests and the Lake Tahoe Basin. These management units are in various stages of responding to Snowlands’ alternatives, and, when they do, your comments will be critical in influencing their final decision.

To be most effective, comments should be submitted at the appropriate times. Generally, after the Forest Service takes an action (such as preliminary “scoping”, issuance of a draft proposal, or issuance of the final proposal), the public is given up to 60 days to comment or object. It is likely that the Tahoe and Eldorado National forests will issue their draft plans, and the Lake Tahoe management unit will introduce its preliminary “scoping”, soon. We will keep you informed through email alerts and alerts on our facebook page.

This is and has been a very long process. But the process is now in its final stages, and, once restrictions are imposed, they will improve opportunities for clean and quiet recreation for the future – for us and our children. The nature of the

Continued on page 5
Inyo, Sequoia and Sierra National Forest Land Management Plan Revisions

The Inyo, Sequoia, and Sierra National Forests are revising their Land Management Plans (also called “forest plans”). These plans provide the framework for how the forests are managed, including recreation, timber production, fire management, wildlife, and resource protection. The plans will likely be in effect for the next twenty years.

In August, the three forests jointly issued a Draft Environmental Impact Statement, and each forest simultaneously issued a Draft Revised Land Management Plan along with supporting documents. The three forests are the first in the Pacific Southwest Region (Region 5) to revise their forest plans under the new 2012 Planning Rule, which is designed to involve the public more in plan development and assessment.

The plans say little about winter recreation, but will form the groundwork for winter travel management. After the Land Management Plans have been revised, each forest is required to designate where over snow vehicles are allowed or prohibited according to the 2005 Travel Rule, which was revised in 2015 to make OSV use designation mandatory. However, there is no schedule for completion of the OSV projects. Inyo started an OSV designation project earlier this year, but suspended it to wait until after the revision of its land management plan has been completed.

One aspect of the forest plans that will affect subsequent travel management is the generation of a Recreation Opportunity Spectrum (ROS) map for each forest. The ROS map categorizes each area of a forest by the amount of development in that area and the type of experience a forest visitor can expect there. The categories range from the undeveloped Primitive through the increasingly developed categories of Semi-Primitive Non-motorized, Semi-Primitive Motorized, Roaded Natural, Rural, and Urban. These categories can be either an inventory of current conditions on the forest or a management goal for how the forest intends its land to be used for recreation. Use designation projects, such as those for OSVs, are supposed to be consistent with the ROS map. Therefore, despite the fact that the Land Management Plans do not designate motor vehicle usage, those interested in recreation must still pay attention to the plans and their included ROS maps.

One problem with the ROS model is that most designations are oriented towards summer conditions. In winter, buildings, trails, and roads become buried in snow, and the recreation opportunity tends toward the less-developed portion of the spectrum. What might be Roaded Natural in the summer can become effectively Semi-Primitive in the winter. Summer Primitive and Semi-Primitive areas become inaccessible for most when access roads are unplowed. For this reason, some forests will publish separate ROS maps for summer and winter use.

Inyo, Sequoia, and Sierra only published one ROS map each, for both summer and winter. In conversations at some of the public meetings, Forest Service personnel admitted the short-comings of this approach and indicated that they would be developing a separate ROS map for winter for the Final EIS.

Another issue addressed by the forest plans that might affect winter recreation is that of recommended wilderness. While only Congress can designate federally-protected Wilderness areas, Forests can recommend land suitable for such designation and manage those lands to protect their wilderness characteristics until Congress acts. For example, motor vehicles are typically not allowed in recommended wilderness areas.

The Inyo/Sequoia/Sierra DEIS contains four different alternatives, and one of the major differences between them is the amount of recommended wilderness they contain. Alternative A is the No-Action alternative and does not add any recommended wilderness areas. Alternative B, the Proposed Action, adds 37,039 acres of recommended wilderness in four areas, all in Inyo NF and all adjacent to existing Wilderness, with no additions in Sequoia or Sierra. Alternative C would add 743,076 acres of recommended wilderness spread out over all three forests. Finally, Alternative D, like Alternative A, would add no new recommended wilderness areas (Alternative D addresses fire management and habitat restoration through mechanical treatments.)

In deciding which of these alternatives to support, the Snowlands’ Board was split. Some on the Board wanted to support Alternative C because of its large area of recommended wilderness. Others on the Board felt that some of the areas recommended in Alternative C were not true wilderness areas, and that wilderness-appropriate management would be too restrictive and impact recreation uses such as mountain biking and rock climbing. Conservation groups such as The Wilderness Society and the Sierra Club are supporting Alternative C and even saying it does not go far enough and leaves out some areas deserving wilderness status. Other groups more oriented toward recreation, such as the Outdoor Alliance, have reservations on some of the specific areas included in Alternative C and do not support any specific alternative.

In the end, Snowlands decided not to support any of the existing alternatives, but suggested the final plan should fall somewhere between Alternatives B and C with regard to wilderness recommendations. Our comments also recommended the development of a separate winter ROS map, a non-motorized corridor surrounding the Pacific Crest Trail, a minimum snow depth of 18 inches for cross-country OSV travel, a plan for monitoring recreation user conflict, and a schedule for performing winter travel management.
**Winter Travel Management (continued from page 3)**

process – which is designed to foster the greatest public awareness and involvement – requires that public comments be submitted and resubmitted at several stages. But the process has begun, the process is really, really happening, and this is a critical time for skiers to be heard – as well as others who see value in preserving areas for clean and quiet in winter.

Your comments can propose specific restrictions, or specific areas of concern, or simply describe your values and concerns. The Forest Service does listen – but they hear from all perspectives. We will have the greatest success if the greatest numbers of our members speak up in this process and convey the importance to each individual of greater snowmobile restrictions.

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**Giant Sequoia Grooming Plan**

Sequoia National Forest has issued a decision on grooming snowmobile trails within the Giant Sequoia National Monument (GSNM) through the 2020-2021 season. Grooming will occur on 170 miles of roads within the Monument, which is less than the 230 miles groomed in the past.

There are two problems with this decision.

- **Over snow vehicle (OSV) travel within the Monument is restricted to existing roads, with no open riding allowed.** Open riding is allowed in parts of Sequoia NF outside of the monument. All existing roads are supposed to appear on the Motor Vehicle Use Map (MVUM) for GSNM. No roads may be added to the Monument unless they “further the purpose of the Monument.” OSV recreation is not listed as a purpose of the Monument in the Presidential Proclamation that created the monument.

- **Sequoia is intending to groom 2.3 miles of roads that do not appear on the MVUM.** The roads in question are located west of the Western Divide Highway (M107) near Ponderosa. These roads connect the snowmobile trails south of Ponderosa to the trails north of State Highway 190 ending at the summit of Jordan Peak. Sequoia now says that these old roads were inadvertently left off of the MVUM map and is proposing adding them back.

The second problem is that the decision is not based on an environmental analysis (EA) as required by the 2005 Travel Rule as modified in 2015. That rule requires Forests to consider impacts on forest resources, wildlife, and conflicts with other users when designating where snowmobiles are allowed. Instead, the Sequoia supervisor is invoking Categorical Exclusion “Subsection 4. Repair and maintenance of roads, trails, and landline boundaries.” [36 CFR 220.6(d)(4)].

This is precisely the issue over which Snowlands, Winter Wildlands Alliance, and the Center for Biological Diversity sued the Forest Service in 2011. In a settlement, the Forest Service, which had been using categorical exclusions to avoid preparing environmental impact statements for snowmobile grooming for decades, agreed to perform EA for grooming on five California forests (see articles on Lassen and Winter Travel Management in this issue). The settlement did not apply to Sequoia or GSNM, and, once again, the Forest Service is declining to do environmental analysis as required by the Travel Rule.

Snowlands is working with Winter Wildlands and Sequoia Forestkeeper to decide upon an appropriate response to this decision.

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**Featured Tour: Devils Dance Floor**

The tour to Devils Dance Floor begins at the popular Crane Flat Trailhead in Yosemite National Park, but for half the distance you will likely find yourself alone. Furthermore, the more than 13 miles round trip to the granite “dance floor” gives no indication of what you will encounter at the summit. The panorama from the summit beats that of Dewey Point and challenges Glacier Point for sheer beauty. The Clark Range stands out most prominent to the east. Closer at hand and below is Yosemite Valley. And there is more, too.

Reaching Devils Dance Floor is a combination of many miles of easy terrain along roads and broad, gently sloping ridges, combined with three steep sections. First is a gradual climb up Tioga Pass Road to Gin Flat, then rolling along Tamarack Campground Road as it winds through timber, rocks, and small knobs, then a gradual descent on a board ridge, and finally the more difficult final 3/4-mile to the end.

But the crux of the tour is the navigation. Once you leave the security of the visible roads you must navigate along very broad, wooded ridges with no landmarks either nearby or in the distance. At the right point you must leave the ridge and tackle the steep ups and downs.

In foul weather navigation along the broad ridges is solely by dead-reckoning, unless you have a GPS. Regardless, why spend all the time and energy and not be able to enjoy the scenery from the summit.

For a map of the route, a mile-by-mile log, and additional information, see the Backcountry Ski Tours website:

http://tinyurl.com/bcst1311

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*Approaching the summit of Devils Dance Floor (Jim Gibson)*
Your visits on national forest snow can offer more than revitalizing aerobics and shimmering inspiration! As an enthusiast, or rather a citizen enamored of public snowscapes, you experience the national forest when it is both scarcely monitored and thinly patrolled. This especially true for federally-designated Wilderness, which the Forest Service may not patrol with snowmobiles unless chasing an intruder. As a result, your observations, from Sno-Parks to trails to the remote backcountry, take on extra significance.

Using Snowlands’ simple online report form, forest visitors can easily and quickly make a record of problems encountered on the national forest, particularly those arising from snowmobile misuse. Snowlands Network then directs your report to the proper authorities. Your online report thus informs land managers and Snowlands’ advocacy efforts as well. Authorities receive information they would not otherwise be aware of, and Snowlands gains an ever more detailed picture of where, and how, and how often snowmobiles are impacting forest resources and visitors.

Snowlands’ online system makes reporting easy and thorough by using checkbox prompts to cover the range of impacts that motor vehicle excesses can deliver to forest lands throughout the snow season. Last season, for example, from November to April, Snowlands received 11 separate Backcountry Experience Reports from six different reporting witnesses. Reported snowmobile impacts included excessive noise and odors, rutted hazardous and unattractive snowscapes, trampled vegetation, gouged soil, disturbed wetlands, wilderness trespass, illegal OSV use in restricted non-wilderness areas, OSV intrusion on the Pacific Crest Trail, and ruination of ski tracks and established lanes of pedestrian access.

So far this season, we’ve already received two reports from the Tahoe Meadows area revealing unlawful OSV staging and entry at the origin of Relay Station road (17N85), the first half-mile of which is closed to snowmobiles. (The OSV restriction on 17N85 appears on LTBMU’s “Snowmobile Guide” and map available on the web at http://tinyurl.com/ltbmuosvguide).

The errant snowmobile motorists chose to disregard a long-standing restriction at Relay Station Road because they were unwilling to wait for enough snow to accumulate at the Highway 431 location authorized for OSV entry. Now that the Forest Service has been forewarned that the higher snow line is prompting OSV violations here, we are hoping that the authorities will take measures to preserve the dedicated pedestrian access and protect the vulnerable, thinly-covered high country from OSV trampling.

These examples make clear the value of sharing your snowcountry observations via Snowlands’ Backcountry Experience Reporting System. Visit the following URL to submit your report: www.snowlands.org/report
Member Survey: Wilderness

Snowlands recently emailed an invitation to our members and supporters to participate in an opinion survey about federally-designated Wilderness and whether or not they support adding additional areas to the nation’s inventory of protected wilderness. The results of the survey are in.

We were prompted to send out this survey while formulating our response to the recent revision of the land management plans for the Inyo, Sequoia, and Sierra National Forests. We needed to decide which, if any, of the four alternatives in the Draft Environmental Impact Statement to support.

One important difference in the alternatives was how much land would be recommended as federally-designated Wilderness. (See the article Inyo, Sequoia and Sierra National Forest Land Management Plan Revisions on page 4 of this issue.) Briefly, Alternative B proposed 37,039 acres of new recommended wilderness all in Inyo NF, while Alternative C proposed adding 743,076 acres spread out over all three forests. Alternatives A and D proposed none.

Conservation proponents favored Alternative C, with some saying it doesn’t go far enough and leaves out some areas deserving of Wilderness designation. Recreation proponents warned that some of the areas being considered are not true wilderness, and that the restrictions required by Wilderness designation might adversely impact some existing recreation uses.

For example, one of the areas being considered for wilderness recommendation is the Golden Trout Wilderness Addition, which contains a popular rock-climbing area called the Needles. Climbers use power drills to place and maintain numerous fixed anchors in this area, something that would not be allowed if the area became a federal Wilderness.

The Snowlands Board of Directors was unsure where our members would stand on this issue. Our membership surely includes many summer mountain-bikers and rock climbers who might oppose wilderness designation of their favorite areas. On the other hand, wilderness designation is the most effective way of protecting natural areas and prohibiting motor vehicle recreation. The trade-offs between protection and recreation are not always clear-cut, and we wanted to hear your opinion on this issue so that we could best represent your interests in the future.

We received 122 responses to our survey. The opinions were strongly in favor of wilderness designation, even in those cases where recreational opportunity might be affected. The results are displayed in the charts, below. You may also view the results of the survey by following this link:

http://tinyurl.com/wildsurvey2016

Thanks to everyone who took the time to respond to our survey. Snowlands will continue to advocate strongly for wilderness designation for backcountry snow areas.

Survey Question Results

Of the four alternatives listed in the DEIS, and focusing primarily on the difference with regard to the amount of new recommended wilderness for each alternative, which of the four alternatives do you support? (Alternative A is the no-action alternative containing no new wilderness recommendations.)

Which of the following statements most accurately describes your opinion about federally-designated wilderness areas?
As you can tell from the articles in this newsletter, the past year has been a busy one for Snowlands Network. We have presented our proposals for improving accessibility, range, and environmental quality for winter human-powered sports across a large portion of the snow-covered regions of California to the Forest Service. We have worked with environmental organizations and other user groups to try to get the best proposals for both our uses and the protection of the lands and resources that we value.

We are now looking for you, our supporters, to step up and do your part to help support our organization so that we can continue to represent your interests. Most of our advocacy work is done on a volunteer basis but there are outreach, fundraising, legal, and administrative functions that need your financial support to enable us to continue to work on your behalf.

Many of you have been loyal supporters for many years and will be receiving mailed requests for your continued support, which we greatly appreciate. For those of you who have yet to give, please consider making as generous a contribution as you can afford by going to our website now at

www.snowlands.org/donate

Thank you and best wishes for a fantastic snow season!