## Payette Lakes Ski Club

Little Ski Hill and Bear Basin Nordic Center Master Development Plan



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ACCEPTED BY: DATE:	ACCEPTED BY:	DATE:
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# CHAPTER 1. INTRODUCTION

Little Ski Hill and Bear Basin Nordic Center are community-oriented recreation centers that support the outdoor recreation hub of McCall, Idaho. Little Ski Hill (LSH) is an alpine ski area orientated toward servicing the community with a surface lift. Bear Basin Nordic Center (BBNC) offers classic and skate Nordic skiing and snowshoeing on groomed trails. Both LSH and BBNC are operated by Payette Lakes Ski Club (PLSC), a local nonprofit organization run by a volunteer board of directors whose mission and vision are to service the community and provide broad offerings of community centered programming and activities.

#### 1. THE PURPOSE OF THIS DOCUMENT

This Master Development Plan (MDP) is intended to act as a guiding document for the two ski areas operated by the PLSC: Little Ski Hill (LSH) and Bear Basin Nordic Center (BBNC or "Bear Basin"). PLSC has engaged in a thorough, structured process and applied their mission-oriented strategic vision to create a comprehensive plan for the next decade. This process is shown in Illustration 1.

The ski areas are located entirely on National Forest Service lands. Each mountain resort in the United States on National Forest System (NFS) lands must obtain a United States Forest Service (USFS) Special Use Permit (SUP) to operate on public lands. Forest Service SUPs require the preparation of a Master Development Plan (MDP) that identifies the existing and desired conditions for the resort, as well as proposed improvements on NFS lands within the SUP boundary.

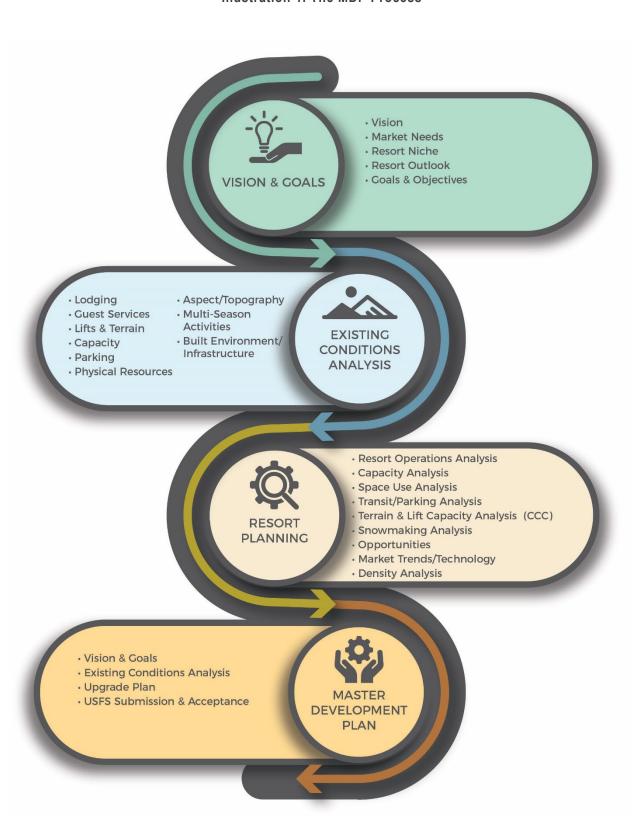
This MDP fulfills this requirement and provides future direction for improvements at PLSC—ensuring both a balance of facilities and a wide variety of amenities affording an exceptional recreational experience in a manner which is sustainable to the business, operations, and the surrounding environment. This MDP provides a thorough assessment of existing operations and facilities and identifies a comprehensive plan for future improvements to the resort.

Forest Service acceptance of this document as a planning tool for PLSC does not imply authorization to proceed with implementation of any of the projects that are identified herein. All projects identified within this MDP will require site-specific environmental analysis and approval per the National Environmental Policy Act of 1970 (NEPA) before they can be implemented. This MDP is intended to be a dynamic document, which may be amended periodically to reflect innovations in facilities and recreation.

## Planning + Design Nomenclature

Throughout this document, text highlights (like this one) have been included to explain the various planning and design concepts that are utilized throughout the MDP process. Further descriptions and explanation of these concepts may be found in the Design Criteria Appendix.

#### Illustration 1. The MDP Process



#### B. BACKGROUND

#### 1. LOCATION

BBNC and LSH are located primarily in Adams County, Idaho, with small portions of both recreation areas located in Valley County. LSH and BBNC operate on land administered by McCall Ranger District of the Payette National Forest (PNF) under the same Special Use Permit (SUP). The permit for LSH allows operations within a specific area, the boundaries of which are specified in Figure 4. The LSH SUP area incorporates an 80-acre exclave of the PNF. Bear Basin also operates on USFS lands. The terms of the SUP for BBNC permits Nordic and snowshoe operations over 725 acres, with up to 25 kilometers of trail in the permit area. The current permit terms do not allow BBNC to operate during the summer. Summer trails in the Bear Basin area are managed and maintained by the McCall Ranger District.

#### HISTORY

Little Ski Hill has been an integral part of the McCall skiing experience since 1937, when it was built as a winter diversion for the local community. The area soon became very popular with residents of McCall, and many in the community skied at "The Hill." The first lift at the ski area was a sled-like contraption on a cable system. This device stood until 1953, when it was replaced with a platter lift. The platter was replaced with a haul T-Bar in 1970. After 50 years, the T-Bar was again replaced in 2020 with a modern, high-capacity T-Bar system designed by MND.

Soon after the creation of Little Ski Hill, a racing team, the Mighty Mites, formed. This organization, which was made up mostly of youth ages 12 and under, is still going strong to this day. Because of the popularity of Little Ski Hill and its youth ski programs, numerous local skiers who learned to ski or ride at LSH have gone on to represent the Town of McCall in collegiate, national, and Olympic competitions.

Bear Basin Nordic Center was established in 2005, following the loss of many of McCall's existing Nordic trails to private development. In the ensuing decade, BBNC's popularity has exceeded expectations.

#### 3. SKI AREA SUMMARY

The ski areas operated by the Payette Lakes Ski Club provide McCall and Valley and Adams Counties with "World Class Fun and Hometown Vibes." Little Ski Hill has been a community fixture for McCall since it was built over eight decades ago. Since then, LSH has played an important role in introducing children in McCall to winter sports and providing healthy outdoor recreation during the often-severe western Idaho winters. LSH also provides the only night skiing in or near McCall.

Bear Basin Nordic Center is a more recent addition to the McCall recreation mix and has quickly become a vital outdoor resource for the community. Bear Basin provides safe and challenging winter recreation for residents of McCall and the surrounding area.

Table 1. Little Ski Hill and Bear Basin Nordic Annual Visitation

Season	LSH Skier/Rider Visits (guests)	Season Length (months)	BBNC Visits (guests)	Season Length (months)
2022/23	15,000	3	12,000	4
2021/22	12,000	3	10,000	4
2020/21	9,000	3	10,000	4
2019/20	4,500	2	9,000	4
2018/19	5,000	3	7,000	4
2017/18	6,000	3	7,000	4
2016/17	4,800	3.25	7,000	4
2015/16	5,000	3.25	7,000	4
2014/15	4,100	1.75	7,000	4
2013/14	3,700	2.5	7,000	4
AVERAGE	6,910		8,300	

Note: The 2019/20 season was shortened due to the COVID-19 pandemic.

#### C. PLAN VISION AND GOALS

The Payette Lakes Ski Club is a nonprofit, mission-driven organization run by an all-volunteer board of directors. The visions and goals of Little Ski Hill and Bear Basin Nordic Center derive from the mission of their parent organization.

### Payette Lakes Ski Club Mission

The Mission of the Payette Lakes Ski Club is to provide an affordable, accessible, sustainable recreation and community facility which provides a full spectrum of recreation programs and services for the community while reducing any financial barriers to participation.

In the coming decade and beyond, LSH and BBNC will continue to act as PLSC's "full-spectrum winter recreation facilities," serving downhill skiers, snowboarders, snowshoers, snow bikers, and Nordic skiers. At the same time, the PLSC will engage in projects which ensure the facilities' sustainability, affordability, and accessibility to the community it serves. PLSC hopes to further expand the area in the coming years to continue its mission of getting people to enjoy the outdoors. To this end, PLSC has defined the following four core goals for LSH and BBNC: never turn a child away, expand winter programs, emphasize sustainability for future generations, and offer broad community centered programming and activities. Each goal is discussed in depth below.

#### 1. Never Turn a Child Away!

PLSC wants to expand the After School Program so that all youth in their community, can
participate in the ski and snowboard program. Each year PLSC has to limit the program's
enrollment due to building capacity, transportation, and parking limitations. PLSC's goal is
to provide outdoor winter recreation to any and every child who wishes to participate and
exercise outdoors during the long mountain winters experienced in the West Central
Mountains.

#### 2. Expand Winter Programs!

• The club's goal to expand programs offered to the community will include terrain park activities, competitions and lessons, community adult race leagues, increased training time and space for our local race teams, skiing and snowboarding lessons for all ages and other recreational opportunities. [The] current program offerings at LSH and BBNC cover a wide range of winter activities, but these programs are all currently running at capacity and unable to accommodate any new community members who wish to participate. [PLSC's] goal is to increase and improve [their] offerings in lessons and competitions in winter sports.

#### 3. Sustainability for Future Generations!

• [PLSC seeks to] expand [their] current operations and programs, over time and space [to] ensure not only increased access but also sustainability for future generations. For 80 years, the PLSC, a non-profit organization, has taught the youth in McCall and outreaching communities the enjoyment of winter recreation. The programs have been sustainable through registration fees and fundraising and will continue to do so. PLSC will continue seeking additional revenue generating, mission forward ventures such as expanded evening programming, educational programming, summer venue rental and summer operations geared towards community events and getting community members recreating outdoors.

#### 4. Broad Offerings of Community Centered Programming and Activities

PLSC seeks to provide an inviting, enjoyable and functional community space which
allows for a broad range of activities. PLSC's facilities host programming for other
community organizations such as the beacon park, OEC refresher space, Smokejumper
meeting and training space, and many more groups have used our facility for our entire
community to enjoy.

### D. SUMMARY OF THE UPGRADE PLAN

The Upgrade Plan, detailed in Chapter 3 and illustrated in Figures 7, 8 and 9, aligns the next decade of work at Little Ski Hill and Bear Basin Nordic Center with the mission of the Payette Lakes Ski Club by implementing projects that will help the ski areas fulfill the four core goals of the organization.

#### 1. LIFTS

- Construction of new beginner rope tow or carpet adjacent to the existing lodge and existing parking lot at Little Ski Hill
- Construction of a secondary lift from near the existing lodge to the summit via the Chute 2 area

#### 2. TERRAIN

- Little Ski Hill
  - o Glading or clearing of area east of Race Run to create new tree-skiing terrain or groomed run
  - o Renovation of ski jump on Chute One run
  - Construction of dirt jumps on Outback run to decrease the amount of snow needed to open the Terrain Park

#### Bear Basin Nordic Center

- Construction of Nordic infill trails within existing permit boundary
- Continuing ground improvement on existing Nordic trails to provide better, safer skiing in lowsnow conditions
- Expansion of the permit boundary for development and construction of additional Nordic, snowshoe, and winter fat tire bike trails
- Permit amendment to increase the kilometers of trail allowed under the terms of the permit and increase the total acreage authorized for the BBNC operation
- Formalizing a connector trail between BBNC and LSH in order to reduce the duplication of
  equipment needed to operation each recreation area. This connector trail would require a suitable
  solution for the necessary highway crossing.

#### 3. GUEST SERVICES

- Little Ski Hill
  - Expansion of parking
  - o Renovation or expansion of lodge
  - o Improvements to lodge: restrooms, lockers, kitchen facilities, offices
  - o Construction of an additional patrol outpost at top of existing lift
- Bear Basin Nordic Center
  - o Installation of small shelters or picnic tables around the area to create rest locations
  - Additional trailhead and parking expansion
  - A permanent guest service facility structure

#### 4. UTILITIES

- Little Ski Hill
  - Construction of snowmaking infrastructure
  - Construction of new maintenance and storage facility

#### 5. SUMMER OPERATIONS

- Little Ski Hill
  - O Construction of downhill mountain bike and flow track
  - Construction of amphitheater near existing lodge
  - o Installation of obstacle training course
  - o Additional community-centered summer activities and operations

# CHAPTER 2. EXISTING CONDITIONS

This chapter contains discussion and analysis of existing facilities at Little Ski Hill and Bear Basin Nordic Center. Completion of a thorough ski area inventory is the first step in the master planning process and involves the collection of data pertaining to LSH and BBNC's existing facilities. This inventory includes lifts, trails, base area structures, guest services, parking, operations and mountain roads, as well as other ski area functions and activities. This analysis allows for a comparison of the ski area's existing facilities to those facilities identified through the MDP process that will help meet the goals and mission of PLSC. This inventory helps identify shortcomings and opportunities to correct those shortcomings. Chapter 3 provides strategies for accommodating all underlying needs identified during the inventory of existing conditions.

The overall balance of the existing ski area is evaluated by calculating the capacities of various facility components and then comparing these capacities to the ski area's current design capacity. This examination of capacities helps to identify the strengths, weaknesses, opportunities and constraints of PLSC's existing operations. The next step is the identification of improvements that would modernize and upgrade existing facilities. This, in turn, will assist PLSC in meeting the needs of its community and fulfilling its mission. Accomplishing these objectives will result in quality outdoor recreation experiences. The examination of existing facilities in this chapter corresponds with Figures 2, 3, 5 and 6.

It should be noted that trail designations, distribution and density analyses for Nordic areas are necessarily subjective to better serve the needs of the local community. Therefore, analyses for the daily capacity and space use are calculated differently for BBNC. Establishment of persons at one time (PAOT) is required as per Section I.G. of the SUP. PAOT, by definition, is the number of guests accommodated by a resort, at-one-time, which affords a high-quality experience and helps ensure sound stewardship of the land. In essence, PAOT is a guest population which is serviceable by the resort (i.e., attendance level where operations remain functional and optimal). Because parking effectively caps visitation at BBNC, daily capacity and other capacities will be based on a calculation of BBNC's parking capacity.

#### A. SUMMARY OF THE EXISTING GUEST EXPERIENCE

Little Ski Hill and Bear Basin Nordic Center are small, community-oriented winter recreation locations that focus on providing accessible winter recreation for McCall and McCall's immediate surroundings. PLSC's permit only allows for winter operations at Bear Basin, and the only summer use of LSH is brunch Saturday through Monday, Memorial weekend to Labor Day weekend and the occasional event held at the lodge for various functions. There is a distinct absence of summer opportunities such as outdoor education, mountain bike skills classes, interpretive hikes and many other opportunities.

The winter experience at LSH is characterized by youth and family activity. LSH is the only ski area in McCall that offers night skiing, and during the week, kids and adults in the community make use of this unique feature. LSH opens at noon, later than many ski areas, but stays open until 8:00 p.m. seven nights per week. This facilitates the operation of after-school programs and afterwork outdoor recreation. LSH has had to cap ASP enrollment due to capacity limitations and is seeking to expand capacity to better fulfill the mission of getting any child on the hill who wished to ski or snowboard.

The winter experience at Bear Basin is characterized by remote, low-density recreation. BBNC keeps trails open from dawn until dusk and currently caters to Nordic skiers and snowshoers. In the summer, BBNC's SUP area contains several mountain biking, equestrian and hiking trails maintained by the Forest Service for summer recreationists.

## B. EXISTING LIFT NETWORK

Little Ski Hill currently operates one surface lift, an MND T-Bar installed in 2020. This lift follows the lift line up the western side of LSH, adjacent to *Main Run*. The T-Bar has a capacity of 1,200 persons per hour (pph). This lift is in excellent condition.

Table 2. LSH Lift Specifications | Existing

Lift Name, Lift Type	Top Elev. (ft.)	Bottom Elev. (ft.)	Vertical Rise (ft.)	Slope Length (ft.)	Avg. Grade (%)	Actual Cap. (pph)	Rope Speed (fpm)	Carrier Spacing (ft.)	Lift Mfg./ Year Installed
T-Bar	5,587	5,193	395	1,998	20%	1,200	590	59	MND/2020

Source: SE Group

## C. EXISTING TERRAIN NETWORK

#### 1. LITTLE SKI HILL

LSH's existing terrain network encompasses approximately 27 acres of traditional, cleared ski trail and ski-ways, in addition to 45 acres of managed and unmanaged wooded areas. The ski trail network includes trails ranging from beginner to advanced. However, the top of the T-Bar does not serve any beginner terrain. Therefore, first-time skiers must either walk or have another person pull them up the beginner run *Lift Access Road* adjacent to the existing lodge until they are comfortable enough on skis to ride a T-bar surface lift and attempt the novice terrain on *Outback*. This experience is suboptimal, as it forces skiers and riders who are least familiar with their equipment to hike uphill to learn to ski. This conflicts with PLSC's mission, as it limits the accessibility of the sport to new skiers and riders. For further details on individual trails, refer to Table 3.

Table 3. LSH Terrain Specifications | Existing

Trail Name	Top Elev. (ft.)	Bottom Elev. (ft.)	Vertical Drop (ft.)	Slope Length (ft.)	Avg. Width (ft.)	Slope Area (acres)	Avg Grade (%)	Max Grade (%)	Skier/ Rider Ability Level
Race Run	5,533	5,248	284	1,126	199	5.2	26%	41%	Intermediate
Get Back Road	5,272	5,237	34	567	27	0.4	6%	9%	Novice
Lift Access Road	5,249	5,186	63	1,451	21	2.5	4%	11%	Beginner
Chute 2 Lower	5,242	5,235	6	84	84	0.2	7%	16%	Novice
Chute 2 Upper	5,454	5,244	210	659	72	1.1	34%	44%	Intermediate
Lo Lodge Face	5,258	5,233	25	151	135	0.5	17%	20%	Novice
Hi Lodge Face	5,348	5,261	87	255	196	1.1	36%	38%	Intermediate
Main Run	5,576	5,194	382	1,942	152	6.8	20%	28%	Low Int.
Outback	5,484	5,189	296	1,581	213	7.7	19%	25%	Novice
Terrain Park	5,577	5,485	91	538	115	1.4	17%	19%	Novice
The Chute	5,440	5,245	194	676	41	0.6	30%	46%	Advanced
Total				9,028		27.4			

#### a) Terrain Variety

LSH does not have as much terrain variety as the typically market because the topography of the SUP area cannot accommodate it. Nevertheless, LSH maintains a terrain park as well as groomed ski runs that appeal to community members of a variety of skill levels. In addition, LSH maintains glades between several of the existing runs and on most of the east face.

#### b) Terrain Distribution by Ability Level

A terrain distribution analysis was completed for the 27 acres within LSH's developed terrain network. As shown in Table 4 and Chart 1, the ideal skier ability breakdown at a given ski area is 5% for beginner, 15% for novice, 25% for low intermediate, 35% intermediate, 15% advanced and 5% for expert. Due to LSH's topography and role as a community mountain focused on teaching new skiers/riders and developing intermediate skills, the terrain distribution at LSH does not need to match the ideal skier ability breakdown associated with typical ski areas but is used for comparison purposes.

At LSH, there is an absence of expert-level terrain and shortages of advanced, intermediate and low intermediate terrain. Due to LSH's slope gradient, it is not possible to provide this terrain within the existing SUP. The total absence of expert terrain is acceptable for LSH given PLSC's mission-oriented priority of providing affordable, easy to access beginner and intermediate skiing and for the community to enjoy outdoor recreation.

While beginner terrain at LSH is roughly aligned with the skiing and riding market, this terrain is inaccessible directly from the existing lift network without first skiing or riding more advanced terrain, as described above. LSH should make it a priority to ensure that new skiers are able to access beginner terrain using the lift network. There is a moderate excess of novice terrain compared to the ideal skier ability breakdown, but this is acceptable given the community-oriented goals of LSH. With the excess of novice terrain, the deficit in low intermediate terrain should be addressed if possible to facilitate progression to higher ability levels.

## **Ability Level**

There is a difference between the ski run ability level ranking approach used in this document and the approach used by U.S ski areas on their trail map and on-mountain trail signs. The established approach used at ski areas around the country is to set the ranking relative to that area – i.e., the easiest runs at that ski area are signed as green circles and the most difficult are signed as black diamonds, the intermediate runs being blue squares.

SE Group uses a different approach as part of the Master Planning process and in this document. Terrain rankings in Master Plan Documents are aimed at comparing the terrain available at a given ski area to the overall skier market. Using various criteria, including maximum sustained gradient, run width, sightlines, and others, SE Group makes an internal determination of which ability level each run falls into. This helps determine if there are opportunities to appeal to a broader range of skiers.

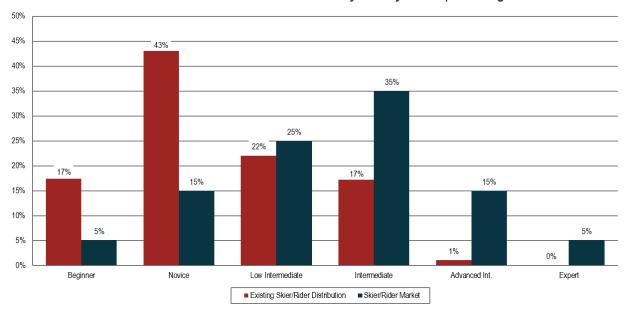
SE Group also uses six categories of ability level, as opposed to the standard three used by most mountain recreation areas. From that data, terrain capacity and ability level distribution by capacity are determined by multiplying terrain acreage by an assigned density. These numbers are then compared to the skier market, to determine surpluses and deficiencies of terrain by ability level as compared to the overall skier market.

Table 4. LSH Terrain Distribution by Ability Level | Existing

Skier/Rider Ability Level	Trail Area (acres)	Skier/Rider Capacity (guests)	Skier/Rider Distribution (%)	Skier/Rider Market (%)
Beginner	2.5	75	17%	5%
Novice	10.1	182	43%	15%
Low Intermediate	6.8	95	22%	25%
Intermediate	7.4	74	17%	35%
Advanced	0.6	5	1%	15%
Expert	0	0	0%	5%
TOTAL	27.4	431	100%	100%

Source: SE Group

Chart 1. LSH Terrain Distribution by Ability Level | Existing



#### 2. BEAR BASIN NORDIC CENTER

Cross country skiing and snowshoeing trails at BBNC encompass a variety of terrain and provide dispersed winter recreation opportunities for cross country skiers and snowshoers of all levels. Of the approximately 15 miles of trail available at BBNC, approximately 13 miles, or 87%, is designated for cross country skiers, while approximately two miles or 13% is designated for other users, primarily snowshoeing. A breakdown of trails by recreation type and mile is shown in Table 5.

Difficulty designations are determined by PLSC. The recommended distribution of trail by difficulty designation is highly dependent on the local market. However, most Nordic ski area operators agree that the bulk of visitors are of intermediate ability, with beginners and advanced skiers forming the tail ends of an ability bell curve. It is also important to consider that an advanced skier will cover more ground in a visit than a beginner skier, which skews the trail distribution by ability level to the advanced end of the curve. Another consideration is the location of the terrain—beginner terrain needs to be immediately accessible from the lodge or trailhead, so the skier does not need to navigate any difficult trails to access that terrain. Advanced trails, on the other hand, can be further from the trail network access point.

PLSC and Payette Lakes Ski Patrol (PLSP) have created a Nordic ski patrol program at Bear Basin which provides incident response on busy weekends and provides trailhead information services. There has been an expressed need for places for skiers to stop to eat lunch or take in the view throughout the existing ski tracks. There are also few markers or locations for injured skiers to wait off the trial for ski patrol responders.

The local biathalon team has a need for a dedicated training site that includes a shooting range and a sanctioned biathalon course. PLSC plans to address this need and create this at BBNC.

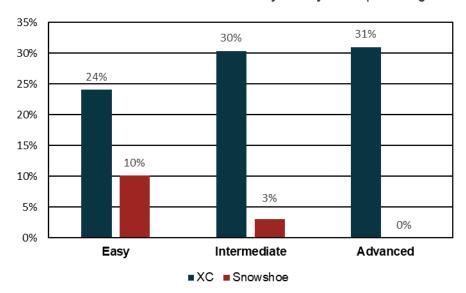
Terrain distribution, shown in Chart 1, seems to satisfy the Nordic skiing community. However, the beginner trails are difficult to access from the existing parking lot and the community has expressed interest in expanding the trail network at BBNC to include more snowshoe trails and allow for fat bikes. To provide a good Nordic experience, trails must be groomed on a regular basis. Since these requirements are different for snowshoe and fat bike tracks and because the impact to groomed tracks are different between Nordic skiers and snowshoers/fat bikers, it would be ideal to separate these user groups on separate trails.

Nordic skiing continues to gain popularity and BBNC is seeing a full parking lot on most weekends. Vehicles will park on Club Hill Boulevard and create congestion which creates many potentially dangerous situations. In addition, the intersection of Highway 55 and Club Hill Boulevard has limited sight to oncoming traffic creating a dangerous intersection. Parking expansion and or relocation will help mitigate these issues.

Table 5. BBNC Trail System | Existing

Trail Name	Trail Difficulty	Trail Type	Length (mi.)
BBNC Access	Easy	XC	0.1
Beckworth Cutoff	Easy	Snowshoe	0.1
Big Bear	Intermediate	XC	0.8
Caitlin's Climb	Advanced	XC	1.1
Camas	Intermediate	XC	0.6
Flying Squirrel	Advanced	XC	0.4
Francoise Payette	Easy	Snowshoe	0.4
Fur Rendezvous	Easy	Snowshoe	0.5
George Drouillard	Intermediate	Snowshoe	0.6
Jim Beckworth	Easy	Snowshoe	0.2
John Colter	Easy	Snowshoe	0.2
Just Right	Easy	XC	1.8
Lyle's Loop	Intermediate	XC	1.9
Mack's Loop	Advanced	XC	1.3
Moon Ridge	Advanced	XC	0.6
Moon Ridge Cutoff	Advanced	XC	0.1
Polar Express	Intermediate	XC	1.4
Scott's Loop	Advanced	XC	1.3
The Meadows	Easy	XC	0.8
Ursa Minor	Easy	XC	0.8
Total			15.0

Chart 2. BBNC Trail Distribution by Ability Level | Existing



### D. EXISTING CAPACITY ANALYSIS

Ski area planning relies on determining the design capacity. This does not indicate a maximum level of visitation or a "cap" on visitation, but rather the number of visitors that can be "comfortably" accommodated on a daily basis. The capacity represents a daily guest population around which all ski area functions are balanced. The designed capacity is a planning parameter that is used to establish the acceptable size of the primary facilities of a ski area: ski lifts, ski terrain, guest services, restaurant seats, building space, utilities, parking, etc. For a more detailed description of the methodology used to calculate capacity, as well as its limitations, refer to Appendix A.

#### 1. CAPACITY ANALYSIS

A detailed calculation of Little Ski Hill's existing capacity was completed based on the T-Bar at LSH. The capacity is calculated at 270 guests.

Table 6. LSH Capacity | Existing

Lift	Slope Len.	Vertical Rise	Actual Cap.	Oper. Hrs.	Misloading/ Lift Stoppages	Adj. Cap.	VTF/ Day	Vertical Demand	Design Capacity
	(ft)	(ft)	(pph)	(hrs)	(%)	(pph)	(000)	(ft/day)	(guests)
T-Bar	1,998	395	1,200	7.00	10%	1,080	2,984	10,881	270

At Bear Basin Nordic Center, the daily capacity is calculated by a determination of available parking capacity throughout the day. This is done by considering the average number of guests in each car, the available parking spots, and the length of the average stay. Assuming an Average Vehicle Occupancy (AVO) of 2.5 and 43 available parking spaces, there is a PAOT of 108 guests. To calculate the daily capacity, a turnover rate was included to account for multiple waves of guests arriving throughout the day resulting in the daily capacity of BBNC is 323 guests.

Table 7. BBNC Daily Capacity | Existing

	Total
Guest Parking Spaces	43
Employee Spaces	2
Average Vehicle Occupancy (AVO)	2.5
Guests Parking At-One-Time	108
Hours of Skiing (daylight)	9
Average Length of Stay (hours)	3
Daily Capacity	323

## E. EXISTING GUEST SERVICES FACILITIES, FOOD SERVICE SEATING & SPACE USE ANALYSIS

#### 1. GUEST SERVICES

Guest service facilities constitute an essential component of the recreation experience at ski areas. These areas provide visitors with shelter from the elements, bathrooms, food and beverages; the capacity of these facilities is important in understanding whether the needs of visitors are being met.

## **Space Use Planning**

To provide a balanced ski experience, sufficient guest service space should be provided to accommodate the existing recreation area design capacity. The distribution of the design capacity is used to determine guest service capacities and space requirements at base area and on-mountain facilities. The design capacity should be distributed between each guest service facility location according to the number of guests that would be utilizing the lifts and terrain associated with each facility.

In addition to distributing the design capacity amongst the base area and on-mountain facilities, guest service capacity needs and the resulting spatial recommendations are determined through a process of reviewing and analyzing the current operations to determine specific guest service requirements that are unique to the ski area.

Little Ski Hill's existing guest services are solely located at the base area lodge, up the hill from the base of the T-Bar. All on-mountain food services, ticketing operations, ski school operations and locker space are located in this moderately-sized two-story building. The lodge is partially uninsulated which is inefficient and costly to warm. Ski patrol also operates out of the existing base lodge and uses snowmobiles to access skiers and riders in need of aid on the hill. It is not ideal to always rely on snowmobiles to access guests in need. Space is tight in the lodge, and it would be beneficial to have another ski patrol facility on the top for more efficient operations. There is a need for additional restroom in the base area closer to the T-bar are previously envisioned in the 2011 Little Ski Area Improvements Decision Memo. Vault toilet located near the bottom terminal of the T-Bar were previously approved. Currently there are bathrooms at Little Ski Hill located within the lodge. Bear Basin Nordic Center currently provides minimal services. There is a single warming hut at the primary trailhead and main parking lot. BBNC guests rely on nearby Payette National Forest vault toilets.

Little Ski Hill's current guest service facility is lacking space for ticket sales which creates congestion at the single register at the food counter. Currently, patrons must all wait in the same line whether they are getting passes or purchasing food. The current lodge lacks sufficient administrative facilities to allow for efficient operation of the PLSC organization. PLSC relies on a combination of home offices and on-site offices. Staff often utilize personal office supplies and equipment to conduct business due to the lack of all required resources and storage in one location. Relocation of the current ski patrol room to a lower-level facility would open space for both ticketing and administrative operations.

## **Recreation Area Service Space Functions**

<u>Restaurant Seating</u>: All areas designated for food service seating, including: restaurants, cafeterias, and brown bag areas. Major circulation aisles through seating areas are designated as circulation/waste, not seating space.

Kitchen/Scramble: Includes all food preparation, food service, and food storage.

<u>Bar/Lounge</u>: All serving and seating areas designated as restricted use for the serving and consumption of alcoholic beverages. If used for food service, seats are included in seat counts.

<u>Restrooms</u>: All space associated with restroom facilities (separate women, men, and employees).

Guest Services: Services including recreation information desks, kiosks, and lost and found.

<u>Adult Ski School</u>: Includes ski school booking area and any indoor staging areas. Storage directly associated with ski school is included in this total.

<u>Kid's Ski School</u>: Includes all daycare/nursery facilities, including booking areas and lunch rooms associated with ski school functions. Storage and employee lockers directly associated with ski school are included.

Rentals/Repair: All rental shop, repair services, and associated storage areas.

Retail Sales: All retail shops and associated storage areas.

<u>Ticket Sales</u>: All ticketing and season pass sales areas and associated office space.

<u>Public Lockers</u>: All public locker rooms. Any public lockers located along the walls of circulation space are included, as well as the two feet directly in front of the locker doors.

<u>Ski Patrol/First Aid</u>: All first aid facilities, including clinic space. Storage and employee lockers directly associated with ski patrol are included in this total.

<u>Administration/Employee Lockers & Lounge/Storage</u>: All administration/employee/storage space not included in any of the above functions.

#### 2. SPACE USE ANALYSIS

Table 8 compares the current space use allocation of the guest services functions at Little Ski Hill to industry norms for a ski area of a similar market orientation and regional context. The recommended ranges are determined based on LSH's capacity of 270 skiers and riders, plus an additional 5% for non-skiing or riding community members.

One important note about LSH's guest service space. While the table suggests that LSH has an excess of square footage dedicated to locker space compared to peers, many local youth in after school skiing programs store all of their equipment in the locker space for the entire season. Therefore, even though an entire floor of the lodge is dedicated to lockers for youth in afterschool programs, LSH reports that it continues to experience a shortage of lockers. Future lodge upgrades should take this into account.

As shown in Table 8, there is a significant need for additional guest service space at Little Ski Hill. The lack of guest services space strains operations on busy and peak days and detract from the guest experience. LSH currently does not have dedicated space for retail sales, bar/lounge, adult/kids ski school, and employee lockers. By not providing space for these service function, LSH is challenged to properly service guests. Additionally, indoor space for children's ski is an area LSH could use more room to support PLSC's mission of providing accessible outdoor education to the community. As a mountain that caters to lower ability level skiers and riders, providing adequate space for both their learning and lodge experiences can help facilitate a better guest experience which promotes the sport further.

At Bear Basin, there is a temporary seasonal warming structure that is set up each winter season for BBNC guests. Also included in BBNC's space use analysis are the NFS vault toilets located within Bear Basin's parking area, which are utilized by Nordic guests. BBNC's space use is detailed in Table 9. Recommended ranges for Nordic skiing are not available; however, it is recommended space for a warming hut for skiers to gather indoors, as well as some space for grab-and-go F&B and ticketing. On both tables 8 for LSH and 9 for BBNC below, any guest service function without an attached square footage implies that PLSC currently has no dedicated space for this function.

Table 8. LSH Space Use | Existing

Camilaa Funation	Eviation Tatal (Sm. 54)	Recommer	nded Range
Service Function	Existing Total (Sq. Ft.)	Low	High
Ticket Sales/Guest Services	90	60	70
Public Lockers	650	180	220
Retail Sales	-	130	160
Bar/lounge	-	380	460
Adult Ski School	-	100	120
Kid's Ski School	-	190	240
Restaurant Seating	1,200	890	1,090
Kitchen/Scramble	360	380	470
Rest rooms	384	510	600
Ski Patrol	202	100	120
Administration	90	130	160
Employee Lockers/Lounge	-	50	60
Storage	32	140	210
Circulation/Waste	374	420	620
TOTAL SQUARE FEET	3,282	3,660	4,600

Source: SE Group

Note: Little Ski Hill currently does not have dedicated space for retail sales, bar/lounge, adult/kids ski school, administration and employee lockers. These service areas share space with kitchen/scramble square footage.

Table 9. BBNC Space Use | Existing

Service Function	Existing Total (Sq. Ft.)				
Ticket Sales/Guest Services	-				
Public Lockers	-				
Retail Sales	-				
Bar/lounge	-				
Adult Ski School	-				
Kid's Ski School	-				
Restaurant Seating	-				
Kitchen/Scramble	-				
Rest rooms	224				
Ski Patrol	-				
Administration	-				
Employee Lockers/Lounge	-				
Storage	-				
Circulation/Waste	616				
TOTAL SQUARE FEET	840				

Note: Bear Basin Nordic Center is a small temporary warming hut with no services.

#### 3. FOOD SERVICE SEATING

Food Service seating at Little Ski Hill is located at the main lodge at the base of the hill. There is no food service, nor food seating at Bear Basin Nordic Center.

Unlike most ski areas, LSH opens every day at noon, and many skiers and riders will have already eaten lunch.

Nevertheless, it can be assumed that most skiers and riders will use the lodge to get ready, warm up, or have hot chocolate and food. Therefore, the design capacity plus 5% was included in the seating calculation. Even with the higher number of community members served per seat, there is a small shortage of seats available. LSH's demand for seating may be more disbursed compared to a typically concentrated lunch

Table 10. LSH Seats | Existing

	Lodge
Design Capacity + 5% other guests	284
Average Seat Turnover	4
Existing Seats	60
Required Seats	71
Difference	-11
Existing Seating Capacity	240

time. However, LSH does experience busy times right before programming starts or competitions or events are being held. Based on existing design capacity, it is calculated that LSH should have 71 seats compared to the 60 seats available. Sometimes this shortage is more pronounced when non-skiers or parents are in the lodge or events are happening. This analysis re-emphasizes the need for additional space at LSH.

## F. EXISTING PARKING CAPACITY AND RECREATION AREA ACCESS

Parking at LSH is provided adjacent to the main lodge. Currently there are about 80 spaces in the main lot. Table 11 contains an analysis of the current parking at LSH. As shown, even though about 25% of community members are dropped off or arrive by bus, the number of community members parking exceeds the spots available on capacity days. When this happens, people park across Highway 55 on the road margin, and cross to get to LSH, creating an undesirable situation. This problem becomes particularly acute on holidays, when LSH is busy, and on special event days, when a greater proportion of non-skiing community members seek to access LSH. On these days, the LSH parking lots exceed capacity, and community members must cross Highway 55 to

Table 11. LSH Parking and Access | Existing

	Total				
Number of guests arriving by car	213				
Number of guests dropped off or arriving by bus	71				
Average Vehicle Occupancy (AVO)	2.7				
Required parking spaces	79				
Required employee parking spaces	11				
Total required spaces	90				
Existing parking spaces	80				
Surplus/Deficit	-10				

access the hill. As a problem that arises concerns from both a resort access and safety standpoint, PLSC has coordinated with Idaho Transportation Department to help install four permanent signs to help alert traffic to potential congestion and pedestrians on Highway 55. PLSC also conducted a traffic study during the 2022/23 winter to better understand their current pinch point. The signage is seen as a temporary solution to the problem, and gaining parking on the LSH side of Highway 55 to offer a safer and more accessible experience for LSH visitors is a top priority.

As mentioned above, visitation at BBNC is limited by parking capacity. There are approximately 43 spaces at BBNC. Assuming an AVO of 2.5 and two employee spaces, the lot has capacity for 108 guests. While the existing parking was used to calculate Bear Basin's daily capacity and parking analysis found in Table 12, parking is a known issue at BBNC because visitation has outgrown the original parking area. On high visitation days, which are becoming ever more frequent, BBNC is regularly squeezing in approximately 60 cars with guests beginning to park on surrounding residential roads in both the summer and the winter on weekends. As one of the primary Nordic centers in the McCall area, BBNC is experiencing high visitation days more and more frequently as interest in the sport grows. In addition, the location of the trailhead parking is not ideal because it does not provide easy access to beginner trails. An alternative Nordic trailhead and expanded parking could alleviate this issue as PLSC continues to serve the community.

Table 12. BBNC Area Parking and Access | Existing

	Total
Number of guests arriving by car	323
Number of guests dropped off / arriving by bus	-
Average Vehicle Occupancy (AVO)	2.5
Required parking spaces	65
Required employee parking spaces	2
Existing parking spaces	43
Surplus/Deficit	-22

## G. EXISTING RECREATION AREA OPERATIONS

#### 1. TRAIL OPERATIONS

Grooming machines are currently used at both LSH and Bear Basin to maintain the ski runs, trails and terrain park features.

Currently, neither LSH nor BBNC have snowmaking capability, but PLSC has done preliminary planning and feasibility studies for snowmaking at LSH. Snowmaking at LSH would provide more consistent operations, lengthen the season, and make the nonprofit more financially sustainable. In addition, it will safeguard the snowpack from unpredictable weather patterns due to climate change. Snowmaking is currently not planned for BBNC.

LSH has recently installed an upgraded lighting system throughout the area. The expanded lighting on *Race Run, Terrain Park* and *Outback* trails allows for more after school programming, recreation and training, which is a goal of PLSC. There is no trail lighting at Bear Basin.

#### 2. MAINTENANCE FACILITIES

Currently, there is a small lift and vehicle (snowcat) maintenance building adjacent to the base of LSH's T-Bar. There is a need for additional storage to support maintenance operations, such as a pole barn or similar structure. Covered, secured storage ensures longer life and improved maintenance of vehicles and other equipment. Preventative maintenance reduces operating cost and furthers the club's goal of sustainability. There is no maintenance facility, nor vehicle garage space, at BBNC.

#### 3. INFRASTRUCTURE AND UTILITIES

Water for LSH is currently provided by a well located near the LSH base area. Wastewater is treated with an on-site septic system which is pumped and maintained regularly. Power for both the lodge and T-Bar are provided by a 420-volt main line metered by Idaho Power. Both power and water supply for LSH is adequate for the area's current needs. An additional well would be necessary to provide water for snow making infrastructure and a larger septic tank may be necessary for an expanded lodge with more toilets. PLSC has sufficient, existing space adjacent to Rock Flat which would be suitable for a solar panel installation. This installation would help the club offset power consumption year-round.

BBNC has no existing utilities infrastructure. With no running water or electricity, the bathrooms located within Bear Basin's SUP are vault toilets which are maintained by the Forest Service. If the trailhead is moved to and alternative location, PLSC would pursue installation of power and water on-site to offer a better visitor experience at this trailhead year-round.

#### H. SKI AREA CAPACITY BALANCE AND LIMITING FACTORS

Little Ski Hill's visitation is similar on weekdays and weekends, as children in afterschool programs visit the ski area in the evenings throughout the week. As discussed above, space and seating in the lodge are limited as well as parking, as demonstrated by overcrowding in the lodge and parking on the highway. Bear Basin has the same issues with parking and crowding at the warming hut. The club's goal is to expand capacity in the evenings with new programs and training space with additional ski runs illuminated. This will help curb the peak rush hours of 3:00 to 5:30 p.m. during the week. Additional lockers are also necessary to achieve increased capacity goals. PLSC continues to see growth in demand for their programs, trails, and terrain park. With an increase in night skiing terrain and the increasing popularity of Nordic skiing, PLSC will need to expand parking and improve traffic safety at both facilities.

#### I. SUMMER AND MULTI-SEASON OPERATIONS

Little Ski Hill and Bear Basin Nordic Center offer few summer activities. The only summer use of LSH is brunch service Saturday through Monday and occasional rental of the lodge for various functions. The capacity of Little Ski Hill to rent the lodge for functions is limited by the size, seating capacity, and general condition of the lodge and outdoor space.

Brunch service has proven to reach the target market of the local community who appreciate having a place to visit away from the hustle and bustle of McCall. It is common to see visitors come and eat after a bike ride of hike in Bear Basin. LSH also gets utilized with foot traffic during this time as well. There has been much positive feedback from the community. Further improvements in the base area and additional summer trail construction will provide additional opportunities for summer programming and partnerships with other local organizations.

The BBNC SUP does not currently allow PLSC to have operations during the summer, and thus PLSC does not engage in terrain maintenance in the summer. Nevertheless, the existing trail network consists of NFS trails and roads. These trails are open to non-motorized recreationists in the summer and are maintained by McCall Ranger District recreation trail crews and volunteers. PLSC has one original building left at LSH referred to as the "touring center," which is currently underutilized. The building could be relocated with little effort, potentially to a new location in Bear Basin. This facility may serve a better purpose in this location in both the summer and winter months to provide shelter, storage, and display local history.

The BBNC parking lot is used heavily by recreationists in the summer months and often fills up. While this use is outside PLSC's scope of operations any expansion to the existing BBNC parking facility, to improve access for Nordic skiers and snowshoers, would also better accommodate summer visitation to this region of the PNF.

# CHAPTER 3. PREVIOUSLY ACCEPTED, NOT YET IMPLEMENTED PROJECTS

Chapter 3 outlines both previously accepted projects in the PLSC's 2010 MDP and previously approved projects in the 2011 Little Ski Hill Improvement Projects Decision Memo (DM). PLSC has several items from the previous MDP which are still relevant and were previously accepted and was requested by the Forest Service to include here in this chapter, as well as items from a 2011 DM that were previously approved by the Forest Service. Some of these projects have been completed, others are still in progress. Below is a list of projects from both the previously accepted projects in the 2010 MDP and previously approved projects in the 2011 DM.

#### 1. 2011 LITTLE SKI HILL IMPROVEMENTS PROJECT DECISION MEMO

All projects from the 2011 Little Ski Hill Improvement Projects DM have been both accepted in the 2010 MDP as well as approved through the environmental review. Additional environmental review or a supplemental information report may be necessary prior to implementation of previously approved projects in the 2011 DM due to the amount of time that has past and the potential for changed conditions. These projects include:

- Amphitheatre project which includes stream restoration, fill, grade and seed the area to make a more user-friendly space in the summer and improved winter operation space
- A maintenance building proposed below the existing parking lot. Additional maintenance and storage facilities are needed, however the proposed location has changed to off Fish Lake Road near existing lift/vehicle maintenance and operation building.
- Installation of beginner surface lift in base area to accommodate beginner riders.
- Construct dirt jumps on *Outback Terrain Park*. Dirt tables will provide the base for jump and rail features and reduce the amount of snow needed for park construction.
- Install vault toilets at bottom of T-Bar.
- Replace existing well.
- Tree thinning east of *Race Run*, and treed areas across the hill to provide glade skiing and open terrain for summer trails.

#### 2. PRIOR LSH MDP PROJECTS

These previous MDP projects have been accepted in the 2010 MDP, however, environmental review has not been completed and is required prior to implementation. These projects are listed by request to document the historically accepted projects. These projects include:

#### Lifts

• Install beginner surface lift

#### Terrain

- Install snowmaking infrastructure
- Amphitheatre
- Tree thinning for glade skiing
- Dirt jumps on Outback
- Recondition old ski jumps
- Bike trails

#### **Facilities**

- Lodge renovation
- Additional ski and equipment on lower level of lodge
- Snowmaking pump house, water storage, hydrants and guns.
- Equipment and maintenance building
- Information/History kiosk
- Training facility in base area near T-Bar

#### 3. PRIOR BBNC MDP PROJECTS

- Thinning and improving area adjacent to existing parking area to accommodate additional beginner terrain and race venue.
- Add rest areas in locations on the trail system
- Expand permitted use area to easily indefinable boundaries.
- Biathlon range and storage building.

## CHAPTER 4. UPGRADE PLAN

#### A. SUMMARY OF THE UPGRADE PLAN

This Upgrade Plan has been specifically assembled to improve the quality of the recreational experience at Little Ski Hill and Bear Basin Nordic Center, as well as to fulfill the mission-directed goals of the Payette Lakes Ski Club. PLSC plans to improve their operations thoughtfully to ensure the accessibility and affordability of recreation to members of the McCall community while supporting both environmental and operational sustainability for the PLSC's areas.

The Upgrade Plan addresses diverse aspects of the skier and rider experience. Most prominently, it includes a variety of improvements to recreational facilities and the guest service spaces that support the recreation experience that will improve capacity balance in both Bear Basin and LSH. At the recreational facility, this includes additional lift, carpet and terrain for LSH and additional trails for the BBNC. The most significant guest service improvement is the proposed expansion or renovation of the existing historic LSH lodge. In addition, PLSC intends to install additional picnic tables and park benches at strategic locations throughout Bear Basin, which will improve the Nordic experience and allow community members to use the forest longer and more comfortably. These will be maintained by PLSC and removed at the end of each season. Parking and access to PLSC facilities is another important improvement and a high priority for PLSC.

This chapter discusses components of LSH and BBNC separately in their respective sections and then compares all capacities in Section H Ski Area Capacity Balance and Limiting Factors.

#### B. UPGRADED LIFT NETWORK

PLSC plans to install two new lifts. The first is either a rope tow or conveyor, adjacent to the LSH main lodge. The second is an additional lift (either a T-Bar or a chairlift) within the existing terrain.

The existing T-Bar was recently replaced and is not planned for upgrade or replacement.

#### 1. BEGINNER CONVEYOR/ROPE TOW LIFT

As discussed in the existing conditions section, LSH does not currently have a lift from which new skiers can access true beginner terrain.

To resolve this issue, PLSC plans to install a rope tow, handle tow, or a conveyor above the existing LSH lodge. The beginner conveyor/rope tow would be adjacent to the LSH lodge. This lift would be approximately 250 feet in length and would provide beginner skiers and riders a way to lap *Lift Access Road* without having to hike. The beginner lift's primary goal is to increase ease of access to the mountain for beginner skiers and riders. Nevertheless, it would increase the capacity of LSH by 90 skiers per day. Table 13 shows the specifications for both the existing T-Bar and the planned new lift and carpet. It should be noted that the persons per hour (pph) capacity number below is a total hourly capacity for lifts. This means how many people the lift can move uphill within the hour, including guests repeat skiing. While this number is 2,800 the actual daily capacity is much lower as explained below in Table 16.

#### 2. ADDITIONAL LIFTS

LSH plans to install a lift and carpet to support ski area operations. The planned lift would start below the existing lodge, and end on the ridge, near the top of the existing T-Bar. This would provide additional capacity and access to the runs on the front side, *Race Run, Lodge Face*, and the *Chutes*. This lift would not only add needed capacity, but would make repeat-skiing those runs easier, as skiers wouldn't have to traverse the existing flat spot on the *Lift Access Road*.

Table 13. LSH Lift Specifications | Upgrade

Lift Name, Lift Type	Top Elev.	Bottom Elev.	Vertical Rise	Slope Length	Avg. Grade	Actual Capacity	Rope Speed	Carrier Spacing	Lift Mfg./ Yr. Inst.
	(ft.)	(ft.)	(ft.)	(ft.)	(%)	(pph)	(fpm)	(ft.)	
T-Bar	5,587	5,193	395	1,998	20%	1,200	590	59	MND /2020
Planned Carpet/Tow			25	250	10%	600	120	12	Planned
Planned Lift A	5,564	5,232	288	1,454	23%	1,000	600	72	Planned
Total			708			2,800			

Source: SE Group

#### C. UPGRADED TERRAIN NETWORK

#### 1. LITTLE SKI HILL TERRAIN IMPROVEMENTS

Several changes are planned to the developed terrain network at LSH. Table 14 shows the terrain specifications of LSH under the upgrade plan.

Three improvements are slated to enhance access and circulation at LSH. First the installation of the new handle tow or conveyor is expected to improve access to beginner terrain for first-time skiers who previously had to lap *Lift Access Road* by hiking. Second, a new low intermediate run is planned for construction on the eastern portion of LSH's SUP area. This new trail would increase the availability of low intermediate terrain and would help address the deficit in intermediate terrain as shown in Table 15 and Chart 3. The new intermediate trail would also add more terrain to LSH to give skiers and riders more variety in the important low intermediate terrain category. Lastly, there is planned cat track grading to connect *Outback* to the *Main Run* above the existing storage building. This will spread skiers out from the main learning run, *Lift Access Road*, to access the rope tow returning from *Outback*, providing a less crowded learning experience by cutting down on those skiers only utilizing *Lift Access Road* as an egress route.

Two changes are planned specifically to improve snow sports recreation and training at LSH. First, several dirt jumps are planned for construction on *Outback* run, reducing the quantity of snow necessary to enable full *Terrain Park* operations. This will reduce water and energy needs at LSH and increase LSH's resilience against climate change. These features were approved in the 2011 decision memo.

Second, the thirty- and fifty-meter ski jumps are planned to be reconstructed within the western portion of the ski area. Ski jumping has historically been a part of LSH's operations and the public has shown interest in bringing this tradition back to LSH. Third, additional glade skiing is planned the east of *Race Run* by thinning trees and undergrowth. Hand thinning was approved in this area in the 2011 decision memo and is ongoing. This would also improve the fire safety for LSH and surrounding neighborhoods. The forest is quite dense along the eastern boundary, and additional thinning in this zone will reduce fuels and improve safety for recreationists nearby in the forest.

Table 14. LSH Terrain Specifications | Upgrade

Trail Name	Top Elev. (ft.)	Bottom Elev. (ft.)	Vertical Drop (ft.)	Slope Length (ft.)	Avg. Width (ft.)	Slope Area (acres)	Avg Grade (%)	Max Grade (%)	Skier/ Rider Ability Level
Race Run	5,533	5,248	284	1,126	199	5.2	26%	41%	Intermediate
Get Back Road	5,272	5,237	34	567	27	0.4	6%	9%	Novice
Lift Access	5,249	5,186	63	1,451	21	2.5	4%	11%	Beginner
Chute 2 Lower	5,242	5,235	6	84	84	0.2	7%	16%	Novice
Chute 2 Upper	5,454	5,244	210	659	72	1.1	34%	44%	Intermediate
Lo Lodge Face	5,258	5,233	25	151	135	0.5	17%	20%	Novice
Hi Lodge Face	5,348	5,261	87	255	196	1.1	36%	38%	Intermediate
Main Run	5,576	5,194	382	1,942	152	6.8	20%	28%	Low Int.
Outback	5,484	5,189	296	1,581	213	7.7	19%	25%	Novice
Terrain Park	5,577	5,485	91	538	115	1.4	17%	19%	Novice
The Chute	5,440	5,245	194	676	41	0.6	30%	46%	Advanced
Planned Trail	5,569	5,272	287	1,527	18	3.4	20%	30%	Low Int.
Total				10,555		30.8			

Table 15. LSH Terrain Distribution by Ability Level | Upgrade

Skier/Rider Ability Level	Trail Area (acres)	Skier/Rider Capacity (guests)	Skier/Rider Distribution (%)	Skier/Rider Market (%)
Beginner	2.5	75	16%	5%
Novice	10.1	182	38%	15%
Low Intermediate	10.2	143	30%	25%
Intermediate	7.4	74	15%	35%
Advanced	0.6	4	1%	15%
Expert	0	0	0%	5%
TOTAL	30.8	478	100%	100%

Source: SE Group

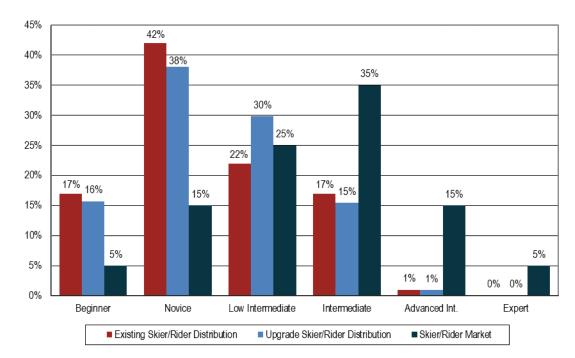


Chart 3. LSH Terrain Distribution by Ability Level | Upgrade

#### 2. BEAR BASIN NORDIC CENTER TERRAIN IMPROVEMENTS

BBNC and LSH's SUP currently authorizes 15 miles of trails. Since it began operations, the area has experienced greater demand than expected, and PLSC wishes to clear and groom additional trails to ensure that the BBNC trail network is able to comfortably accommodate all community members who wish to engage in dispersed snow recreation. In addition to constructing more trails, PLSC also plans to expand beyond the existing SUP area to further increase the quantity and diversity of terrain for more user groups.

New trails are planned for development to meet the anticipated additional demand. Areas identified for trail development are shown on Figure 9. In addition, new trails are planned to be constructed for fat tire snow bikes and snowshoers to meet an identified need within the community. These new fat bike and snowshoe trails will separate these users from Nordic skiers, creating a better recreational experience for all groups. Specific trail alignments will be decided after PLSC determines what a new operating boundary could be for BBNC.

Currently, it is difficult to access the beginner Nordic skiing terrain from the existing trailhead. A relocated primary trailhead is proposed to provide easy access to terrain for beginners. The existing trailhead and vault toilets would remain, but Bear Basin would stop maintaining this lot in the winter months. The warming hut would be relocated to the new trailhead location. The natural expanded boundary would be NFS roads 052 and 813 on the west and north to NFS Road 452 on the north and NFS roads 836/837 on the east side. The parking lot will be done in coordination with the Granite Goose Landscape Restoration Project.

Finally, PLSC plans to formalize a connector trail between BBNC and LSH. This trail will provide operational connectivity between the two ski areas and, as a result, would be utilized fall through spring to assist PLSC with season set up, maintenance and then shut down. This could provide more efficient operations and access by easily sharing resources between BBNC and LSH. Any connecting trail would need to address concerns with Idaho Department of Transportation about crossing Highway 55 and PLSC's Operating Plan would need to be amended. This connection trail is depicted on Figure 9.

# D. UPGRADED CAPACITY ANALYSIS

When this plan is fully implemented, LSH expects an increase in design capacity of approximately 270 guests per day, bringing the ski area's total capacity to approximately 540 guests. At BBNC, with the addition of 40 parking spaces, discussed below, the daily capacity will rise to 623, almost doubling the Nordic Center's capacity.

Table 16. LSH Capacity | Upgrade

Lift Name, Lift Type	Slope Length	Vert. Rise	Actual Capacity	Op. Hrs.	Misloading/ Lift Stoppages	Adjusted Hrly. Cap	VTF/ Day	Vertical Demand	Design Capacity
,,	(ft.)	(ft.)	(pph.)	(hrs.)	(%)	(pph)	(000)	(ft./day)	(guests)
T-Bar	1,998	395	1,200	7.00	10%	1,080	2,984	10,881	270
Planned Rope Tow	250	25	600	7.00	5%	570	100	1,158	90
Planned Lift A	1,454	328	1,000	7.00	10%	900	1,814	10,256	180
Total	3,703		2,800			2,550	4,898		540

Table 17. BBNC Capacity I Upgrade

	Total
Guest Parking Spaces	83
Employee Spaces	2
Skiers/Riders Per Car	2.5
Guests Parking At-One-Time	208
Hours of Skiing (daylight)	9
Average Length of Stay (hours)	3
Daily Capacity	623

# E. UPGRADED GUEST SERVICES FACILITIES, FOOD SERVICE SEATING & SPACE USE ANALYSIS

#### 1. GUEST SERVICES

#### a) Little Ski Hill

PLSC plans to renovate the existing historic main lodge at LSH to address a major need for guest service space at LSH. This expansion will improve the skiing and riding experience for both children and adults by creating more space in which community members can stage and enabling a more comfortable and experience. The lodge renovation would add additional insulation and would make the building more energy efficient. Additionally, PLSC would install an ADA-compliant bathroom in the lodge, which would ensure that all visitors are able to access and use the facilities. Given the lodge's historical status and government ownership, PLSC will work with Adams County, the State Historic Preservation Office and the Forest Service to ensure any changes planned to LSH's guest services facilities maintain compliance with all entities. If it is decided that the existing lodge may not be renovated, PLSC intends to build a new lodge at an alternate location. To supply water to this new lodge additional wells would be drilled. For approximate locations, see Figure 7.

Other guest services are planned to be improved or added as part of the LSH lodge upgrade. Among these improvements is more space for ticketing, administrative offices, and more seating. Ticketing and administrative space will be created from the present-day ski patrol room. The small office by the Lodge's front door will be converted to ticketing and programming check-in. If it becomes apparent that these space use upgrades and the extent to which PLSC is able to expand the existing lodge still falls short of the guest service space needs, PLSC has identified a location that a secondary lodge may be constructed to meet these needs. See Figure 7 for the Planned Lodge location.

One vital aspect of the guest services upgrade plan is to improve ski patrol facilities. At the base area, PLSC plans to construct improved ski patrol accommodations as part of the lodge renovation or to construct a small secondary base area building for ski patrol operations. In addition, PLSC plans to install a small new patrol outpost at the top of the existing T-Bar to better enable patrollers to reach guests needing help in a more timely manner. This could be an entirely new stand-alone building or an attachment onto a lift shack, depending on capital and needs. Together these improvements will provide a more effective and faster provision of emergency services throughout the hill.

#### b) Bear Basin Nordic Center

The existing hut is installed at the beginning of winter and removed at the end of every winter season. This structure serves the needs of the recreation area effectively. However, PLSC believes that trail users would be better served by a higher quality, permanent structure at BBNC because it could be used in the summer by the mountain bike team or other community members and would not require labor to construct and deconstruct every fall and spring. PLSC recognizes that any summer use of this proposed permanent structure would require an SUP amendment and would explore that option when the time came prior to implementation. One possible solution to this would be to relocate the "touring center" building currently located near the bottom terminal of LSH's T-Bar. This is the only remaining original structure at the hill and could serve as an interpretive facility as well as a warming hut. When the new trailhead parking lot is constructed, BBNC may relocate the warming hut to that location.

In addition to the main structure, PLSC has also noted a community desire for rest sites on the trails. To fulfill this need, PLSC plans to install a series of meeting and rest points with signage and seating options. These low-impact facilities can serve many purposes for trail users and be removable for summer months. These locations will serve as defined rendezvous locations to help with lessons, provide specific locations in case of emergencies, allow visitors to plan a space to meet up or check in with each other, among other uses such as taking a rest. The location of these sites is identified on Figure 9.

#### 2. SPACE USE ANALYSIS

The increased design capacity of LSH results in a small change in space use recommendations, as shown in Table 18. These are recommendations and actual square footage of improvements are not included, as it will be determined at a later phase as part of the design and environmental review processes.

Space use recommendations for BBNC are detailed in Table 19. As previously noted, there is a lack of data pertaining to Nordic ski areas, so detailed recommendations are not available. However, it is very common for Nordic ski areas with capacities similar to BBNC's upgrade capacity to use multiple yurts. One may function as a warming hut and the other as a rentals and ticketing building. BBNC's current structure is approximately 600 square feet, about the same size as a yurt. Since the parking capacity is expected to increase, BBNC may add additional space to accommodate additional guests. This may also create additional opportunities to enhance the gust experience with more seating, grab-and-go food and beverage, ticketing or rentals.

Table 18. LSH Space Use Recommendations | Upgrade

Samilaa Europian	Recommen	ided Range
Service Function	Low	High
Ticket Sales/Guest Services	120	150
Public Lockers	360	450
Rentals/Repair		
Retail Sales	260	310
Bar/lounge	760	940
Adult Ski School	190	240
Kid's Ski School	390	480
Restaurant Seating	1,790	2,180
Kitchen/Scramble	770	940
Rest rooms	330	410
Ski Patrol	200	250
Administration	260	310
Employee Lockers/Lounge	100	120
Storage	250	370
Circulation/Waste	750	1,120
TOTAL SQUARE FEET	6,530	8,270

Source: SE Group

Table 19. BBNC Space Use Recommendations | Upgrade

Eviation	Recommended Range		
Existing	Low	High	
840	1,500	2,000	

#### 3. FOOD SERVICE SEATING

The upgraded lodge at LSH is planned to have an increased number of seats available for food service, as the increase in design capacity is expected to increase the demand for seating. Table 20 shows the recommendations for seating at LSH if all upgrade plan projects are constructed. The difference in Table 20 compares existing seating with required seating under the upgrade plan. Site specific planning and design would be needed to determine the number of seats. Improvements to the lodge should take into consideration the need for more seating during the busy periods as programs are starting and event or competitions are being held.

Table 20. LSH Seats | Upgrade

	Base Area
Design Capacity + 5% other guests	567
Average Seat Turnover	4
Existing Seats	60
Required Seats	142
Difference	-82

With the implementation of the permanent structure with seating and the addition of picnic tables throughout the trail system, BBNC's seating capacity will grow to about 92 existing seats. Table 21 below outlines seating capacity with the upgrade. It is important to note that while Nordic trail users will appreciate the ability to eat lunch throughout the trail system if desired, that is not the normal behavior for Nordic trail users, who typically choose to either go home or go somewhere else to eat after completing their ski. The primary function of seating at BBNC is to allow places for visitors to get ready for their day, offer rest and warmth during, or a place to stop in at the end. As a result, less seats are needed to fit a lunchtime rush than at an alpine ski area.

Table 21. BBNC Seats | Upgrade

	Base Area
Daily Capacity	623
Average Seat Turnover	4
Upgrade Plan Seats	92
Required Seats	156
Difference	-64

Note: Upgrade Plan seats includes 50 seats in the warming hut and seven picnic tables that can seat six people each.

# F. UPGRADED PARKING CAPACITY AND SKI AREA ACCESS

Parking and access to LSH is a top priority. As described in the existing conditions, parking on capacity days often exceeds available parking. PLSC plans to add parking at both LSH and BBNC. Specifically, PLSC plans to add 32 parking spaces west of LSH's current parking lot in the short term and another 70 spaces in the long term to handle the increased demand. PLSC also envisions paving this parking area to create a better arrival experience at LSH. The parking expansion is planned to occur over time as PLSC gains capital in order to do so. As shown in Table 22, for LSH to accommodate the increase in capacity at the hill, an additional 120 spaces or a total of 200 spaces are recommended.

PLSC also plans to pave and expand BBNC's existing 43-space parking lot for approximately 40 more parking spaces. In addition to the existing BBNC lot upgrade, PLSC will consider building out and maintaining the existing undeveloped lot at the junction of NFS Road 451 and NFS Road 837. If Bear Basin does succeed in building out this lot, the existing primary trailhead will only be utilized for parking in the summer months and BBNC will stop maintaining it for winter usage. The layout of the planned parking is shown on Figures 7, 8 and 9. Note that an NEPA review will be undertaken before either project is implemented and, as such, the exact layout of the lots and the number of spaces therein are subject to change.

Table 22. LSH Ski Area Parking and Access | Upgrade

	Total
Number of guests arriving by car	425
Number of guests arriving by bus	85
Average vehicle occupancy (AVO)	2.7
Required public parking spaces	179
Required employee parking spaces	22
Total existing spaces	80
Total required spaces	200

Table 23. BBNC Parking and Access I Upgrade

	Total
Number of guests arriving by car	623
Number of guests arriving by bus	-
Average vehicle occupancy (AVO)	2.5
Required public parking spaces	83
Required employee parking spaces	2
Total existing spaces	43
Total required spaces	85

# G. UPGRADED RECREATION AREA OPERATIONS

#### 1. SNOWMAKING AND GROOMING

PLSC plans to install snowmaking on all runs, at the top of the lift, and around the base area at LSH to ensure the ski area's resilience in the face of climate change and the long-term success of this community hill. Snowmaking would provide more consistent operations, lengthen the season, and make the nonprofit more financially sustainable. Water rights for this expanded buildout will be addressed prior to the design and NEPA processes as a component of the water sufficiency analysis. With the addition of the new ski run, grooming operations will be expanded to include that run. If the dirt tables in the terrain park previously approved from the 2011 Decision Memo get built, that will lessen the terrain park grooming needs.

PLSC plans to expand their grooming operations at BBNC as necessary to maintain consistent grooming on all existing and new trails.

#### 2. MAINTENANCE FACILITIES

A new storage facility is proposed to be installed near the base area of the existing T-Bar. This facility will allow LSH to store its snowmaking and grooming equipment inside when equipment is not in use. Moreover, it will allow LSH's maintenance team to work more efficiently by providing a permanent and larger space for operations.

#### 3. INFRASTRUCTURE AND UTILITIES

LSH proposes to install snowmaking on all runs and continue to install additional lighting infrastructure. These projects will include running snowmaking pipe up the side of trails, as well as electricity. LSH current power source has capacity to accommodate this additional infrastructure. In addition to completion of lighting and snowmaking infrastructure at LSH, PLSC plans to install solar panels in the flat, northwest corner of the LSH SUP area. This installation will increase the ski area's environmental sustainability. Installation would be preceded by a NEPA process to ensure minimal disruption to nearby wetlands.

At BBNC, the installation of a permanent structure is planned to occur without the installation of any new utilities. If this installation includes additional bathrooms they will be vault toilets like those that already exist. As a result of the upgraded capacity at BBNC the only change to existing utilities would be the need to clean the existing pit toilets more frequently as a result of increased usage. The planned permanent structure will not have any electricity needs. If demand warrants, a small generator or propane tank maybe needed to heat the warming hut and provide limited electricity; however, no electrical or water lines are planned to BBNC.

### 4. CULINARY WATER AND WASTEWATER TREATMENT

As a result of the upgraded capacity of both LSH and BBNC there will be a need for additional water usage. The LSH increase in capacity will be an additional 270 people which the existing culinary and wastewater facility can handle. As part of the lodge upgrade, modifications to the pipe connecting the lodge to the water main may be required. For BBNC, additional trips to supply culinary water or cleanout toilets may be required. The need for any additional storage will be assessed as part of the site-specific design prior to the NEPA process.

# H. SKI AREA CAPACITY BALANCE AND LIMITING FACTORS

Chart 4 depicts Little Ski Hill's capacities upon completion of planned improvements within this MDP. Guest services, parking and uphill carrying capacity are well balanced. Overall, this plan increases LSH's operational efficiency and puts the ski area in an better position to achieve its vision and goals. As mentioned in the corresponding sections, design capacity is a calculation of vertical supply divided by vertical demand. Alternatively, the alpine trail capacity is calculated by analyzing the number of skiers the terrain can hold, with consideration to those taking breaks throughout the runs and those riding lifts. Guest services are calculated by multipliers associated with how space use functions at the given ski area and the square footage the ski area has designated to each purpose. Lastly, parking is calculated by the number of parking spaces a ski area has times the turnover rate and average vehicle occupancy.

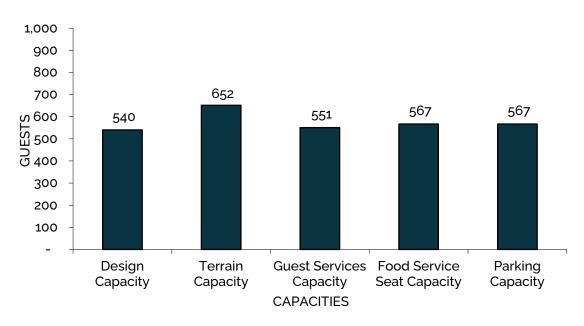


Chart 4. LSH Capacity Balance I Upgrade

Chart 5 depicts a simplified resort balance for Bear Basin Nordic Center, considering the expanded parking and new resting areas and warming hut. Parking capacity is the limiting factor at BBNC and limits the number of guests can access the trails. Based on the number of planned parking spaces and taking into account a turnover rate, a daily parking capacity of 623 guests was calculated. The seating capacity accounts for 50 indoor seats in the warming hut, as well as 42 outdoor seats at picnic at various rest areas around the Nordic Center. Guest service space was calculated based on providing limited ticketing/administrative space, minimal rentals, food service seating, grab-and-go F&B as well as restrooms. This equates to approximately six square feet per guest based on 2,000 square foot space is 333 guests. Both seating and guest service capacities are lower than parking; however, for Nordic areas where guests typically spend less time at the area compared to Alpine skiers and therefore need less services.

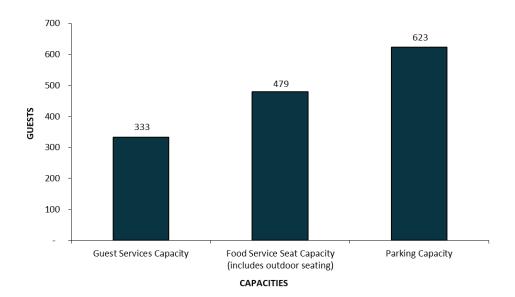


Chart 5. BBNC Capacity Balance I Upgrade

# I. UPGRADED SECONDARY WINTER RECREATIONAL OPERATIONS

Below are descriptions of some of PLSC's programs and operations that are geared towards community events and getting community members recreating outdoors. This is part of PLSC's mission.

#### 1. BBNC BIATHALON COURSE

PLSC plans to develop a biathlon shooting range and sanctioned biathlon course at BBNC. The design of the proposed biathlon shooting range would be consistent with Forest Service Handbook 2709.14 chapter 70 to address safety and environmental concerns. PLSC plans to replace the course with a new 10-point range located within the current BBNC concession area.

#### 2. LSH INDOOR TRAINING FACILITY

Should land and/or funds become available, PLSC plans to construct an indoor training facility near the base of the existing T-Bar. Such a facility would include foam pits, ramps, and trampolines which would allow athletes to safely practice the skills necessary to improve their on-snow performance. This planned improvement is considered secondary and is a lower priority in terms of both space use and capital than improving maintenance facilities.

# J. UPGRADED SUMMER ACTIVITIES AND FACILITIES

PLSC's mission is, and will continue to be, primarily focused on winter recreation. Nevertheless, PLSC wishes to enable greater community access to its permit area in the summer and believes that the community would value having affordable, accessible and sustainable opportunities for mountain recreation in the summer. Summer programs/use would also offset annual operating costs and additional profits could be reinvested in the primary winter goals, with an additional benefit of employee retention. To serve this goal, PLSC intends to approve the aesthetics of the Little Ski Hill base area through implementing the improvements to the base lodge, constructing the previously approved amphitheater, and incorporating some landscaping with native vegetation throughout the base area.

The summer mountain recreation sector is a rapidly changing market. For this reason, specific project locations and for activities located on NFS lands are subject to change during site-specific analysis as part of the NEPA process. To ensure thoughtful planning in this context, all summer projects are anticipated to be implemented in accordance with the setting and desired experience as outlined in the zones concept below.

#### 1. ZONES CONCEPT

Following guidance provided in FSM 2343.14 – Additional Seasonal and Year-Round Recreation at Ski Areas, this MDP has established "zones to guide placement and design of additional seasonal or year-round recreation facilities, basing the zones on the existing natural setting and level of development to support snow sports." Zone designations are carried out through a two-step planning process. The first step is to identify distinct areas at LSH and BBNC through careful consideration of the area's setting and proximity to existing snow sports infrastructure. Features such as watersheds, topography, vegetation structure, level of existing disturbance, and existing infrastructure were considered in establishing three distinct areas across the planned SUP area that are unique in their location and/or features.<sup>1</sup>

#### a) Zone 1

#### Setting

The existing setting of Zone 1 is highly developed and disturbed. Within Zone 1, the built environment dominates the landscape. Within the context of LSH's and BBNC's overall SUP areas, the following summarizes the setting in Zone 1:

- Road access and roads are prevalent;
- Considerable human activity (people recreating and/or recreation area operations) occurs within and proximate to this setting there is little to no feeling of remoteness;
- Terrain modifications (ground disturbance and vegetation removal) dominate the area; and
- Infrastructure, including lifts and buildings, are present.

<sup>&</sup>lt;sup>1</sup> Most resorts develop zone designations on a five-step scale, with Zone 1 being the most developed, and Zone 5 being the least developed. However, because LSH and BBNC's small sizes and proximity to private property and major roadways, no parts of either recreation area were found to meet the specifications of Zones 4 and 5. For this reason, only Zones 1 through 3 are described in this document.

Two distinct areas within PLSC's permit area have been designated as Zone 1: the base area of LSH and the parking lot of BBNC.

# **Desired Experiences**

Within Zone 1, guests are expected to encounter a high concentration of other guests. The level of development will reflect the current setting and function of these areas as hubs of activity and portals to other activities across the ski area. Guests will encounter a higher degree of maintenance and operations facilities and activities within Zone 1. Within Zone 1, the concepts in the Built Environment Image Guide (BEIG) will be followed to ensure appropriate design guidelines for both landscape architecture and built architecture are followed. Zone 1 will offer interpretive opportunities in a developed setting, with goals of enhancing guests' understanding of the natural environment as they prepare to venture into less-developed areas.

# Compatible Activities and Facilities

Services and activities within a Zone 1 may include food and beverage operations, lodges, special event venues, shelter and emergency services, restroom facilities, landscaped areas, amphitheaters, and other activities. Zone 1 serves as a gateway, from which guests will access surrounding activities. A wide range of guest services facilities and recreational, interpretive, and educational offerings are appropriate for Zone 1.

#### b) Zone 2

#### **Setting**

The setting of Zone 2 is less disturbed when compared with Zone 1 and provides more naturalness due to less disturbance from the surrounding ski area. Within the context of LSH and BBNC's overall SUP areas, the following summarizes the setting in Zone 2:

- Road access and roads are present;
- Human activity (people recreating) occurs within and proximate to this setting there is little feeling of remoteness;
- Terrain modifications (ground disturbance and vegetation removal) are evident in the area, but past disturbance blends with the landscape; and
- Infrastructure, including lifts and buildings, are present.

Outside of the base lodge area, all of LSH's permit area is designated Zone 2. The BBNC area of operation does not contain any Zone 2 regions.

#### **Desired Experiences**

In Zone 2, guests transition from the built environment to a setting characterized by both developed and passive activities proximate to existing infrastructure and facilities, but still offering a more natural feel. Providing a safe, comfortable environment for exploration is critical to the success of Zone 2 and the overall summer experience at LSH. Zone 2 provides the initial opportunity for guests to learn about and engage in their natural surroundings through hands-on recreational, interpretive, and educational offerings.

#### Compatible Activities and Facilities

Passive activities within Zone 2 include educational/interpretive opportunities, sightseeing and light hiking. Zone 2 provides enhanced sightseeing opportunities when compared to Zone 1 as these areas are typically elevated and further within the mountain landscape. Activity offerings could include access to zip lines and canopy tours, mountain coasters, guided hikes and interpretative opportunities, extended hiking trails, mountain biking trails, challenge/aerial adventure courses, and other natural resource and gravity-based activities.

#### c) Zone 3

#### Setting

The setting of Zone 3 contains areas of disturbance from ski trail and lift development, but guests can still find a greater degree of remoteness and naturalness depending on their location within the zone. Within the context of LSH and BBNC's overall SUP areas, the following summarizes the setting in Zone 3:

- Road access and roads are present, but limited to certain areas;
- Human activity (people recreating) can be seen at a distance or is out of sight from within this setting—a stronger feeling of remoteness is present;
- The area is moderately disturbed by ski area activity, including vegetation removal from ski trail development and some ground disturbance; and
- Infrastructure, including lifts and buildings, may be present.

Within PLSC's areas of operation, all of BBNC beyond the parking lot vicinity has been designated as Zone 3. The LSH permit area does not contain any Zone 3 areas.

#### **Desired Experiences**

In Zone 3, guests will have a variety of opportunities to engage in their surroundings in a more natural and remote environment. The desired experience in Zone 3 is to offer a diverse set of experiences for guests, which will promote the PNF as recreationally, biologically, and geographically diverse landscapes. Guests may enjoy interpretive signage that will provide education on their biological, cultural, and historical surroundings. Trail activities—including both hiking and mountain biking—and other recreational activities should be provided in forested settings. This will provide opportunities to learn about the importance of forest health and stewardship.

#### Compatible Activities and Facilities

Activities could include mountain biking trails including flow trails, hiking trails, multiple-use trails and other similar natural resource-based activities. Activities could occur on a year-round basis. Activities within Zone 3 will not require substantial modifications to natural topography to facilitate construction. Existing ski area development (ski trails) exist to varying degrees within Zone 3, and potential seasonal and year-round activities will be consistent with the level of existing development for the ski area operation.

#### 2. SUMMER AND MULTI-SEASON ACTIVITIES AND FACILITIES

As discussed above, PLSC will continue to prioritize winter recreation in its future operations and investments. However, PLSC does plan to complete several projects for summer activities. All planned projects are shown in Figures 7, 8 and 9.

At LSH, PLSC plans to install an amphitheater. This previously NEPA-approved amphitheater would operate year-round and be used for both public and private events. Public events would give community members an opportunity to enjoy live entertainment in a scenic setting, while in the summer, the amphitheater would be available either with lodge rental or separately to allow for outdoor and indoor/outdoor weddings, parties and other events. When events are not taking place, PLSC plans to operate the lodge during the summer month to provide support facilities for hikers, bikers and events. An expansion of community-centered summer events, such as brunch or BBQs that support the mission of LSH while utilizing its existing facilities, are also planned. PLSC plans to construct mountain bike trails on the western edge of LSH's permit area (see Figure 8) to support PLSC's mountain bike team and to provide accessible downhill mountain bike trails close to McCall. The trail design on Figure 8 is conceptual in nature and may change prior to the start of necessary NEPA analysis. PLSC does not currently plan to operate the T-Bar for bike haul in the summer, as there is limited precedent for doing so in the United States.

In addition to facilities and activities, PLSC plans to actively facilitate summer programming at LSH in conjunction with existing entities such as the City of McCall Parks and Recreation Department, McCall Outdoor Science School, and other community nonprofit organizations. Such programming could include mountain bike skills classes and outdoor education programing.

# APPENDIX A. DESIGN CRITERIA

Design criteria is an important concept in recreation area master planning. This appendix provides an overview of the basic design criteria on which Chapter 2 (Existing Conditions) and Chapter 3 (Upgrade Plan) are based. By design, information presented in this appendix is a general introduction to concepts in recreational master planning and is not specific to LSH or BBNC.

Numerous design guidelines influence the formation of a successful recreation-based, nonprofit, day use ski area that meets community expectations and fulfills the mission-driven goals of the parent organization. Community members expect not only to participate in the recreation afforded by the mountain, but also to enjoy the overall experience of being in an alpine setting. Thus, in addition to parameters for terrain and lifts, the ski area must incorporate recreation planning principles that lead to the development of facilities in the base area which are exciting, cohesive, and logically structured.

Along with design guidelines, awareness of community preferences is crucial to the overall performance of a ski area. Accordingly, detailed market research and community surveys are effective tools to help guide the development of a successful nonprofit ski area that will fulfill community needs and the organization's mission.

# A Note on Terminology

Most ski areas throughout the United States refer to themselves as "Resorts," and typically the design criteria used for these areas use similar language. This term is preferred in part because it includes non-skiing recreationists (e.g., snowboarders). However, because of the size of the areas and their status as nonprofit, community-oriented recreation areas, LSH and BBNC are not considered "resorts" by PLSC or by the community. Thus, the terms "ski area" and "recreation area" are used throughout this document to refer to PLSC's operations.

In addition to the criteria specified below, the mission-oriented nature of a nonprofit ski area adds another dimension to consider in mountain design. While consideration should continue to be given to market demand, the fundamentals of good trail design, and ski area balance, the ski area must also consider the nature of its mission and the community it wishes to serve with the often limited resources available to a nonprofit organization. Thus, a nonprofit ski area may deprioritize certain aspects of mountain design, or the needs of certain guests, in favor of other goals which help it fulfill its mission.

# A. DAY USE SKI AREAS

Generally, a mountain facility that is within two hours driving time of its major markets is considered a day use ski area. Unlike most destination mountain resorts, skiing and snowboarding will be the primary, and sometimes only, recreational activities at a day-use area. Because a day use resort is within daily commuting distance of its market area, it will not require substantial, if any, overnight accommodation. While some resorts within two hours' drive of a major market do become destination resorts, local day use ski areas typically lack either the assets or desire to move into the destination resort market. Within the

day use resort designation, three broad categories of ski areas can be defined according to the market they attract: local, regional, and urban.

PLSC operates as a community resource operating in a landscape with popular regional tourism. As one of the primary Nordic centers in the area, BBNC must serve its local community while also taking advantage of the regional tourism in the area.

#### 1. LOCAL DAY USE SKI AREAS

Local day use ski areas generally attract only residents of a small town or community and hence the facilities and layout are straightforward. Common attractions include skiing and snowboarding, and perhaps snow play. Supporting guest services - food service, restrooms, rentals, bar/lounge, ski school, and a small retail shop - as well as operations facilities - ski patrol, first aid, maintenance, and administration - will likely be contained within one or two buildings at the base of the lifts.

#### 2. REGIONAL DAY USE SKI AREAS

Regional day use ski areas attract a clientele from a larger area than either a local or urban day use resort, and hence may have the broadest array of facilities within the day use category. Besides extensive ski and snowboard facilities, a regional day use resort may have conference facilities, golf, and concert/special event venues. If demand warrants, some overnight accommodations may evolve. Often these accommodations take the form of single-family second homes and/or lodging with modest amenities (e.g., restaurant, swimming pool, minor commercial space, small conference facility, etc.).

#### 3. URBAN DAY USE SKI AREAS

An urban day use ski area is proximate to a large urban center such that guests will most commonly visit the area for the day, partial day, or possibly just the evening. Facilities at an urban day use resort can accommodate a wider range of guest preferences than a local facility, and typically have a different complexion than a regional day use resort. In the winter, skiing and snowboarding are typically the primary activities. Supporting services usually include an extensive learning center, equipment rentals, and locker space. Additional winter activities may include nighttime skiing/snowboarding, snow play, and ice-skating. Additional facilities may include concert and special event facilities, conference facilities, extensive lounge facilities, and restaurants.

#### 4. COMMUNITY RESOURCE

First and foremost, Bear Basin and the entirety of PLSC is a resource for the residents of McCall and the surrounding communities in Valley County. It must cater to the local demographic with a variety of well-groomed/maintained trails that support a learning progression for new users, while also meeting the desires of experienced skiers and bikers in the community. As a community-oriented resource, it should be affordable and easily accessible—accommodating work schedules, being connected via public transportation routes, and providing programming that locals find useful. The Bear Basin Nordic Center and Payette Lakes Ski Club must maintain a variety of activities, programs, and facilities that serve the local population.

# B. BASE AREA DESIGN

The relationship between planning at a resort's base area and its on-mountain lift and terrain network is critical. This relationship affects the overall function and perception of a resort.

Design for the land at the base of a ski area involves establishing appropriate sizes and locations for the various elements that make up the development program. The complexion of and relationship between these elements varies considerably depending on the type of resort and its intended character. The fundamental objectives of base area planning are the same, however. A ski area should seek to integrate the mountain with the base area (or base areas) to maintain an attractive, cohesive, and functional recreational and social experience. This is essential to creating the feeling of a mountain community and can only be achieved by addressing base area components such as (but not limited to): guest service locations, lodging, skier/rider circulation, pedestrians, parking requirements, and mass-transit drop-offs.

Planners rely on resort layout as one tool to establish resort character. The way resort elements are organized, both inside the resort core and within the landscape setting, along with architectural style, help to create the desired character of the resort.

Skier service facilities are located at base area and on-mountain buildings. Base area staging locations, or portals, are "gateway" facilities that have three main functions:

- Receiving arriving guests (from a parked car, a bus, or from adjacent accommodations);
- Distributing the skiers onto the mountain's lift and trail systems; and
- Providing the necessary guest services (e.g., tickets and rentals).

## C. MOUNTAIN DESIGN

#### TRAIL DESIGN

#### a) Slope Gradients and Terrain Breakdown

Terrain ability level designations are based on slope gradients and terrain features associated with the varying ability terrain unique to each mountain. Ability level designations for this analysis are based on the maximum sustained gradient calculated for each trail. Short sections of a trail can be more or less steep without affecting the overall run designation. For example, novice skiers are typically not intimidated by short, steeper pitches of slope, but a sustained steeper pitch may cause the trail to be classified with a higher difficulty rating. The following general gradients are used by SE Group to classify the skier difficulty level of the mountain terrain.

Table A-1. Alpine Terrain Gradients

Skier Ability	Slope Gradient
Beginner	8 to 12%
Novice	to 25%
Low Intermediate	to 35%
Intermediate	to 45%
Advanced	to 55%
Expert	over 55%

Source: SE Group Mountain Planning Guidelines

The distribution of terrain by skier ability level and slope gradient is compared with the market demand for each ability level. It is typically desirable for the available ski terrain to be capable of accommodating the full range of ability levels reasonably consistent with market demand. The market breakdown for the (region) skier market is shown in Table 18, illustrating that intermediate skiers comprise the bulk of market demand.

For Nordic skiing, terrain ability level designations are necessarily subjective, depending on technical aspects of the trail, overall difficulty of the trail network, altitude, snow surface, and trail width. However, the average and maximum specific gradient (max grade within a 200-foot span) can generally be used to characterize a trail as beginner, intermediate, or expert. Ability level designations can be based on the average gradient calculated for each trail, in combination with other factors present that may make a trail more difficult. While short sections of a trail can be more or less steep without affecting the overall trail designation, a sustained steeper section may cause the trail to be classified with a higher difficulty rating. It is important to understand that trail gradient is not the only factor in assigning a trail ability designation to a specific trail. As stated above, a variety of factors can cause a trail to be classified under a higher designation.

The following general gradients, reflective of industry norms, are used as the basis to classify the skier difficulty level of the Nordic skiing terrain. As previously mentioned, additional considerations can compound with slope gradient and cause a trail to be classified under a higher skier ability designation.

Table A-2. Nordic Terrain Gradients

Skier Ability	Average Gradient	Max Specific Gradient
Beginner	0 to 5%	10%
Intermediate	5 to 10%	15%
Expert	8 to 12%	20%

Source: SE Group Mountain Planning Guidelines

The recommended distribution of trail by difficulty designation is highly dependent on the local market, and data on Nordic skier visits and ability level has not been collected comprehensively enough nationwide to make precise recommendations. However, most Nordic ski area operators agree that the bulk of visitors are of intermediate ability, with beginners and experts forming the tail ends of an ability bell curve. It is also important to consider that an expert skier will cover more ground in a visit than a beginner skier, which skews the trail distribution by ability level to the expert end of the curve. Another consideration is the location of the terrain—beginner terrain needs to be immediately accessible from the lodge or trailhead, so the skier does not need to navigate any difficult trails to access that terrain. Expert trails, on the other hand, can be further from the trail network access point.

Table 7. Skier Ability Breakdown

Skier Ability	Percent of Skier Market
Beginner	5%
Novice	15%
Low Intermediate	25%
Intermediate	35%
Advanced	15%
Expert	5%

Source: SE Group Mountain Planning Guidelines

## b) Trail Density

The calculation of capacity of a ski area is based in part on the target number of skiers that can accommodated, on average, on a typical acre of ski terrain at any one given time. The criteria for the range of trail densities for North American ski areas that SE Group utilizes are provided in Table 19.

Table A-4. Skier Density per Acre

Skier Ability	Percent of Skier Market
Beginner	25 to 40 skiers/acre
Novice	12 to 30 skiers/acre
Low Intermediate	8 to 25 skiers/acre
Intermediate	6 to 20 skiers/acre
Advanced	4 to 15 skiers/acre
Expert	2 to 10 skiers/acre
Alpine Bowls	0.5 skier/acre

Source: SE Group

These density figures account for the skiers that are actually populating the ski trails and do not account for other guests who are either waiting in lift lines, riding the lifts, waiting in milling areas or using other support facilities. SE Group's observations and calculations indicate that on an average day approximately 40% of the total number of skiers at the resort are on the trails at any given time. Additionally, areas on the mountain, such as merge zones, convergence areas, lift milling areas, major circulation routes, and egress routes, experience higher densities periodically during the ski day.

SE Group has observed that recent trends in trail density design criteria tend to provide for a less crowded skiing experience. At many mountain-west resorts, there is a segment of the market that prefers more natural, unstructured, semi-backcountry types of terrain, commonly referred to as off-piste.<sup>2</sup> Demand is increasing for alpine open bowls, glades, and other similar types of terrain. Skier density per acre numbers are not necessarily applicable to these types of terrain, particularly as there is not always a defined edge to these areas as there is on a traditional ski run. However, skiers are attracted to these areas for the uncrowded feel, as well as the experience and challenge that they afford. Planning and design should provide these types of areas if possible and aligned with the ski area's mission. Examples range from glading between existing runs to providing guided out-of-bounds tours.

#### c) Trail System

A ski area's trail system should be designed to provide a wide variety of terrain to meet the needs of the entire spectrum of ability levels as well as the ski area's market. Each trail should provide an interesting and challenging experience within the ability level for which the trail is designed. Optimum trail widths vary depending upon topographic conditions and the caliber of the skier/rider being served. The trail network should provide the full range of ability levels consistent with each level's respective market demands.

A Nordic Center's trail system should be designed to meet the needs of the entire spectrum of ability levels, as well as its particular market. Each trail should provide an interesting experience within the ability level for which the trail is designed. The trail network should provide trails for the full range of ability levels consistent with each ability level's respective market demand.

If race courses are a component of the trail system, they should be designed to a difficulty level commensurate with the types of event they will host (i.e., a World Cup-level race course is not required nor desirable for local high school and citizens races). Race courses should also be designed with the venue altitude in mind (i.e., a climb that is skiable at sea level may not be skiable at 9000 feet elevation). Additionally, alternative recreational trails should be able to bypass the race course so that events do not interfere with normal business operations.

Optimum trail widths depend on the purpose of the trail and the grooming equipment used, but at a minimum, trails should be 16 feet wide to allow for a single skating lane and a single classic track. If a snowcat is being used for grooming, trails will need to be at least 16 feet wide to allow for safe and effective grooming.

<sup>&</sup>lt;sup>2</sup> "Piste" is a term commonly borrowed from French vernacular which refers to a groomed, maintained, defined ski trail. "Off-Piste" therefore refers to the ungroomed, less defined natural style of skiing commonly found in high Alpine areas and bowls.

For a Nordic Center to attract skiers, grooming, trail variety, and trail length are all important. Those factors are of greater importance to experienced skiers, especially when there are other Nordic centers in the area that compete for business.

#### 2. LIFT DESIGN

The goal for lift design is to serve the available ski terrain in an efficient manner, while being sensitive to environmental considerations. A myriad of factors are considered including wind conditions, visual impacts, wetlands, round-trip skiing, access needs, interconnect ability between other lifts and trails, and the need for circulation space at the lower and upper terminal sites.

The vertical rise, speed and length of ski lifts for a particular mountain are important measures of overall attractiveness of a ski area.

#### 3. ON-MOUNTAIN GUEST SERVICES

For very small, local day use resorts such as Little Ski Hill, on-mountain guest services are considered unnecessary. Instead, all guest services are provided at base-area facilities.

## D. CAPACITY ANALYSIS AND DESIGN

In ski area planning, a "design capacity" is established, which represents daily guest population to which all ski area functions are balanced. The design capacity is a planning parameter that is used to establish the acceptable size of the primary facilities of the: ski lifts, ski terrain, guest services, restaurant seats, building space, utilities, parking, etc. The accurate estimation of the design capacity of a mountain is vital, as it functions as the primary planning criterion for the resort.

Design capacity is commonly expressed as "skier carrying capacity," "skiers at-one-time," and other ski industry-specific terms. The design capacity describes the level of utilization that provides a pleasant recreational experience based upon the number of people that the lift network can comfortably accommodate. Accordingly, the design capacity does not normally indicate a maximum level of visitation, but rather the number of visitors that can be "comfortably" accommodated on a daily basis. Design capacity is typically equated to a resort's fifth or tenth busiest day, and peak-day visitation at most resorts is at least 10% to 25% higher than the design capacity.

Related skier service facilities, including base lodge seating, mountain restaurant requirements, restrooms, parking, and other guest services are planned around the proper identification of the mountain's design capacity.

To calculate design capacity, SE Group determines the total vertical transport capacity supplied by each lift in the system and divides it by the demand for uphill transport by the average individual guest riding that lift in a day.

# E. BALANCE OF FACILITIES

The mountain master planning process emphasizes the importance of balancing recreational facility development. The sizes of the various skier service functions are designed to match the design capacity of the mountain. Future development of a ski area should be coordinated to maintain a balance between accommodating skier needs, ski area capacity (lifts and trails), and the supporting equipment and facilities (e.g., grooming machines, day lodge services and facilities, utility infrastructure, access, and parking).

# F. CLIMATE CHANGE

Under Executive Order 14005, Part 2, Section 204, the USFS is committed to managing forest land to address the climate crisis.<sup>3</sup> Furthermore, sustainability is one of the pillars of the Payette Lakes Ski Club's mission. Both existing and proposed conditions should be considered with an eye towards mitigating the climate impact of LSH and Bear Basin, as well as adapting the ski areas to the shifts that will occur as a result of the changing climate. Actions should be supported by evidence-based climate modeling and an understanding of resort conditions in relationship to the region's climate and ecosystem.

## G. MULTI-SEASON RECREATION ACTIVITIES

Throughout the ski industry, resorts are reimagining the capabilities and duration of their operation. To combat the inconsistent six-month winter operating window, which is likely to grow narrower as a result of climate change, traditionally winter-oriented resorts are pursuing a more sustainable fiscal and economic outlook via the development of multi-season recreation activities. Multi-season recreational activities tend to attract a more diverse range of new guests than traditional winter activities. Furthermore, for a nonprofit, they can provide a sustainable income stream that support mission-oriented winter activities. This master planning process assesses the best programs and implementation approaches for developing multi-season activities and facilities.

<sup>&</sup>lt;sup>3</sup> Executive Office of the President, "Executive Order on Tackling the Climate Crisis at Home and Abroad," 7619 86 FR § 204 (2021).

# H. INVENTORY OF PHYSICAL RESOURCES

This section provides an overview of the unique resource conditions of the LSH and Bear Basin SUP areas that were taken into consideration while assembling this MDP.

#### 1. RESORT AREA

A variety of boundaries define the physical area of a ski area. Many resorts operate on a mix of land owned by the resort operator, land owned by other private landholders on which the resort is permitted by lease or easement to operate, and Forest Service and other public lands operated by the ski area under a special use permit. Within these lands, resorts often inscribe a more constrained guest-facing "ski resort boundary." This is the area in which ticketed guests are permitted to ski or ride. Regular operations by ski patrol typically only occur in these areas.

Little Ski Hill's core ski area operations occur solely within its SUP boundaries on public land administrated by the Payette National Forest. The LSH permit encompasses the entire 76-acre exclave of the PNF. LSH does not own, lease, or possess easement to any adjacent land.

Bear Basin Nordic Center's operations also occur on public land administrated by the PNF. The Bear Basin operates under a concession agreement which permits a maximum trail length within the BBNC area. While Bear Basin is very close to LSH, there is no forest land connecting the two, as the forest exclave on which LSH sits is entirely separated from the main area of the PNF, in which BBNC's concession is located.

#### 2. TOPOGRAPHY AND SLOPE ASPECT

Topography is the arrangement of natural and artificial physical features of an area and includes the general surface shapes and features at a ski resort. Topography, along with slope gradient, is important to a ski area because it partly defines terrain variety, which is consistently ranked as the second most important criterion in skier choice of a ski destination in Ski Magazine's Reader Resort Ratings, behind snow quality.

Slope aspect, or the positioning of a slope in relation to the four cardinal directions, plays an important role in snow quality and retention as it plays a role in the intensity of solar radiation the slope receives. The variety of exposures present opportunities to provide a range of slope aspects that can respond to the changes in sun angle, temperature, wind direction, and shadows.

Generally, within the Northern Hemisphere, northern slopes are the coolest and most shaded, south slopes are the warmest with the most sun exposure, and eastern/western slopes are in between. The relative abundance of varying terrain aspects at a resort means community members can choose different terrain based on snow and weather conditions. In addition, east and west facing slopes within ski areas can be beneficial for softening snow and improving skiing conditions on cold winter mornings. The placement and location of snow features, such as halfpipes and terrain parks, must factor in the effects of sun on elements of the feature, (i.e., snow softening and the recurring process of melting and freezing). Typical constraints in relation to the various angles of exposure are as follows:

- North-facing: ideal for snow retention, minimal wind scour, minimal sun exposure
- Northeast-facing: ideal for snow retention, minimal wind scour, minimal sun exposure
- East-facing: good for snow retention, some wind scour, morning sun exposure

- **Southeast-facing**: fair for snow retention, moderate wind scour, morning and early afternoon sun exposure
- South-facing: poor for snow retention, moderate wind scour, full sun exposure
- Southwest-facing: poor for snow retention, high wind scour, full sun exposure
- West-facing: good for snow retention, high wind scour, late morning and afternoon sun exposure
- Northwest-facing: good for snow retention, moderate wind scour, some afternoon sun

The topography of Little Ski Hill is defined by a single hill rising from the southeastern quadrant of Rock Flat. The lowest point of LSH is the bottom of the T-Bar in Rock Flat, at 5,193 feet above sea level. The highest point is near the top of the hill, at the top of the T-Bar at 5,587 feet above sea level. Thus, LSH has a total vertical rise of approximately 400 feet. The ski area lies on the northern and western faces of the hill. The hill has a relatively sharp transition between its north and west faces, and thus LSH has minimal northwest facing terrain. There is no terrain facing East, South, Southwest or Southeast in LSH's SUP area. Figure 2 provides a visual aspect analysis of LSH.

Bear Basin, as a Nordic ski area, is relatively flat, and thus has a relatively less defined aspect and topography. Nevertheless, the area contains a variety of small hills with moderate slopes that provide challenge and diversity to intermediate and advanced Nordic skiers. There are slopes facing every aspect at BBNC, though the relatively forested condition improves snow retention even on south-facing slopes.

#### 3. SLOPE GRADIENTS

Slope gradients are defined as the angle of a hill relative to a completely flat surface. As mentioned above, slope gradient helps define terrain variety. In addition, slope gradient defines the difficulty of terrain and, therefore, which types of skiers (novice, intermediate, etc.) are able to ski that terrain. Slope gradients dictate trail development. For both downhill and Nordic skiers, cliffs are unskiable. While flat areas are unusable by downhill skiers and riders, they are ideal for beginner and novice Nordic skiers. Meanwhile, terms of resort infrastructure, steep slopes are more difficult to build structures on.

A downhill slope gradient analysis was conducted for LSH's SUP area, which categorizes all lands at LSH according to the gradients defined by Table 17. By this analysis, LSH has no terrain that falls within the 55%+ expert category, and minimal terrain in the 45%-55% advanced category. Most of the terrain at LSH is between 12% and 25%, corresponding to novice and low intermediate terrain. Refer to Figure 3 (Slope Analysis) for a detailed report on terrain gradients.

For a Nordic Ski hill, skiers expect to be able to ascend and descend on most trails. Moreover, descending Nordic Skiers have less control on higher-angle descents. Therefore, the ideal grade for a Nordic resort is mostly flat, with some mild slopes for more advanced Nordic Skiers. BBNC largely fulfills these specifications.

#### 4. SOILS AND GEOLOGY

Soils and geology within and around a ski area are important factors to take into consideration because they influence the erosion potential of the area, the drainage capabilities, the vegetation that grows in the area, and other factors that inform ski area management.

LSH and Bear Basin are located at the western edge of the Idaho batholith. The majority of LSH is a large basalt deposit. Regionally, tectonic activity associated with the formation of the batholith transformed

older sedimentary rocks into gneiss and schist. Idaho batholith is characterized by very soft granites that are highly susceptible to weathering through water and sunlight. These rocks have some similarities to the batholith granites in that they weather easily, forming silty-sandy residual and colluvial soils. In general, these rocks are somewhat more durable than the granites. The batholith in the study area is different from the central core batholith in that there are changes in rock and soils due to the influence of metamorphosed sedimentary rocks (predominantly gneiss and schist) along the border of the batholith. For this reason, the rocks in the project area are loosely termed border zone granitics. Soils derived from them also exhibit higher values of shear strength than those of core-granitic origin.

The most notable characteristic of these granitic soils is their extreme susceptibility to surface erosion. Much of the rock in the existing and proposed areas of disturbance consists of metamorphosed sedimentary rocks intermingled with core granites. Soils evolving from these border zone rocks tend to have higher percentages of fines and demonstrate some cohesion or apparent cohesion. Soil depths at LSH and Bear Basin are relatively shallow, ranging from zero-to-four feet to bedrock.

#### HYDROLOGY

Hydrology influences the availability of water in the ski area as well as the movement of snowmelt and groundwater. This can influence a ski area's ability to make snow as well as the ways snowmelt travels through and impacts the ski area. Within higher elevation zones, headwater wetland complexes and streams can create unique challenges to development.

Both Little Ski Hill and Bear Basin Nordic Center straddle two subregions of the Pacific Northwest hydrological region. Most of both areas are located in the Upper Goose Creek subwatershed (HUC-12 170602100104). Water that accumulates in this watershed drains to the Little Salmon River, before flowing into the Salmon river's confluence with the Lower Snake River. The smaller sections of both areas that are in Valley County are in the Hartsell Creek subwatershed (HUC-12 170501230204) and drain into the North Fork Payette River, which flows south, converges with the main Payette, then flows east to merge with the Middle Section of the Snake River.

LSH draws its water from the Upper Goose Creek subwatershed and does not use or disposed of any water in the small portion of the ski area located in the Hartsell Creek subwatershed.

#### 6. FISH AND WILDLIFE

Fish and wildlife, which are federally monitored (in the case of the Endangered Species Act) and valued by the public, are important to consider prior to and during ski area development. A site-specific NEPA analysis of all Forest Service sensitive, management indicator, and federally listed, threatened, and endangered species will be conducted prior to implementation of any MDP projects proposed by Bear Basin Nordic Center and Little Ski Hill in the future. That analysis will be based on the latest information provided by the PNF, the U.S. Fish and Wildlife Service, and the State of Idaho.

A diversity of wildlife habitat occurs throughout the LSH and Bear Basin SUP areas. Vegetative conditions and topography are variable; however, weather conditions tend to be consistent and predictable. Long winters with an abundance of precipitation, in the form of snowfall, are the key factors that make this area seasonal habitat for many wildlife species. Many non-game species of birds and mammals are found throughout the area and are considered general forest dwellers. Big game species are found seasonally at LSH and Bear Basin, including mule deer, white-tailed deer, elk, black bear, and mountain lion. Their seasonal use of the area is governed by snow conditions during late spring and early winter, as well as

the presence (or lack thereof) of people recreating. The area is not considered spring and/or winter range for deer and elk.

There are several rare or listed fish and wildlife species found on the PNF, including chinook salmon, sockeye salmon, steelhead and bull trout. The salmon and steelhead are born in tributaries to the Salmon River, spend most of their lives in the Pacific Ocean, and return to their natal streams to spawn and die, while bull trout occupy many rivers, lakes, and streams across the PNF. Rare or listed wildlife species that could occur in the analysis area include Canada lynx and wolverine. In addition, there are many Region 4 sensitive wildlife species on the PNF, including bighorn sheep, gray wolf, bald eagle and others.

#### 7. VEGETATION

The vegetative composition of a ski area, beyond influencing the wildlife discussed above, also influences the erosion potential of the land and its ability to retain water. Further, maintaining the integrity of overand understory vegetation is key to long-term viability of a ski area; vegetation management for developed and undeveloped portions of ski areas can influence snow retention, wildlife habitat and movement, soils detachment, water quality and visual quality. It is therefore important to analyze and understand the existing vegetation within a ski area boundary.

According to the latest Region 4 sensitive species list, the following sensitive plant species are found on the PNF: swamp onion, Tolmie's onion, Candystick, Payson's milkvetch, White Cloud milkvetch, Cascade reedgrass, Cusick camas, Puzzling halimolobos, Hazel's prickly phlox, Sacajawea's bitterroot, Bank monkeyflower, Radiate goldenweed, Barton's blackberry, Tobias's saxifrage, Tolmie's saxifrage, and Short-slyle tofieldia.

#### 8. CLIMATE CHANGE

Anthropogenic global warming, caused by human emissions of greenhouse gasses, has already caused shifts in the global climate and will almost certainly cause more in the coming decade and century.<sup>4</sup> These shifts are particularly pronounced in alpine ecosystems like the Western Rocky Mountains in which LSH operates.<sup>5</sup>

The mountains around McCall have experienced an approximately 2-degree increase in average winter temperature over the past decade, and will likely continue to experience warming as climate change accelerates. Climate change model suggest the northwest United States could see a continued increase in temperatures and decrease in Snow Water Equivalent (SWE) by 2070. This lack of snowpack could lead to a shorter winter season at LSH.

<sup>&</sup>lt;sup>4</sup> IPCC Core Writing Team, "Climate Change 2014: Synthesis Report," IPCC Assessment Reports (Geneva, Switzerland: Intergovernmental Panel on Climate Change, 2014).

<sup>&</sup>lt;sup>5</sup> Georg Grabherr, Michael Gottfried, and Harald Pauli, "Climate Change Impacts in Alpine Environments," *Geography Compass* 4, no. 8 (2010): 1133–53, https://doi.org/10.1111/j.1749-8198.2010.00356.x.

# APPENDIX B. FOREST SERVICE POLICY DIRECTION

The Forest Service nationally supports the recreational opportunities that private ski areas provide. The Forest Service and National Ski Areas Association work in partnership to achieve common goals of managing and promoting active participation in skiing and sports by all people.

Bear Basin and Little Ski Hill operate under SUPs authorized under the National Forest Ski Area Permit Act of 1986, 16 U.S.C. § 497b. The Act authorizes the Forest Service to issue ski area permits:

"... for the use and occupancy of suitable lands within the National Forest System (NFS) for Nordic and alpine skiing operations and purposes." The Act states that a permit "shall encompass such acreage as the Secretary [of Agriculture] determines sufficient and appropriate to accommodate the permittee's needs for ski operations and appropriate ancillary facilities."

The basis for determining the types of activities and facilities appropriate for permitted winter sports resorts operating on NFS lands are expressed in federal laws and Forest Service policy directives, including the Forest Plan.<sup>6</sup> The Forest Plan is a guiding document that provides the Forest Service with authority and direction pertaining to ski area management on NFS lands. PLSC and the PNF are connected through a committed long-term partnership and together seek to provide quality recreational opportunities on NFS lands. By satisfying its current and future visitors, LSH and BBNC will continue to fulfill the mission and vision of PLSC and provide excellent winter recreation to the town of McCall. This, in turn, will help fulfill Forest Service policy, objectives, and direction for ski area management on the PNF.

The following list consists of the formative federal legislations which guide Forest Service administration of NFS lands and, more specifically, at winter sports resorts:

- The Multi-Use Sustained-Yield Act of 1960 mandates that the Forest Service manage NFS lands for "outdoor recreation, range, timber, watershed, and wildlife and fish purposes." 16 U.S.C. § 528 (emphasis added)
- The National Forest Management Act (NFMA) requires the Forest Service to develop Forest
  Plans that provide for multiple uses of NFS lands, including "coordination of outdoor recreation,
  range, timber, watershed, wildlife and fish, and wilderness." 16 U.S.C. § 1604(e)(1) (emphasis
  added)
- The National Forest Ski Area Permit Act of 1986 specifically endorses developed winter recreation on NFS lands and authorizes the Forest Service to issue SUPs that encompass "such acreage" as the Forest Service "determines sufficient and appropriate to accommodate the permittee's needs for ski operations and appropriate ancillary facilities." 16 U.S.C. § 497b(b)(3)
- The service-wide Memorandum of Understanding between the National Ski Areas Association and the Forest Service (FS Agreement No. 07-SU-11132424-246), recognizes "that ski areas can help meet increased demand for recreational opportunities in a managed setting." The Forest

<sup>&</sup>lt;sup>6</sup> USDA Forest Service. 2003. Revised Forest Plan, Payette National Forest.

- Service stated its commitment to "evaluate four-season recreation at ski areas to improve economic stability and enhance outdoor recreation opportunities during policy formation, master development planning, and project plans."
- The 2011 Ski Area Recreational Opportunity Enhancement Act (SAROEA) amended the National Forest Ski Area Permit Act of 1986. The 2011 SAROEA enables snow sports (other than Nordic and alpine skiing) to be permitted on NFS lands subject to ski area permits issued by the Secretary of Agriculture. In addition, it clarifies the authority of the Secretary of Agriculture to permit appropriate additional seasonal or year-round recreational activities and facilities on NFS lands subject to ski area permits issued by the Secretary of Agriculture. Further information on SAROEA is provided below.

# A. 2011 SKI AREA RECREATIONAL OPPORTUNITY ENHANCEMENT ACT

The 2011 SAROEA amended the National Forest Ski Area Permit Act of 1986. The 2011 SAROEA enables snow sports (other than Nordic and alpine skiing) to be permitted on NFS lands subject to ski area permits issued by the Secretary of Agriculture. In addition, it clarifies the authority of the Secretary of Agriculture to permit appropriate additional seasonal or year-round recreational activities and facilities on NFS lands subject to ski area permits issued by the Secretary of Agriculture. Activities and facilities that may, in appropriate circumstances, be authorized under the Act include but are not limited to, zip lines and ropes courses, mountain biking trails, and frisbee golf.

In April 2014, the Forest Service provided a Final Directive for Additional Seasonal or Year-Round Recreation Activities at Ski Areas that includes guidance for implementing the 2011 SAROEA. Forest Service Manual (FSM) 2343.14 states that the Forest Service will apply the screening criteria below during review of site-specific proposals prior to the initiation of a NEPA review process. During this master planning stage, projects are conceptual and do not include the level of design that would be required to fulfill all of the screening criteria; instead, site-specific detail is be provided during the project proposal stage to initiate the NEPA process. The screening criteria included in FSM 2343.14(1) guide the development of projects on NFS lands, and the activities and facilities associated with those projects must:

- (1)(a) Not change the primary purpose of the ski area to other than snow sports;
- (1)(b) Encourage outdoor recreation and enjoyment of nature and provide natural resource-based recreation opportunities;
- (1)(c) To the extent practicable, be located within the portions of the ski area that are developed or that will be developed pursuant to the MDP;
- (1)(d) Not exceed the level of development for snow sports and be consistent with the zoning established in the applicable MDP;
- (1)(e) To the extent practicable, harmonize with the natural environment of the site where they would be located by:
  - (1)(e)(1) Being visually consistent with or subordinate to the ski area's existing facilities, vegetation and landscape; and

- (1)(e)(2) Not requiring significant modifications to topography to facilitate construction or operations.
- (1)(f) Not compromise snow sports operations or functions; and
- (1)(g) Increase utilization of snow sports facilities and not require extensive new support facilities, such as parking lots, restaurants, and lifts.

Again, the above screening criteria will be applied for the planned activities in this MDP during the NEPA process that would occur with project proposal. At that point, design plans more detailed than those generated within this master planning process would be made available.

FSM 2343.14(8) provides narrower guidance for elements to be included in the master planning process. Specifically, the master planning process should:

- (8)(a) Establish zones to guide placement and design of additional seasonal or year-round recreation facilities, basing the zones on the existing natural setting and level of development to support snow sports;
- (8)(b) Depict the general location of the facilities; and
- (8)(c) Establish an estimated timeframe for their construction.

# B. 2003 PAYETTE NATIONAL FOREST PLAN

The Payette National Forest Land and Resource Management Plan (Forest Plan) was originally published in 1988. In 2003, the Forest Plan was revised to provide the present management direction for PNF lands. Because LSH and BBNC operate on the PNF, all planned projects must be consistent with management direction provided in the Forest Plan. The planning efforts behind the MDP considered this and planned projects that would be consistent with the Forest Plan.

Upon Forest Service acceptance of this MDP and subsequent acceptance of a proposal for a specific set of projects identified in this MDP, a site-specific NEPA process would commence. Site-specific NEPA would include a Forest Plan consistency analysis to identify the consistency of the proposed projects with management direction provided in the Forest Plan. Any proposed projects determined to be inconsistent with the Forest Plan in the consistency analysis would either necessitate a Forest Plan amendment (described below) or would need to be modified to achieve consistency with the Forest Plan.

The Forest Plan lays out management direction in two tiers: (1) Forestwide management direction; and (2) Management Area specific management direction. Only Management Area specific management direction is described in this section as Forestwide management direction extends beyond the scope of this document; however, Forestwide management direction will be considered within any site-specific NEPA occurring subsequent to the completion of this MDP.

It is also important to note the distinction in the Forest Plan between the terms "Management Area" and "Management Prescription Category." The term "Management Area" is used to identify physical swaths of land on the PNF, whereas "Management Prescription Category" identifies the management direction applicable for each management area. Various lands within a single Management Area may be managed according to multiple Management Prescription Categories, depending on the nature of the lands in question and the intended use of those lands in the eyes of the Forest Plan. The terms "Management

Area" and "Management Prescription Category" will hereafter be referred to using the acronyms "MA" and "MPC," respectively.

The following sections identify the Forest Plan Management directions that are relevant to LSH and Bear Basin.

#### 1. MANAGEMENT AREA

LSH and BBNC is located within MA 06 – Goose Creek/Hazard Creek and MA 07 – Payette Lakes. According to the Forest Plan, MA 06 and 07 is comprised of land administered by the PNF within the Goose Creek, Hazard Creek, and Upper Little Salmon River watersheds of the Little Salmon River drainage; and Cougar-Pearl, Copet-Box, Payette Lake, and Little Payette Lake subwatersheds. MA 06 covers parts of Adams, Valley and Idaho counties, north of New Meadows and McCall, and is part of the New Meadows and McCall Ranger Districts.

The Forest Plan also notes that MA 06 and MA 07 has among the highest recreation levels in the PNF in both summer and winter. The Forest Plan identifies the Little Goose Creek subwatershed as a wildland-urban interface (WUI) area due to the presence of LSH and BBNC and other developed sites (including Brundage Ski Area). This suggests that wildfire management is extremely important in this area.

Within management direction provided for MA 06 and MA 07, some resource-specific direction is provided that references LSH directly. In particular, the following two objectives are identified:

- Recreation Resources Consider and evaluate the expansion of the Brundage Mountain Resort and Little Ski Hill; and recreation emphasis in their area (MA 07) is on providing summer developed and dispersed recreation opportunities.
- Scenic Environment Maintain scenic values as seen from the Highway 55 corridor (Goose Creek Canyon), Highway 95 corridor, Bear Creek Lodge, Little Ski Hill, and Brundage Mountain Resort and Forest Road 257 to maintain a natural-appearing setting in high-use recreation areas and for visitors in and near the Forest.

While achievement of these objectives is not required of the PNF, the objectives provide goals for land use managers to work toward.

# 2. MANAGEMENT PRESCRIPTION CATEGORY

LSH and BBNC's SUP areas are managed according to direction provided for MPC 4.2 – Roaded Recreation, which directs land uses on approximately 20% of the PNF lands within MA 06 and 1% in MA 07. Certain standards and guidelines provide specific management direction for lands within MPC 4.2; standards are policies that must be adhered to, while guidelines are recommendations for which compliance is desirous but not necessary. The standards and guidelines provided for MPC 4.2 – Roaded Recreation are listed below.

#### a) Road Standard

There shall be no net increase in road densities in the MPC 4.2 portion of the Little Goose Creek subwatershed unless it can be demonstrated through the project-level NEPA analysis and related Biological Assessment that:

- For resources that are within their range of desired conditions, the increase in road densities shall
  not result in degradation to those resources unless outweighed by demonstrable short- or longterm benefits to those resource conditions; and
- For resources that are already in a degraded condition, the increase in road densities shall not further degrade nor retard attainment of desired resource conditions unless outweighed by demonstrable short- or long-term benefits to those resource conditions; and
- Adverse effects to Threatened, Endangered, Proposed or Candidate (TEPC) species or their habitat are avoided unless outweighed by demonstrable short- or long-term benefits to those TEPC species or their habitat.

An exception to this standard is where additional roads are required to respond to reserved or outstanding rights, statute or treaty, or respond to emergency situations (e.g., wildfires threatening life or property, or search and rescue operations).

#### b) Vegetation Guideline

Vegetation management actions – including wildland fire use, prescribed fire, and mechanical treatments – may be used to maintain or restore desired vegetation and fuel conditions provided they do not prevent achievement of recreation resource objectives.

#### c) Fire Guideline

The full range of fire suppression strategies may be used to suppress wildfires. Emphasize strategies and tactics that minimize impacts to recreation developments and investments.

# C. RECREATION OPPORTUNITY SPECTRUM

The Recreation Opportunity Spectrum, or "ROS," is a framework for stratifying and defining classes of outdoor recreation environments, activities and experience opportunities on all NFS lands. It also provides a context and tool for estimating and describing recreation resources as well as effects to those resources from alternative management strategies and actions. All PNF lands are assigned for each season one of the of the six established ROS classifications: rural, roaded modified, roaded natural, semi-primitive motorized, semi-primitive non-motorized, and primitive.

#### LSH ROS

In both winter and summer, LSH is classified as falling within the "roaded natural" ROS category. The Forest Plan describes this ROS classification as follows:

These areas provide for a wide range of recreation activities that are generally focused along the primary and secondary travel routes in a natural—appearing, roaded, motorized setting. Recreation facilities are provided to facilitate recreation use. There may be a moderate to high degree of user interaction, as well as the sights and sounds of other users, depending upon the facilities provided.

PLSC anticipates that all projects planned within LSH's SUP area are compatible with the 'roaded natural ROS category.

#### 2. BBNC ROS

Unlike LSH, BBNC's operating area is classified under different ROS categories in winter and summer. In winter, BBNC's operating area falls entirely within the "semi-primitive motorized" ROS category. The Forest Plan describes this ROS classification as follows:

These areas provide for motorized recreation opportunities in semi-primitive settings. In areas seen from travelways, a natural-appearing setting dominates the outdoor physical environment, with only subtle or minor evidence of human-caused modifications. Other areas could have moderately dominant alterations.

In summer, BBNC trails fall within two different ROS classification areas. The eastern third of BBNC's operating area falls within the "roaded natural" ROS class, discussed above. The western two thirds of the operating area are considered "roaded modified." The Forest Plan describes the roaded modified ROS classification as follows:

These areas provide for a range of recreation experiences that are consistent with substantially modified, motorized settings in which the sights and sounds of humans are readily evident and the interaction between users can be from low to high. Recreation experiences and opportunities in these areas often depend on vehicular access off the primary routes via secondary roads. Camping experiences are relatively primitive, with few on-site facilities provided, requiring some self-reliance and use of primitive outdoor skills.

PLSC will work to ensure that any modifications planned in BBNC's operation area are compatible with the existing recreation opportunity spectrum categorization for the site of each project.

# D. SCENERY RESOURCES

#### 1. VISUAL MANAGEMENT SYSTEM

The Visual Management System (VMS) is a management tool that determines scenic values on NFS lands and establishes allowable levels of human-caused change to the scenic environment. The VMS is used to plan project activities in order to keep visual impacts within varied levels of acceptable change. Management of the scenic environment using the VMS requires the determination of Visual Quality Objectives (VQO), which are identified for PNF lands in the Forest Plan.

The five VQO classes established by the Forest Service are as follows: preservation, retention, partial retention, modification, and maximum modification. The VQO class applied to certain NFS lands is determined by consideration of viewer sensitivity, viewing distance zones, and inherent scenic qualities. The PNF land on which BBNC and LSH operate all fall within areas designated under the Partial Retention VQO. The Forest Service defines the Partial Retention VQO as follows:7

Partial Retention – Allows management activities that remain visual subordinate to the characteristic landscape. Activities may repeat form, line, color and texture common to the characteristic landscape but changes in their qualities of size, amount, intensity, direction, pattern, etc., remain visually subordinate to the characteristic landscape. Activities may also introduce form, line, color, or texture that are found infrequently

<sup>&</sup>lt;sup>7</sup> <sup>1</sup>USDA Forest Service. 1995. Landscape Aesthetics: A Handbook for Scenery Management.

or not at all in the characteristic landscape, but they should remain subordinate to the visual strength of the characteristic landscape.

#### 2. BUILT ENVIRONMENT IMAGE GUIDE

The Built Environment Image Guide (BEIG) has been designed to ensure thoughtful design and management of the built environment on NFS lands, which includes: administrative and recreation structures, landscape structures, site furnishing, structures on roads and trails, and signs installed or operated by the Forest Service, its cooperators, and permittees.<sup>8</sup> It focuses on the image, appearance and structural character of facilities. Three core contexts are stressed throughout the BEIG: (1) environmental; (2) cultural; and (3) economic.

The BEIG provides general guidance regarding the image, aesthetics, and overall quality of recreational and administrative structures on NFS lands, but it does not contain enforceable "standards" pertaining to aesthetic quality as found in a typical Forest Plan. The environmental, cultural, and economic contexts within which the BEIG is based are important considerations in development of structural facilities at LSH and BBNC. All built structures on NFS lands (excluding chairlift terminals) identified in this MDP would meet relevant direction provided by the BEIG. LSH will strive to attain a consistent architectural theme for built infrastructure on NFS lands.

# E. ACCESSIBILITY TO PUBLIC LANDS

In July 2016, the Forest Service released the Accessibility Guidebook for Ski Areas Operating on Public Lands, 2016 Update. This guidebook provides information for ski areas authorized under a SUP to work with the Forest Service in providing equal opportunities for all people, including those with disabilities. PLSC will maintain consistency with this guidebook for future development projects occurring on public lands.

Ski areas operating under special-use authorization from the Forest Service are required to comply with both the Americans with Disabilities Act of 1990 (ADA) and Section 504 of the Rehabilitation Act of 1973 (Section 504). The ADA applies because LSH and BBNC operate as a "public accommodation;" that is, LSH and BBNC are businesses open to the public. Section 504 applies because LSH and BBNC operates under SUPs authorized by the Forest Service. Implementation guidelines for Section 504 that apply to recreation special-use permit holders are located in Title 7, Code of Federal Regulations, Part 15b. Through the SUP, the ski area agrees to abide by these and all other laws, regulations, and policies of the federal government. Under these laws and regulations, PLSC is required to ensure the accessibility of both its programs and its facilities.

Legislation that preceded the ADA includes the Architectural Barriers Act of 1968 (ABA) and the Rehabilitation Act of 1973, as amended. ABA was the first measure passed by Congress to ensure access to facilities. The ABA requires that all facilities built, bought, or leased by or for a Federal agency be accessible. Section 504 of the Rehabilitation Act states: "No otherwise qualified individual with a disability in the United States shall, solely by reason of his disability, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance or under any program or activity conducted by an Executive Agency."

<sup>&</sup>lt;sup>8</sup> USDA Forest Service. 2001. The Built Environment Image Guide for the National Forests and Grasslands.

Through future site-specific NEPA and design development reviews, LSH will work closely with the Forest Service to ensure accessibility measures are taken to provide equal opportunity to all users of public lands.

# **FIGURES**

Figure 1. Vicinity Map

Figure 2: Aspect Analysis

Figure 3: Slope Analysis

Figure 4: Property Boundaries
Figure 5: Existing Conditions
Figure 6: Existing Conditions Little Ski Hill & Bear Basin Nordic Center

Figure 7: Upgrade Plan

Figure 8: Summer Upgrade Plan

Figure 9: Upgrade Plan Little Ski Hill & Bear Basin Nordic Center

