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Forest  
Service

Pacific  
Southwest  
Region

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# Business Plan for the Modoc National Forest



## A Window of Opportunity

# Welcome to the Modoc National Forest

One of the most rural forests in California, the Modoc National Forest provides wide open vistas, the quiet solitude of nature, and a variety of recreational opportunities. Residents and visitors prize the rural lifestyle away from crowds and traffic. It is truly a place "Where the West still lives."



Cover Photo was taken at Beeler Reservoir on the Devil's Garden Ranger District.

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# Contact Information

## Modoc National Forest

### Supervisor's Office

800 West 12th Street  
Alturas, CA 96101  
(530) 233-5811  
TDD (530) 233-8708

### Warner Mountain Ranger District

PO Box 220  
Cedarville, CA 96104  
(530) 279-6116  
TDD: (530) 279-8325

### Devil's Garden Ranger District

800 West 12th Street  
Alturas, California 96101  
(530) 233-5811  
TDD: (530) 233-8708

### Doublehead Ranger District

PO Box 369  
Tulelake, CA 96134  
(530) 667-2246  
TDD: (530) 667-2246

### Big Valley Ranger District

PO Box 159  
Adin, CA 96006  
(530) 299-3215  
TDD: (530) 299-3425

# Introduction

The purpose of business planning within the USDA Forest Service is to improve the abilities of national forests to clearly communicate their financial status to principal stakeholders. A business plan answers such questions as: what is the business of the forest unit? What functions do not occur due to a lack of funding? How much money does the forest need to operate at appropriate standards? This plan demonstrates the functional responsibilities, operational standards, and financial position of the Modoc National Forest.

The business planning process is undertaken to accomplish three main tasks. First, it provides the forest with a synopsis of the forest's funding history. Second, it presents a clear, detailed picture of the state of current forest operations and funding. Third, it outlines forest priorities and funding and operational strategies.

The Business Plan Initiative began in 1998 as a project initiated by the National Park Service (NPS) and the National Parks Conservation Association (NPCA). Since then, more than 50 National Parks and four National Forests have participated in the business planning process.

All National Forests participating in this initiative apply a common business plan methodology. Forest activities are organized into six functional areas, which describe all areas of the business for which a National Forest is responsible. The functional areas are then broken down into 34 programs. This allows the forest to move beyond the traditional Forest Service method of reporting expenditures in terms of fund sources, and instead report expenditures in terms of activities. As a result, the forest can communicate its financial situation more clearly with external audiences. Furthermore, using the same broad program structure for all forests provides a needed measure of comparability across all forest units.

This business plan provides forest managers with not only a powerful communication tool, but also the financial and operational baseline knowledge for future decision-making.

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## Forest Supervisor's Foreword



Forest Supervisor Stanley G. Sylva

The far reaches of northeastern California, home of the Modoc National Forest, remain relatively undeveloped. Residents experience a very rural life style, far away from the crowded cities and heavy vehicle traffic. The population of Modoc Country has remained relatively stable over the last several decades. The economic base is tied largely to agriculture, mostly farming and ranching. Many of the ranching operations are dependent upon the National Forest for summer pasture. This relationship of ranches and public grazing helps promote economic stability and open spaces. Visitors are blessed with blue skies, a wide variety of recreational opportunities, and friendly welcomes.

Those who live and work in this rural area feel like they are a part of the Modoc National Forest, and we are all part of the local community. Together we are on a journey to manage the forest. This business plan opens doors for us. Through this business plan we can explain what it takes to manage this diverse, rural, and to a large extent undiscovered National Forest.

We focused on three broad areas of interest and opportunity that were developed through discussions with our employees, community partners and local elected officials. These areas of interest include community protection and healthy forests; the juniper sage steppe ecosystem; and tourism, resource interpretation and marketing of our recreation opportunities. A common theme expressed by our community partners is economic diversification, job creation and healthy forests and rangelands, which are interwoven throughout the plan.

The plan also highlights the importance of partnerships as a means to leverage funding, and gains support and guidance for resource programs. There has been a long history of

stewardship partnerships on the forest, including the Modoc/Washoe Experimental Stewardship Program, Upper Pit River Watershed Alliance, the Big Valley Federal Sustained Yield Unit's stakeholders, and the Modoc Resource Advisory Committee. These will continue along with other existing and new partnerships.

I want to thank the National Parks Conservation Association, especially our consultants, Aarabi Balasubramanian and Adam Zielinski, for guiding us through the development of our business plan. Their insights and business perspectives were invaluable for us to understand the cost of our operations, funding gaps, and investment and partnership opportunities.

We know that the forest funding and staffing have not kept pace with the needs for community protection, ecosystem restoration, and public use. Now we have the means to better communicate our current situation and opportunities for improvement in the future. We invite each of you to join us and bring your best ideas and talent. Collective wisdom makes the best solutions. I believe the end result will be longer lasting, more meaningful, and cost effective land stewardship and public service, with inclusive public participation. You'll see we are a good investment.

## Executive Summary

The Modoc National Forest is one of the most rural forests in California and the nation. Historically focused on providing grazing pastures for local livestock ranchers, and forest products for area lumber mills, the Modoc also offers visitors the opportunity to experience dramatic wide-open spaces and the quiet solitude of nature far away from the crowded cities. It is truly a place “Where the West Still Lives.”

This business plan is designed to identify and document the gaps between the Modoc’s current funding levels and the funds necessary to fulfill the goals and mission of the Forest Service. The following analysis summarizes some of the key findings of this business plan, which is based upon the fiscal year (FY) 2003 budget and staffing levels.

**While the Modoc used to be funded primarily through revenue sources, it is now mostly dependent on appropriated dollars.**

Appropriated funding increased from approximately 41% of all Modoc funding in FY95 to 80% in FY03. Revenue fund sources declined by 63% over the same period.

**There has been a dramatic shift in focus from timber production to fire and fuels treatments over the past nine years.**

While the budget for fire preparedness and hazardous fuels reduction projects has tripled since FY95, funding for other programs shrunk by 41% over the same period, when adjusted for inflation. Also, while fire and fuels related allocations have increased at the rate of 9% per year, non-fire related allocations have decreased by about 3% per year. As a result, the Modoc has been forced to do more with fewer resources in its non-fire program areas, amidst an increasing cost environment.

**Total expenditures have increased 50% in nine years.**

On average, over the past nine years, Modoc expenditures have increased at the rate of 6% per year. While personnel expenditures have increased moderately over the past nine years, there is increased reliance on contracted services (both internal and external) for project work.

The Resource Management functional area identified the largest percentage shortfalls to its programs.

The Modoc identified a total staffing and financial shortfall of 71.4 Full-Time Equivalents (FTEs) and \$5.3 million to meet its required operational standards. The largest shortfall on a percentage basis was identified in the Resource Management functional area, where an additional 18.4 FTEs and \$1.2 million were needed, representing 43% of its funded budget. On a nominal basis, the Facility Operations & Maintenance area had the highest operational shortfall, needing an additional 11 FTEs and \$1.45 million.

The Modoc has identified three strategic goals that are aligned with the Forest Service's strategic plan and local community priorities.

- **Community Protection and Healthy Forests:** Protect life and property from catastrophic wildland fire while improving forest health and providing biomass for energy production.
- **Sage Steppe Ecosystem Restoration:** Restore and manage the sage steppe ecosystem to promote ecosystem health, biomass energy production, and value-added manufacturing of juniper products.
- **Tourism and Recreation:** Increase tourism and recreational opportunities through improved recreational and interpretive infrastructure and enhanced marketing initiatives.

A total of \$6.2 million dollars in new investments are needed over the next five years to implement and achieve the three strategic goals.

The Modoc's priority investments are aligned with its three strategic goals and divided into four categories: Resource Management, Information and Interpretation Infrastructure, Recreation Facility Infrastructure, and Basic Infrastructure.

**The Modoc has a history of creating successful partnerships.**

The Modoc has relied on its partnerships to build community relationships, share knowledge and skills, and supplement funding for a variety of vital projects and programs. Continuing and expanding on this success will be critical in the years to come to fully achieve each of its three strategic goals.

# Forest Overview

## The Forest at a Glance

“The Smiles of Gods” is what the Native Americans, who first settled on this land, called it. Rich in history as well as geological formations, the lands that now comprise the Modoc National Forest offered fertile valleys and towering mountains. From the earliest pioneer days, these lands have been used to graze sheep and cattle. Early pioneers, concerned about the overuse of the land by transient cattle and sheep mostly from the Sacramento Valley, banded together in 1903 and petitioned the federal government to create forest reserves.

Although Congress identified timber and water supplies as the objectives for the national forest reserves, President Theodore Roosevelt accepted the petition and a year later created the forest reserves that would later become the Modoc National Forest.

Today grazing is still a major program of the Modoc along with watershed and ecosystem enhancement programs. While timber harvests have declined dramatically over the past decade.

## Physical Setting

Separated from the more heavily populated and intensively used areas of the Sacramento Valley by the main Sierra Nevada mountain ranges, the Modoc lies in the far northeast corner of California. The topography is diverse, ranging from the forested Warner Mountain range in the east, to the high plateaus dominated by sage steppe and ancient lava flows around Alturas, and culminating at the Medicine Lake Highlands (the largest shield volcano in North America) in the west.

The high desert climate in the valley areas consists of four distinct seasons and an average precipitation of 13 inches, a large part of which comes in the form of snow during the winter months of December to March.

Elevation levels in the Modoc range from 9,906 feet at Eagle Peak in the South Warner Wilderness, to 4,000 feet in the valleys.



The 220 miles of streams and 23 lakes offer world-class fishing opportunities for trout, bass, and other species

## Flora & Fauna

The ponderosa pine and its sister, the Jeffrey pine, are the dominant trees of the Modoc. These pines cover the gentler slopes of the Warner Mountains, the entire western half of the Forest, the north end of the Devil’s Garden section, and the ranges extending south. Mixed in the stands of ponderosa and Jeffrey pine is white fir, which continues on to higher elevations than the pines. Sugar pine trees are also found in the northwestern part of the forest, and lodgepole pine can be found in the higher elevations of the Modoc.

The western juniper is irrevocably tied into Modoc County history and development. The Devil’s Garden Plateau may be the largest unbroken expanse of western juniper (*Juniperus Occidentalis*) in the world, covering some 300,000 acres. Other common vegetation includes the mountain mahogany, the white-barked quaking aspen, and the purple sage.

Flowers of the Modoc are many and varied. Almost overnight following the melted snow, fragrant, short-stemmed star anemones appear for a short existence on rocky south slopes. In early spring, the rocky Devil’s Garden Plateau produces a





The Modoc contains over 7,100 archeological sites, including ancient petroglyphs and old Native American village settlement areas



Cheryl Beyer, Botanist

Huckleberry brush on a white bark pine tree in the Warner Mountains

veritable carpet of wild pansies, pink and red owl clover, yellow primroses and pink shooting stars. Until quite late in the season purple lupine grows in masses all over the landscape.

The Modoc is home to more than 300 species of wildlife. The Pacific Flyway crosses directly over the area. During their migration from Alaska and Canada to Mexico, hundreds of thousands of waterfowl use local wetlands as rest stops. Rocky Mountain elk, wild horses, mule deer, and pronghorn antelope are some of the large unique mammals that call the Modoc their home.

Trophy sized bass populate many of the stocked reservoirs in the lower elevations, while mountain streams and lakes contain rainbow trout and other fish species.

### Scenery & Recreation

The Modoc's remote location ensures recreational visitors a quiet, peaceful experience away from the crowded trails and campgrounds of the Sierra Nevada forests. A backpacker can go days or weeks without seeing another human while visiting the South Warner Wilderness. Views from the South Warner Wilderness extend from the snow-capped peaks of the northern Sierra Nevadas and Cascades, to the Black Rock Desert in northwestern Nevada.

### Commerce and Community

Despite the closing of local timber mills and the downturn in timber production, lumber production, along with agriculture (primarily grazing, hay, and grain production) and government services form the economic base of Modoc Country along with



Bakers Globemallow found on the Modoc National Forest

a small contribution from tourism. The Modoc maintains the largest rangeland program among California's national forests.

Utility corridors transverse the Modoc bringing power and gas to Southern California. Some cinder rock and obsidian mines also occur on the Modoc.

The Modoc contains one of the three remaining Federal Sustained Yield Units left in the nation. These units were established to provide community stability through timber harvests for locally manufactured wood products.



A Forest Ranger taking in the view at Mammoth Crater Circa 1926 on the Doublehead Ranger District near Lava Beds National Park

### Enabling Legislation

The proclamation of President Theodore Roosevelt on November 29, 1904 created the Warner Mountains Forest Reserve, and the Modoc Forest Reserve. On July 2, 1908, President Roosevelt combined the Warner Mts. and the Modoc Divisions into one administrative unit, known thereafter as the Modoc National Forest.



A Forest Ranger on patrol near Medicine Lake on the Doublehead Ranger District

## Modoc National Forest Inventory

### General

Acres of Land	1,654,392
Permanent Employees	137

### Visitor Resources:

Campgrounds	28
Picnic Areas	8
Ski Areas	1

### Trails:

Trails	77
Trailheads	8
Snow Parks	1
Back Country Trails (miles)	182

### Natural Features:

Wilderness Areas	1
Wilderness Areas (acres)	70,385
Lakes and Reservoirs	23
Waterfowl Wetlands (acres)	1,500,258,000

### Wild Horse Territory:

(acres)	279,260
Wild Horses	525
Plant Species	1,063
Sensitive Plant Species	21
Threatened Plant Species	1
Wildlife Species	350
Sensitive Wildlife Species	25
Threatened and Endangered Wildlife Species	6

### Cultural & Historic Features:

Archeological Sites	7,133
Mines (Obsidian)	.4

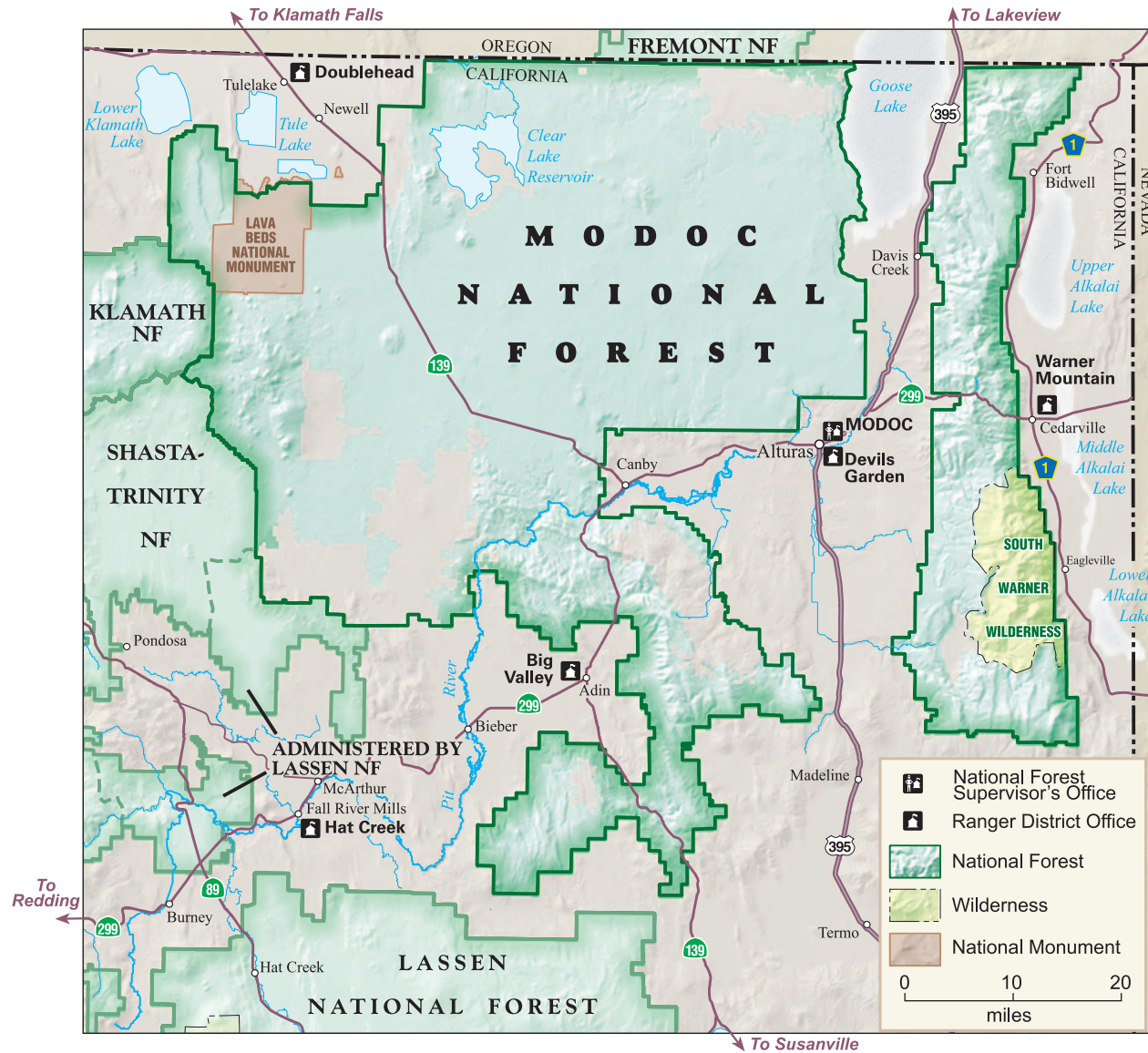
### Infrastructure:

Fire Stations	10
Fire Lookouts	5
Administrative Offices	4

### Mission Statement

The mission of the Modoc National Forest is to sustain the health, diversity and productivity of the Forest to meet the needs of present and future generations.

# Modoc National Forest Map



# Historical Context

## Budget Analysis

National Forests receive funds from three principal sources: Appropriations, Reimbursements and Revenues.

### Appropriations

Congress allocates appropriated funds to the Forest Service at the beginning of each fiscal year. The Forest Service then divides these funds among its administrative regions, which in turn allocate the appropriations to the National Forests. The amount appropriated at the national level varies from year to year. Typically, the appropriated base is the biggest source of funding for all the National Forests. The Modoc uses these funds primarily to pay for operational needs.

### Reimbursements

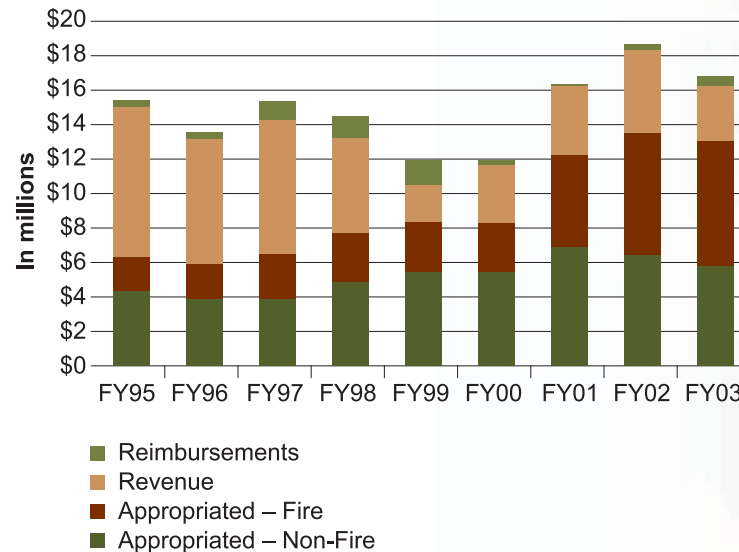
The Modoc periodically enters into agreements with other federal, state, county and local governments, such as the Bureau of Land Management, the Lava Beds National Monument, or the California Department of Parks and Recreation. As part of their collaborative efforts, these agencies often reimburse the Modoc for work the Modoc completes on their lands.

### Revenues

Revenue funds come from Forest Service trust funds, which are funded by receipts from commercial activities on National Forests such as timber sales, grazing fees, special use permits, etc.

Revenue funds also include money the Modoc receives from the Modoc County and Lassen County Resource Advisory Committees.

### Historical Allocations by Fund Source



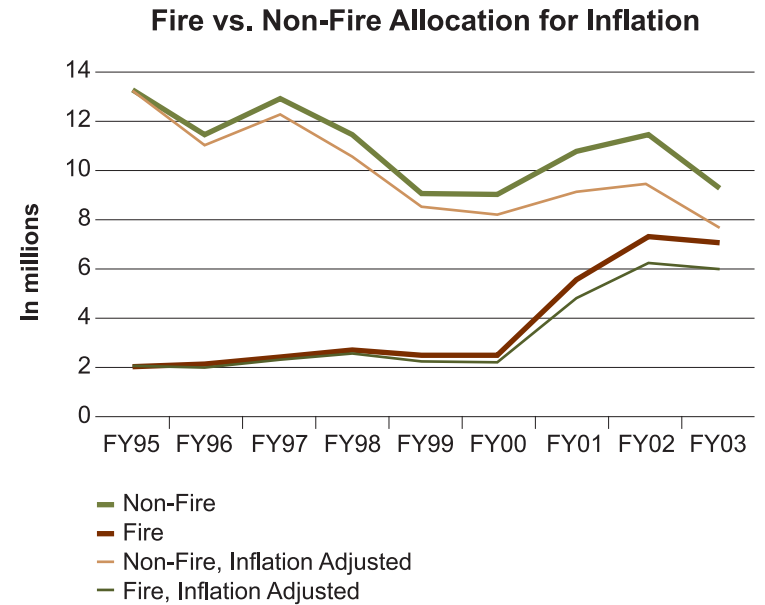
Data Source: Annual Budget Advice sheet

Note: Wildfire Suppression and National Fire & Disaster Support are not included in the chart because expenses for these programs are funded by the Forest Service's national firefighting fund when fires occur.



The 220 miles of streams and 23 lakes offer world-class fishing opportunities for trout, bass, and other species

As the 'Historical Allocations by Fund Source' chart indicates, fund source contributions have shifted dramatically over the past decade. Historically, revenue funds were significant contributors to the Modoc's budget. In the past decade, however, revenue funds have declined considerably as timber and grazing receipts have declined. In FY95, revenue source funds totaled 58% of all Modoc funding, whereas in FY03, revenue funds contributed only 20% to overall Modoc funding. As a result, the Modoc currently relies heavily on appropriations for its operational needs. Appropriated funding is used for both fire and non-fire activities. In FY03, approximately 80% of the total budget was comprised of appropriated funding. In recent years fire suppression appropriations have increased dramatically, especially with the implementation of the National Fire Plan in 2001.



Data Source: Annual Budget Advice sheet

Note: Wildfire Suppression and National Fire & Disaster Support are not included in the chart because expenses for these programs are funded by the Forest Service's national firefighting fund when fires occur.

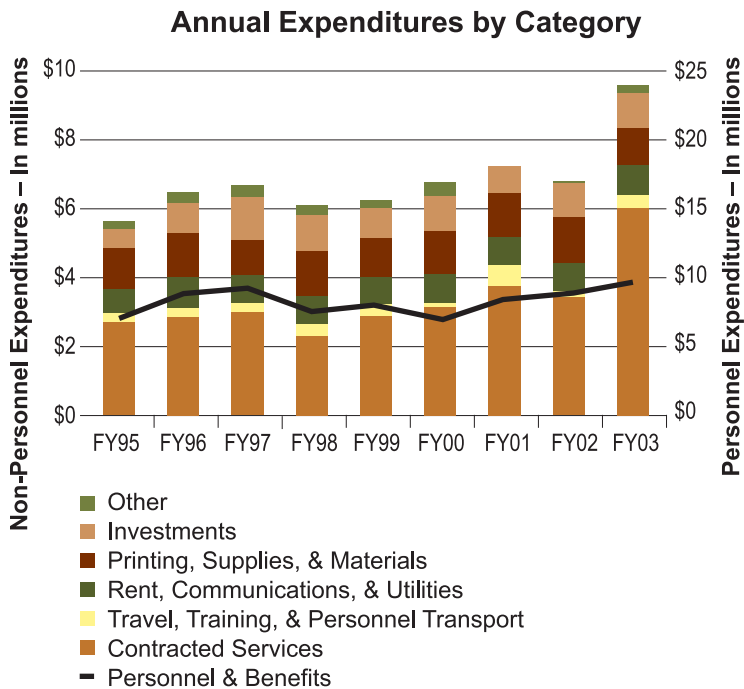
The 'Fire vs. Non-Fire Allocation' chart shows how the Modoc's allocated budget changes when it is adjusted for inflation. In real terms, between FY95 and FY03, while fire allocation has almost tripled, non-fire allocation has decreased by 41%. This has hindered the Modoc from meeting its operational standards in many non-fire program areas.

# Expenditures Analysis

The 'Annual Expenditures by Category' chart below takes into account funds from all sources, including base appropriations, reimbursements and revenues.

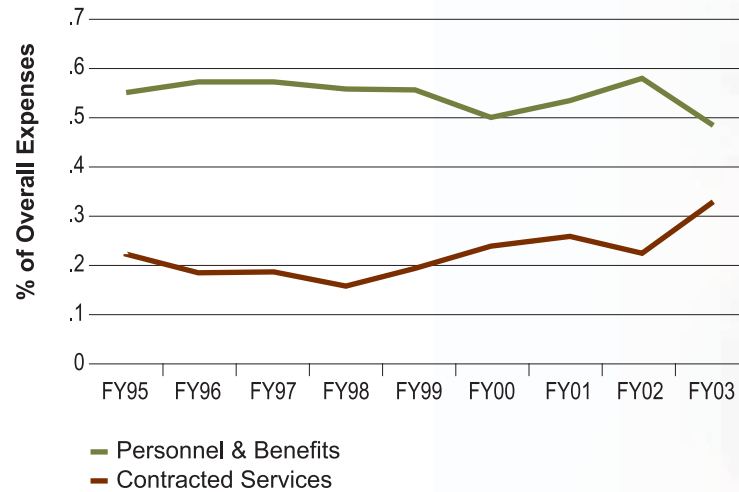
Between FY95 and FY03, overall expenditures for the Modoc increased by approximately 50% (\$6.3 mil). The past nine years show an upward trend in expenditures as the Modoc has increased spending on pre-commercial thinning, hazardous fuels reduction, prescribed burns, and watershed restoration projects.

Over the past nine years, average personnel expenditures (salaries and benefits) were 55% of total expenditures, whereas average contracted services (internal and external) were 22% of the total. Historically, personnel expenditures consistently represented the largest cost item for the Modoc, as it does for most forests.



Note: "Other" includes Non-capitalized Equipment, Claims & Indemnifications, and Shipments & Material Transport.

## Personnel vs. Contracted Services Expenditures



However, between FY95 and FY03, while personnel expenditures increased by 40%, contracted services more than doubled. The Modoc will be increasingly relying on service contracts, primarily due to competitive sourcing and performance accountability initiatives. The 'Personnel vs. Contracted Services Expenditures' chart captures this shift in emphasis.

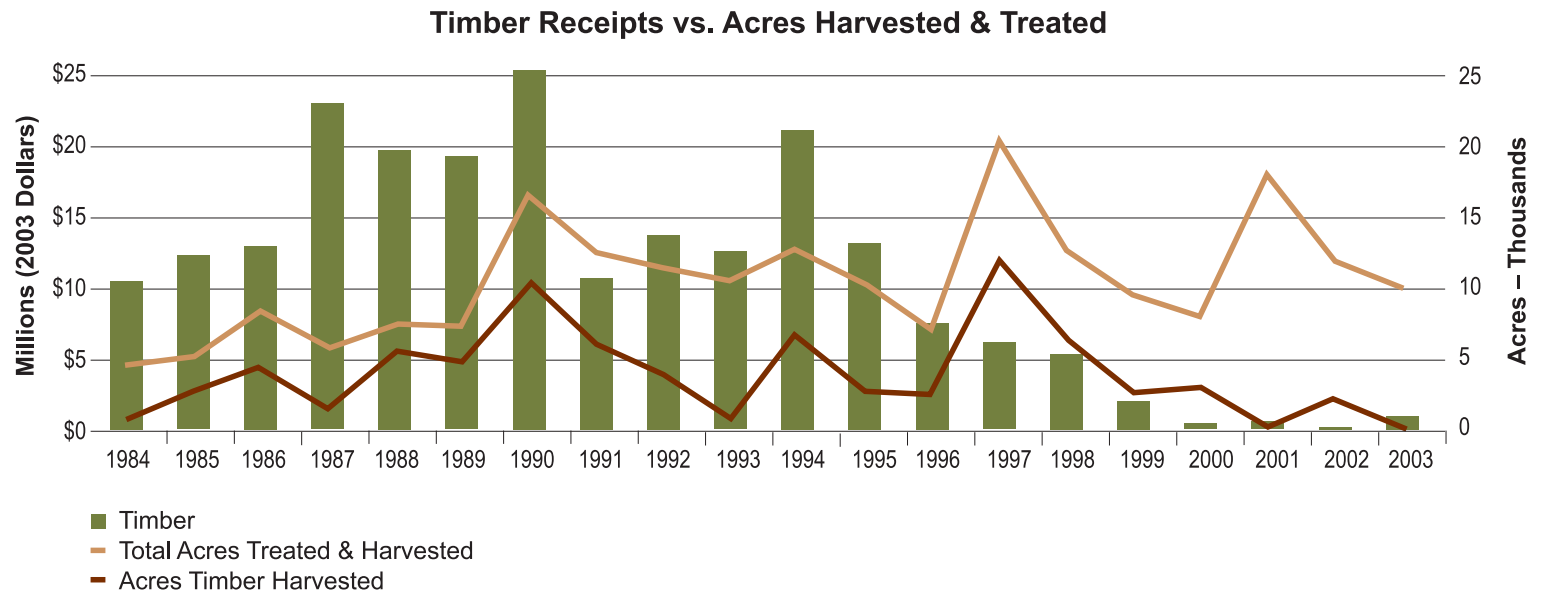
Between FY02 and FY03, contracted services expenditures increased almost 75%. This was primarily due to the construction of a new office building in the Big Valley Ranger District, and the fire rehabilitation work at Blue Lake.

While expenditures increased, declining budgets and severe fire seasons required the Modoc to defer maintenance and reallocate resources. This has drained resources from other key functional areas and has left the Modoc with very little means to pursue new projects.

## Receipts Analysis

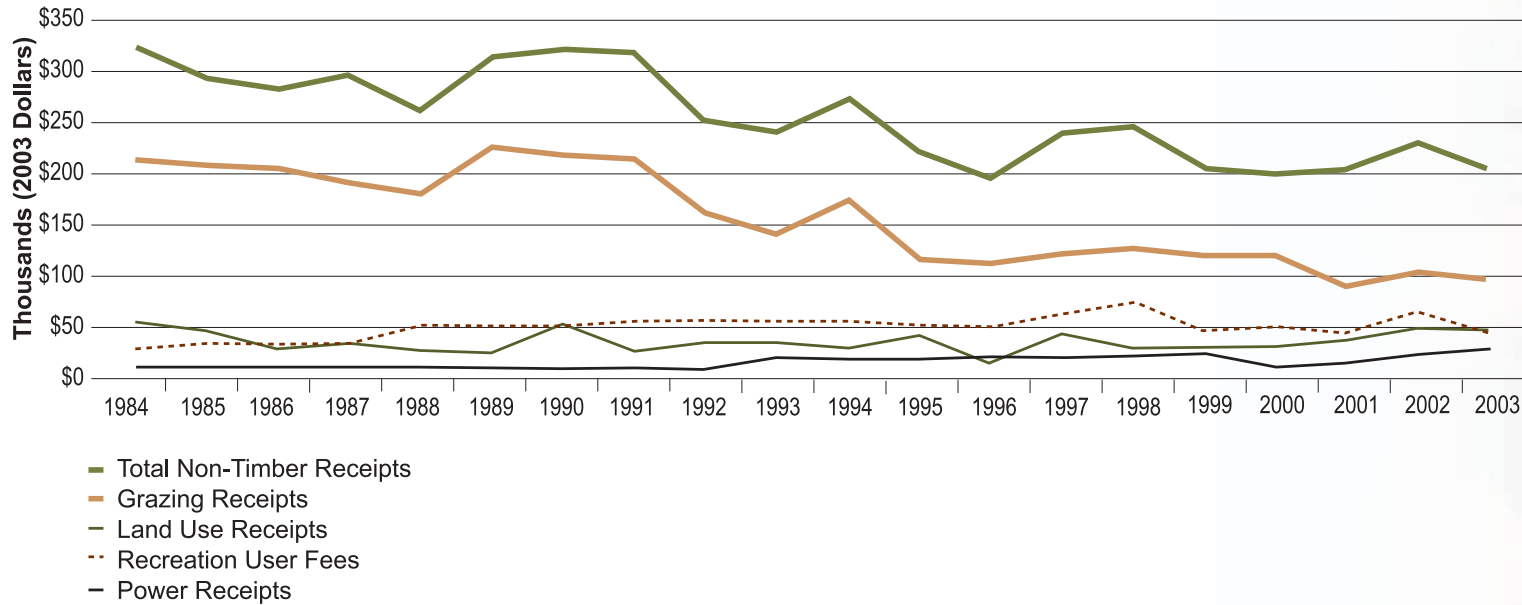
The receipts charts below show all Modoc collections over the past twenty years from various commercial activities, including timber sales, grazing fees, recreation fees, land use permit fees, power transmission permit fees, and mining permit fees. All these receipts are sent directly to the U.S. Treasury. The Treasury then returns a percentage of these funds to the state each year as payment in lieu of taxes, and the state passes this money on to the counties. The Treasury puts the balance of the receipt money into Forest Service trust funds. The Modoc then receives a portion of this trust fund money as a part of its budget each year. This is shown as the “revenue” portion in the ‘Historical Allocations by Fund Source’ chart on page 11. The counties use part of their payments to fund Resource Advisory Committee projects as well as to fund roads, schools and other local government programs.

Total receipt collections have declined dramatically over the past ten years, due to decreased timber and grazing fee collections. However, as the ‘Timber Receipts vs. Acres Harvested & Treated’ chart shows, total acres “treated” has increased even as the acres of timber harvested has decreased. This is due to a general shift in the Forest Service’s focus from timber harvests towards other land “treatments” such as the thinning of smaller trees (pre-commercial thinning), the reduction of flammable brush and woody debris (hazardous fuels), and prescribed burns. These activities have become the top priority for the Forest Service as it seeks to prevent catastrophic wildland fires and improve forest health, while allowing the reintroduction of low intensity ground fires into the ecosystem.



Source: Annual Collections Statement, National Forest Funds by Resource Class, for Payments to California, Fiscal Years 1984-2003.

## Non-Timber Receipts



Note: Total Non-Timber receipts include Grazing, Recreation User Fees, Land Use, Power, Recreation Special Uses, and Minerals. Recreation Special Uses and Minerals are not shown due to their small amounts and to increase chart readability.

Source: Annual Collections Statement, National Forest Funds by Resource Class, for Payments to California, Fiscal Years 1984-2003.

Although the ‘Timber Receipts vs. Acres Harvested & Treated’ chart shows a spike in the acres of timber harvested in 1997, there was no corresponding increase in timber receipts collected that year. This reflects lower stumpage values than in previous years, as well as lower values for the salvaged logs and the smaller sized logs that were harvested.

Although timber receipts have declined dramatically, they still totaled \$1.1 million in FY03, almost five times the non-timber receipts total of \$203,468. While both timber and grazing fee collections have declined, receipts from other commercial uses have remained steady or have increased slightly in the past few years (see the ‘Non-Timber Receipts’ chart above).

Due to the decline in timber and grazing receipts, less money has been returned to the Treasury each year. This in turn has led to a decline in trust fund money that is available to help fund Modoc operations.



# Current Forest Operations



## Forest Operation Overview

For business plan purposes, all the Modoc expenditures fall under either one of the following categories – Operational Expenditures or Investments. Operational funds are those needed to carry out every day operations on the forest. Some examples include annual payroll costs, rents and utilities, etc. Investments, on the other hand are significant one-time costs of limited duration to fix current problems or add to the Modoc’s inventory of physical or intellectual assets.

This section of the business plan focuses on the operation and maintenance activities of the Modoc. In order to describe these operations, activities were grouped into six functional areas, which are described in detail below. These functional areas are further divided into 34 program areas, which are covered in more detail over the next few pages.

For each of these program areas, a Modoc program manager prepared a ‘detail sheet’ that describes the work performed in that area, along with a list of operational standards that are used to measure critical functions within the area. Working with the business plan consultants, the program managers then analyzed the gaps between current program funding levels and operational standards to calculate the unfunded needs for each program area.

In FY03, the Fire & Aviation Management area had the biggest expenses (\$ 5.6 mil). The Modoc’s emphasis on timber and grazing is reflected in the next largest expense area, Commodity and Commercial Uses (\$4.3 mil).

## Functional Areas

### Management & Administration

This area includes all activities pertaining to forest leadership, management of staff, financial planning and budget management, general administration, district management, forest level planning, development and management of public relationships, and information technology support and management of telecommunications systems.

### Facilities Operations & Maintenance

Includes all activities required to manage the forest’s infrastructure on a daily basis: management, operations and maintenance of all buildings and utilities, repair and maintenance of forest roads, trails, campgrounds and concentrated use areas, and fleet management.

### Public Use & Enjoyment

Encompasses all activities directed at providing visitors a safe, educational and recreational experience while at the forest. This includes visitor information, interpretation, recreation services, fee management, visitor safety services and recreational special uses.

### Resource Management

It includes all activities related to the management, monitoring and preservation of the forest’s natural, cultural, and informational resources including wildlife and vegetation management, watershed, air and geologic management, wilderness management, data management, and land ownership and adjustment.

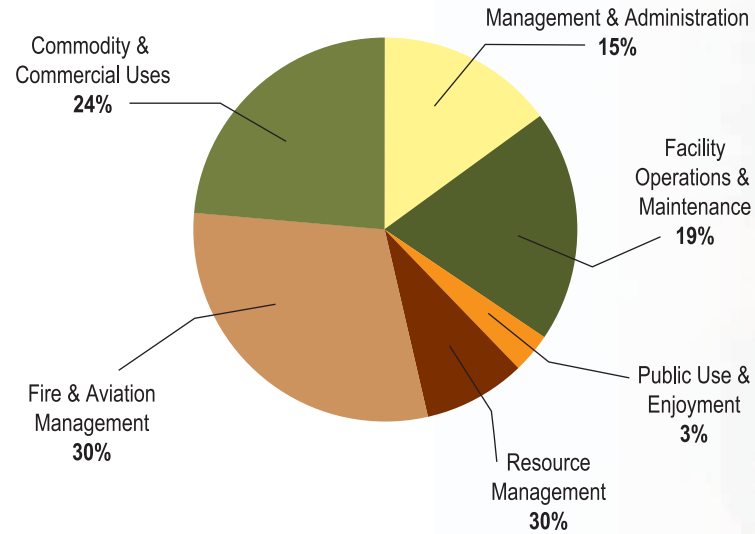
## Fire & Aviation Management

This function consists of the forest's fire organization activities and programs, which include administration, pre-suppression and preparedness, reduction of hazardous fuels, fire suppression activities, and national fire and emergency support.

## Commodity & Commercial Uses

This area consists of the production and management of a wide variety of commodities and commercial products. Programs include harvesting of forest products, timber production and management, management of grazing, mineral extraction and non-recreation special uses such as telecommunications and utility corridors.

**FY03 Expenditures by Functional Areas**



**Note:** Fire & Aviation Management in the pie chart above does not include Wildfire Suppression and National Fire & Disaster Support expenses as these areas are funded by the Forest Service's national firefighting fund.

## Management & Administration

The Management & Administration areas at the Modoc lead the overall organization by managing and planning the protection and development of forest resources, and coordinating public relations activities. Seven essential program areas fulfill this responsibility:

- General Management
- Financial Management
- General Administration
- District Management
- Planning
- Public Affairs
- Information Technology

### General Management

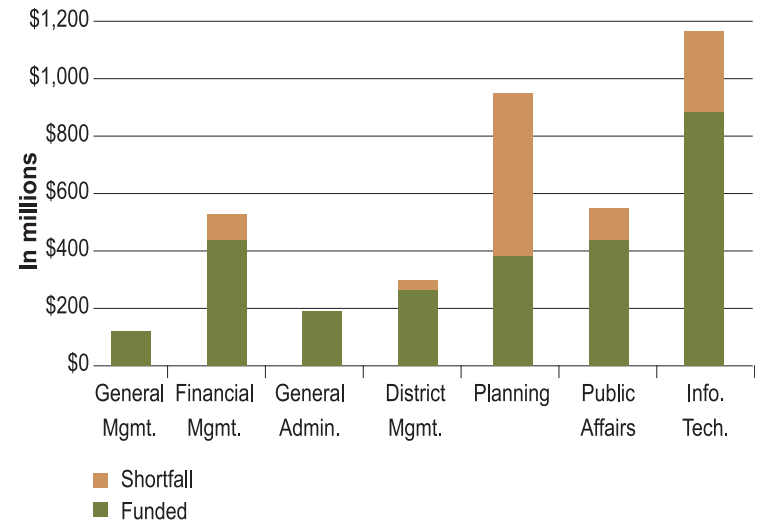
The forest supervisor provides the oversight and leadership of staff operations and coordinates the forest management team's activities and decision-making. This includes short and long range strategic planning and integrating programs and resources across the forest. The forest supervisor is also responsible for high-level interactions with other government agencies, elected officials, non-profit organizations, and businesses.

There were no unfunded needs in this area in FY03.

### Financial Management

This area consists of all budgeting, accounting, procurement, contracting, and acquisition activities. The financial management staff ensures that proper internal controls are in place and followed to assure financially sound financial statements. It also leads the forest in formulating current and out year budgets that reflect both national and local priorities. The Sierra Cascade Acquisitions Team includes contracting officers, purchasing agents, procurement assistants, who facilitate the rental or purchase of goods and services, develop contracts, support property management, and coordinate grants and agreements with other government agencies and external collaborators.

**Management & Administration**  
FY03 Analysis of Shortfalls



The Modoc has identified a need for an additional 1.51 Full Time Equivalent (FTE) employees for budget analysis and purchasing and acquisition activities.

### General Administration

General Administration at the Modoc includes human resources, civil rights, and grants and agreements, and safety and health program management. The main goals of this support area are general advice, counsel, and compliance.

In FY03, this area had no unfunded needs.

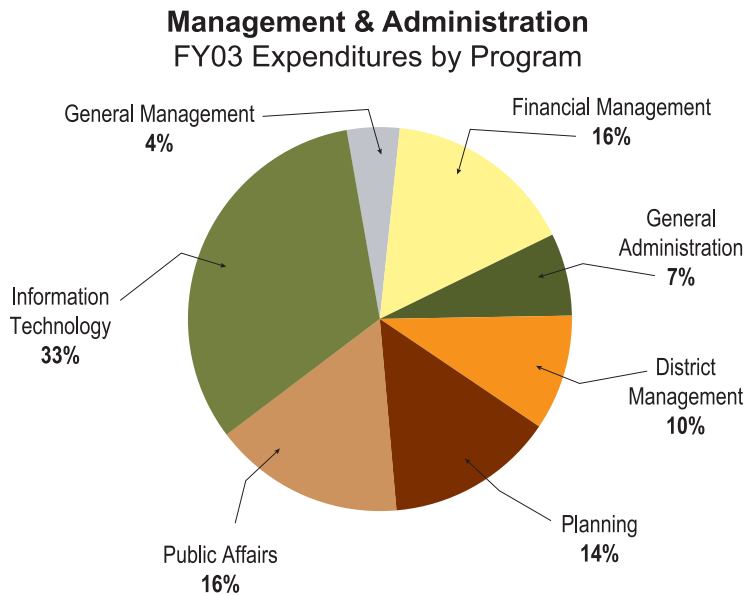
### District Management

The Modoc has four ranger districts: Doublehead, Devil's Garden, Big Valley, and Warner. District Rangers, with help from their support and resource staff, serve each ranger district with the responsibility to manage the resources, goods, and services for their area of the forest. District offices function as the public's gateway to the forest, for recreational information as well as issuing permits for a variety of activities.

In an effort to save money, the Modoc district offices are currently sharing many specialists with the forest headquarters and with other district offices. Also, the Doublehead and Devil's Garden Ranger Districts have been combined into one administrative unit. While District Management has only a 0.71 FTE gap, there is a need for additional skill sets, which are reflected in the unfunded needs for Planning, Recreation and Non-Recreation Special Use, and Data Management program areas.

### Planning

The planning staff leads and supports all environmental reviews and planning efforts of the forest. This includes forest plan revisions, amendments, strategic planning, environmental analyses, appeals, and litigation. Most of these activities focus on compliance with the major environmental laws governing the forest, including the National Environmental Policy Act, the National Forest Management Act, and the Endangered Species Act.



To complete all assessments and analyses required by the forest plan and to publish these documents in a timely and cost effective manner, an additional 7.71 FTEs is required in this program area. To successfully meet all operational standards in this area, the Modoc needs additional funding of \$577,000.

### Public Affairs

The Public Affairs program manages and facilitates the Modoc's internal and external communications, coordinates Freedom of Information Act requests, and maintains positive, collaborative relationships with key partners and stakeholders. These include local, state, tribal, and congressional governments, non-profit organizations, business associations, and advisory committees. The Public Affairs group also manages the State and Private Forestry outreach program, including rural community technical and financial assistance, tribal relations, and conservation education.

In addition to the existing 2.96 FTEs, this area needs an extra 1.64 FTEs, including a full time grants and agreements specialist, to successfully meet all operational standards.

### Information Technology

The IT program area covers all Modoc computers, networking, telecommunications, radios, dispatch, and alarm systems, except for fire dispatch and other fire-related information technology activities. IT supports the Modoc's business needs by addressing communications system security, and by informing, supporting, and training employees.

Over the past few years, the Modoc has increased its use and dependency on electronic office automation. In FY03, this program area had 5.82 FTEs and spent \$0.9 million. To bridge the gap in IT operational standards, this area needs additional funding of \$285,000 to support 4.00 new FTEs.

## Facility Operations & Maintenance



Fire stations are only a part of the infrastructure on the Modoc National Forest — Other structures include lookouts, office buildings, refrigerated tree coolers and storage buildings

The Facility, Operations & Maintenance functional area at the Modoc includes all activities related to providing a safe and secure infrastructure for all forest employees and visitors. This program consists of the following areas:

- Buildings, Grounds & Utilities
- Roads
- Trails
- Transportation & Fleet
- Campgrounds & Developed Sites
- Concentrated Use Areas

### Buildings, Grounds & Utilities

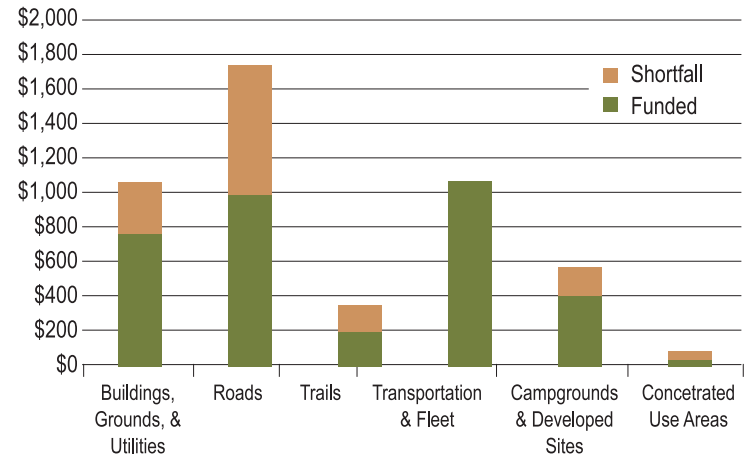
The objective of this program area is to provide safe, functionally efficient, aesthetically pleasing, energy efficient, and cost-effective buildings and related facilities for use by forest employees, visitors and business partners. This area also includes activities like inspection and maintenance of all utilities, water quality monitoring and maintenance at campgrounds. The Modoc also operates 50 earth dams that require periodic inspection. All capital investments relating to this area will be covered in the Investments section.

The Modoc spent \$0.8 million maintaining buildings and grounds in FY03. Work was supervised and performed by 1.91 FTEs. Due to lack of funding, the Modoc is facing a \$1.6 million backlog in deferred maintenance. To perform routine building maintenance and upgrades at par with the operational standards, there is a need for an additional 3.00 FTEs.

### Roads

The overall mission for this program area is to determine and provide for the minimum forest transportation system that best serves current and anticipated management objectives and public uses of forestlands, as identified in the appropriate land and resource management plans. The Modoc manages over 2,855 miles of system roads. Management of the forest transportation system is coordinated with other public and private transportation system agencies.

**Facility Operations & Maintenance**  
FY03 Analysis of Shortfalls (in Thousands)



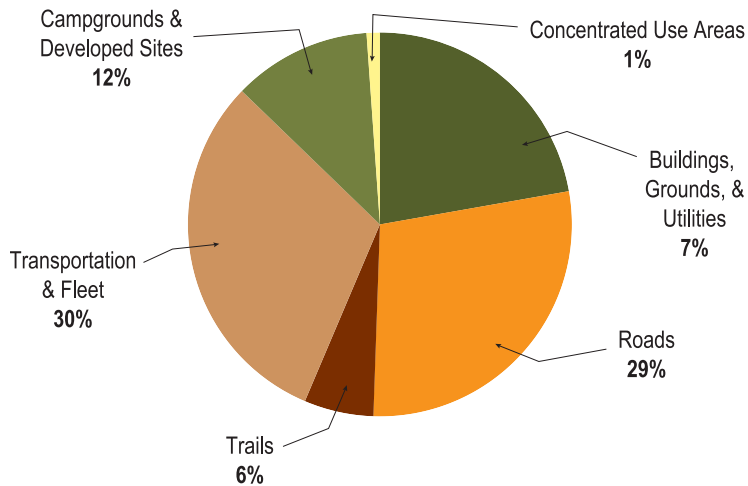
In FY03, the Modoc had 11.66 FTEs to manage the inspection and maintenance of roads and spent a total of \$1.0 million. Currently there is a deferred maintenance backlog of \$ 11.4 million. As usage of these roads is increasing, there is a need for an additional 2.80 FTEs to maintain standard road conditions.

### Trails

This area focuses on the construction and maintenance of trail systems, trailheads and staging facilities that can adequately meet the public demand. The Modoc has seventy seven trails and eight trailheads.

Due to increased public usage (approximately 10% increase over the past five years), there is a growing need for periodic trail maintenance. Currently there are 2.26 FTEs across the various ranger districts. An extra 2.50 FTEs will be needed to reduce the gap in operational standards.

## Facility Operations & Maintenance FY03 Expenditures by Program



### Transportation & Fleet

The goal of this area is to provide a safe, efficient, dependable, and cost effective fleet. The Modoc fleet program is managed at the province level and it oversees operations and management of forest unit fleet vehicles such as passenger carrying vehicles, fire engines and equipment, heavy equipment, and ATVs. The program costs cover fuel, supplies for fleet, and all maintenance activities on vehicles and equipment that provide a safe fleet and prolong the life of the asset.

In FY03, total expenditures on maintenance and personnel were \$1.1 million. This program has always relied on a combination of in-house (90% for specialized equipment) and contract work (70% for light vehicles) to maintain vehicles adequately. Currently there are no unfunded needs in this area.

### Campgrounds & Developed Sites

This program covers regular management of campgrounds and all the associated facilities. The Modoc offers recreation opportunities in twenty campgrounds and seven day-use areas, with a total of 226 sites. Facilities are well used in the Medicine

### Off-Highway Vehicle (OHV) Recreation Initiative

The Modoc is currently collaborating with the California Department of Parks and Recreation (CDPR) to improve the management of OHV use, in order to protect the natural resources, to promote safety of all users and to minimize the conflicts among various users of the Modoc. Currently, the CDPR is assisting the Modoc in creating an inventory of all existing travel routes, which in turn will provide a basis for future OHV management planning efforts. This program is partially funded by the OHV Recreation Division of the CDPR.

Lake and Blue Lake areas due to boating and fishing opportunities, so frequent maintenance is needed to keep the facilities clean and in good condition.

With increased visitation and recreation uses each year, the Modoc is falling short of maintaining these sites at a clean and user-friendly level. Deferred maintenance has increased to over \$0.5 million. There is a need for an additional 2.50 FTEs to meet the gap in operational standards.

### Concentrated Use Areas

Concentrated Use Areas (CUAs) are undeveloped sites or areas where recreation leaves costly impacts, such as litter, vandalism, or soil compaction. The Modoc has nine CUAs. Due to the spike nature of the activity, services are needed on a large scale for a short duration, such as sanitation facilities, information, patrols, and traffic control. After the high use weekends, large scale toilet pumping, trash pick-up and hauling is required to meet resource standards.

There is currently a gap in operational standards due to the lack of an additional 0.25 FTEs. This gap reflects a shortfall of temporary workforce to patrol during hunting season, pick up litter, maintain information boards etc.

## Public Use & Enjoyment



Looking into a high mountain basin on the Warner Mountain Ranger District.

The Public Use & Enjoyment functional area at the Modoc includes all activities related to providing the public a safe and enjoyable visitor experience. This program consists of the following areas:

- Visitor Safety & Law Enforcement
- Recreation Fee Collection
- Visitor Centers, Public Information, Interpretation & Education
- Concessions & Recreation Special Uses

### Visitor Safety & Law Enforcement

This area consists of a broad range of activities designed to enhance the safety of forest visitors and to protect forest resources. It also includes specific law enforcement efforts, such as illegal drug eradication and criminal investigations. Law Enforcement Officers (LEOs) detect and respond to crime,



Goose Lake on the Warner Mountain Ranger District showing the beauty of a high desert spring

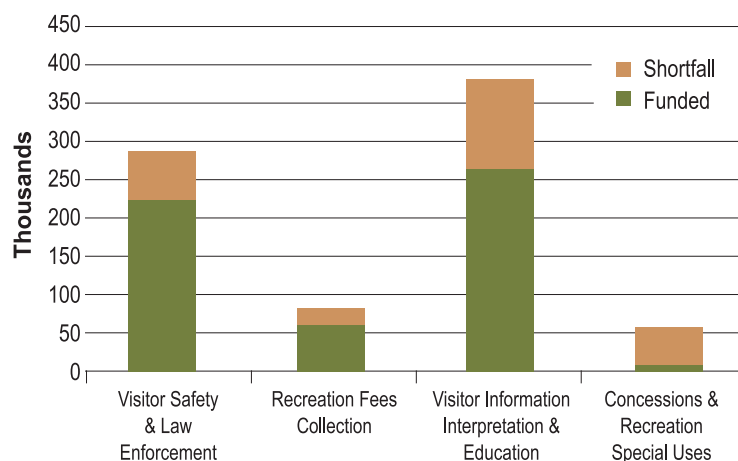
provide security for personnel and facilities, and work closely with other federal, state and municipal law enforcement agencies such as sheriffs departments, state Fish and Game, and the California Highway Patrol.

Currently there are two LEOs covering the 1.65 million acres on the Modoc. Due to the size and location, the LEOs are not able to respond to and investigate all complaints in a timely manner. Additionally the population base within 100 miles of the Forest boundary has increased by 20% in the last ten years. An additional 1.10 FTEs, costing approximately \$65,000, would reduce this gap and bring this program to 100% compliance of standards.

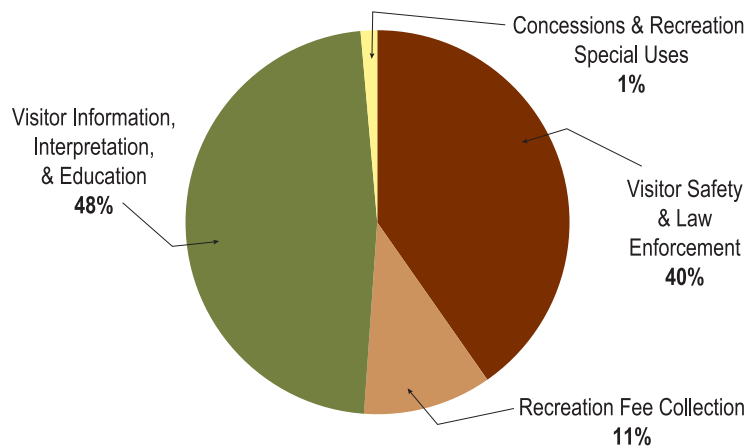
### Recreation Fee Collection

This area includes all forest activities related to the collection and management of recreational activity fees. All campgrounds and other recreation sites are equipped with vaults for fee collection purposes. Fee collection works on an honor system; visitors are expected to self-pay for their site usage. Currently fee retrieval is done twice a week during the peak seasons. Establishing a concessionaire at some of the key sites will greatly improve the fee collection process.

**Public Use & Enjoyment**  
FY03 Analysis of Shortfalls



**Public Use & Enjoyment  
FY03 Expenditures by Program**



In FY03, revenue through fee collection was approximately \$41,000. For generating supplementary revenue, the campgrounds need to be open for fee collection earlier and later in the season. An extra 0.45 FTEs and approximately \$23,000 are needed to fund this gap.

**Visitor Centers, Public Information, Interpretation & Education**

This area focuses primarily on public service communication for a diverse population of local community, visitors and employees. The Visitor Center program at the Modoc is centralized and there are four information centers located at the Ranger District offices. These centers provide information regarding recreational opportunities, stewardship responsibilities, and resource

education. Emphasis areas include providing quality written and verbal forest information program facts and fees, issuing and selling permits and maps, conservation education programs, Recreation Opportunity Guides (ROGs), updating or designing information kiosks and booths, quarterly forest newsletter for internal audience, timely and accurate forest web maintenance.

Due to staffing limitations and program priorities, the information centers are staffed using employees and volunteers. There is currently a 1.25 FTE shortage here. Also, to bring web management up to standard, an additional 1.00 FTE (web specialist) will be needed. To fund these new FTEs, this area needs an extra \$120,000 in funding.

**Concessions & Recreation Special Uses**

This program incorporates the management and monitoring of all recreational special use permits. The Modoc has a very small recreation special uses program, which includes one ski hill, one organization camp and five recreation residences, several outfitter and education guide services. Also, there are four obsidian mines on the Modoc, however permits for obsidian collection are free of charge for the visitors. Currently, there are no concessionaires on the Forest lands.

There is a need for a 0.80 FTEs (costing \$ 50,500) to overcome the shortage in administration of outfitter/guide services; this gap is primarily due to the seasonality of the permits.



## Resource Management

Resource Management at the Modoc encompasses activities related to monitoring, managing and protecting the forest's natural, cultural and informational resources. This functional area comprises seven program areas:

- Wildlife Management
- Vegetation Management
- Heritage Resources
- Data Management
- Watershed, Air & Geologic Resources
- Land Ownership and Adjustment
- Specially Designated Areas Management

### Wildlife Management

The Wildlife Management program focuses on the protection and management of plant and animal species and their habitats. Emphasis is given to the management of federally listed threatened and endangered species, as well as Forest Service listed sensitive plants and animals. Activities include habitat management and conservation, inventory and monitoring, the integration of habitat planning into land management and project plans, and coordination with national, state, and local agencies to establish and maintain species habitat goals.

In FY03, there were 4.29 FTEs in this program area. To successfully meet all operational standards in this area, there is a need for an additional 3.95 FTEs. These FTEs are needed for multi-year wildlife survey projects and sensitive plant management.

### Vegetation Management

The overall mission of Vegetation Management activities is to preserve and enhance the health of the Modoc's vegetation resources. By preserving forest health, vegetation management also contributes to the protection of critical wildlife habitat, the production of vegetation-related forest products, the optimization of fire control, and the recreational enjoyment of the forest. Key activities in this area include reforestation



Looking across the Medicine Lake Highlands at Mt. Shasta

(planting and site management), timber stand improvement for enhancing forest health, forest surveys for assessing forest health and invasive/noxious weeds eradication.

Currently, there is an unfunded need for 2.89 FTEs to help conduct surveys and analyses regarding the vegetation needs of wildlife and rangeland areas.

### Heritage Resource Management

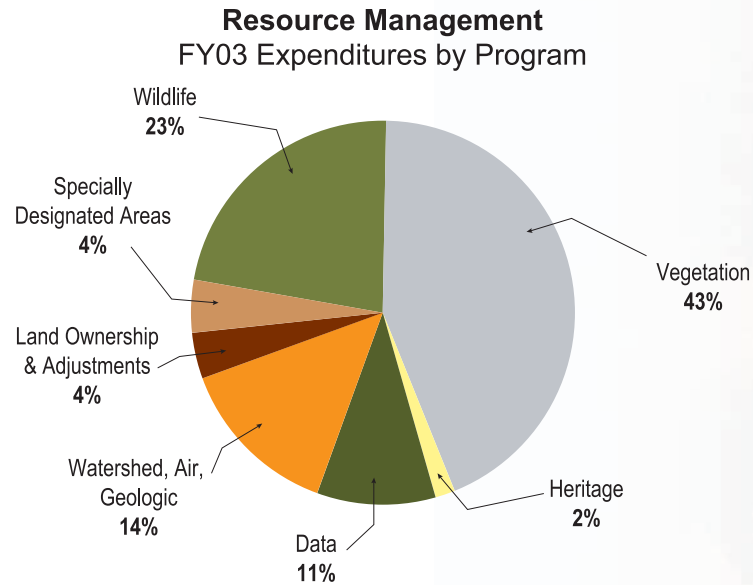
The overall mission of the Heritage Resource Program is to protect and conserve significant heritage resources, to share their values with the American people, and to contribute relevant information and perspectives to natural resource management. The primary focus of this area is on the management, protection and conservation of heritage resources, be they archaeological, historical, cultural, ethnographical or paleontological in nature. The Modoc has more than 7,100 identified heritage sites, most of which are in "flag and avoid" status. Emphasis is given to management of significant heritage resources, also known as historic properties, which are heritage resource sites either listed on or treated as eligible for listing on the National Register of Historic Places.

Due to the very high number and density of heritage sites present on the Modoc, current funding levels are not sufficient to meet all operational standards. An additional 1.50 FTEs and \$102,000 are needed to allow for some interpretive developments that will be designed to attract more visitors to the area.

### Data Management

The Data Management program seeks to enhance, support, and enable the sharing of information and facilitate decision-making processes across programs, for internal and external forest stakeholders. Data Management is responsible for the storage, creation, conversion, analysis, maintenance and management of forest data including geographic, biologic, social and economic information.

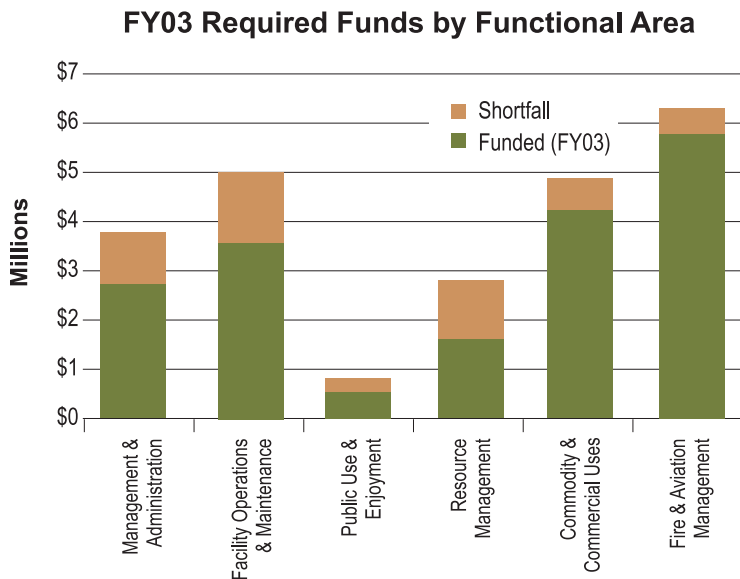
In FY03, the Modoc did not have adequate, up-to-date hardware, networking capabilities, or staffing to meet Data Management operational standards. The program has identified needs for an extra 3.75 FTEs for specialized Geographic Information System (GIS) work.



### Watershed, Air & Geologic Resource Management

The objective of the Watershed, Air, & Geologic Resource program is to protect, improve, and enhance water, air, and soil quality to sustain healthy ecosystems and to meet federal and state water, air, and soil quality standards. The Modoc watershed team has done a lot of work over the past several years improving and restoring degraded watersheds around the forest. A new forest hydrologist has recently been hired to lead activities within this program area.

In FY03, there were 3.14 FTEs in this program area. To meet all operational standards, this program will need another 3.57 FTEs and funding support of \$224,000.



### **Land Ownership & Adjustment:**

The Land Ownership & Adjustment program encompasses all forest real estate management functions including clarification of forest boundaries and titles, land acquisitions, right-of-ways, easements, boundary management, and resolution of trespass. Consolidating fragmented ownership patterns across the landscape could improve the management of the Modoc by potentially lowering operating costs, resolving public and private land access issues, and reducing habitat fragmentation for wildlife.

This program has been operated below the custodial level for several years. Additional personnel time totaling 0.96 FTEs, coupled with \$221,000 in extra funding is needed to develop and implement a land adjustment plan that will enable the Modoc to undertake boundary line adjustments and land exchanges on an annual basis.

### **Specially Designated Areas Management**

Specially Designated Areas Management includes activities and operations related to the management of wilderness areas, wild & scenic rivers, research natural areas and special interest areas. The Modoc is home to 1 wilderness area, 1 research natural area, 1 candidate research natural area, two candidate wild & scenic rivers and 3 geologic special interest areas. These areas are managed to protect and restore their natural ecological values and wilderness character, to promote an understanding of wilderness benefits, to provide primitive recreation opportunities, to provide examples of significant natural ecosystems for the purposes of ecological study, and to protect the habitats of rare and endangered species.



Clear Lake in the Warner Mountain Wilderness

In FY03 the wilderness program was meeting only some of its operational standards. To increase the focus on wilderness programs and to evaluate the candidate research areas (natural areas, wild and scenic rivers, and special interest areas), an additional 1.80 FTEs and \$ 108,000 are required.

# Fire & Aviation Management

The Fire & Aviation Management functional area at the Modoc includes all activities related to firefighting preparation, reductions of fire hazards such as brush removal and public education concerning fire prevention and safety. This program consists of the following areas:

- Fire Management & Administration
- Fire Pre-Suppression & Preparedness
- Hazardous Fuels Reduction
- Wildfire Suppression
- National Fire & Disaster Support

## Fire Management & Administration

The centralized Fire and Aviation Management unit in the Modoc provides supervision and oversight of all fire management operations, including budgeting, planning, general supervision, scheduling and administration. This area also includes the formulation and administration of fire management and safety plans. The Modoc Interagency Command Center (MICC) functions as the central dispatch center for the Modoc, Lava Beds National Monument, and Klamath Basin National Wildlife Refuges.

In FY03, there were 7.13 funded FTEs in this program area. To assist with the planning, training and dispatch areas, there is a need for an additional 1.76 FTEs.

## Fire Pre-suppression & Preparedness

The primary fire pre-suppression activities include planning (fire management, aviation, safety), managing interagency agreements, training (suppression, medical, hazardous material incident first responder), physical fitness, fire detection (lookout tower), maintenance (equipment, cache, weather stations), preparedness reviews, and program oversight. The preparedness program also includes maintenance of an emergency communications system consisting of mountain top communication sites and an Emergency Communications Center.

In FY03, the Modoc spent \$2.6 million on fire pre-suppression activities. To assist with the planning, training and dispatch areas, there is a need for an extra 2.24 FTEs.



Firefighters control the line during a controlled burn on the Forest

## Hazardous Fuels Reduction

Hazardous fuels reduction involves direct management of vegetation using prescribed fire, mechanical treatment, or manual removal of vegetation. This effort comprises three areas – planning, training and implementation. Planning involves strategically looking at communities and resource values at risk along with opportunities for protection and creating and maintaining a program of work. Training is required on prescribed burning procedures, smoke management, ecological affects, firing equipment and techniques, and database maintenance. Implementation involves establishing control lines through mechanical or manual fuel treatments.

In FY03, approximately 20,000 acres were surveyed and 7,000 acres were treated for fuels reduction. There is a need for an additional 5.00 FTEs to collect and monitor the Hazardous Fuels treatments effectiveness data.



Wildland fires burn an average of 10,000 acres a year on the Modoc National Forest



Firefighting on the Modoc National Forest is a multi-agency effort



A high mountain meadow on the Modoc National Forest



Firefighters begin ignition during controlled burns

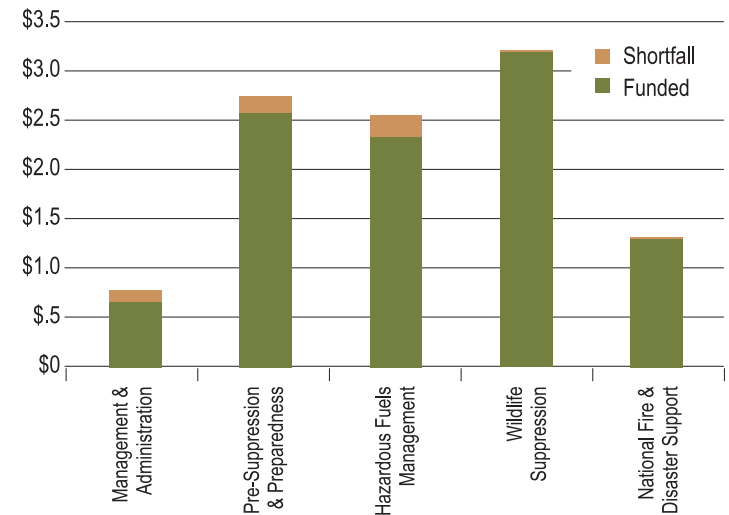
## Wildfire Suppression

This area consists solely of activities pertaining to fighting wildfires that occur within the Modoc. Once a fire starts, resources are dispatched both to respond to the fire and to move up and cover other fire stations. The fire is fought by removing fuel, cooling or smothering. On the ground, the fire is fought with engines, hand crews and machinery. Aircraft contribute by cooling the fuel and temporarily making some of the fuel unburnable by dropping retardant on it. Dozers contribute by removing the fuel. Once the fire line is surrounding the fire, the fire is considered contained. When the threat of escape is mitigated, the fire is declared controlled. The fire is declared out when no further suppression action is required.

Large fire operations require mobilization of a Type 1 or 2 Incident Management Team, and may involve several hundred to several thousand firefighters and support personnel in a complex interagency environment, especially when there are wildland urban interface issues such as structure protection along jurisdictional boundaries. These fires require the set-up and operation of an incident base to provide for food, lodging, sanitation, and supply needs of firefighters.

In 2003, there were 150 fires on the Modoc, which burned a total 11,230 acres and cost about \$0.9 million in personnel expenses, the equivalent of 16.45 FTEs.

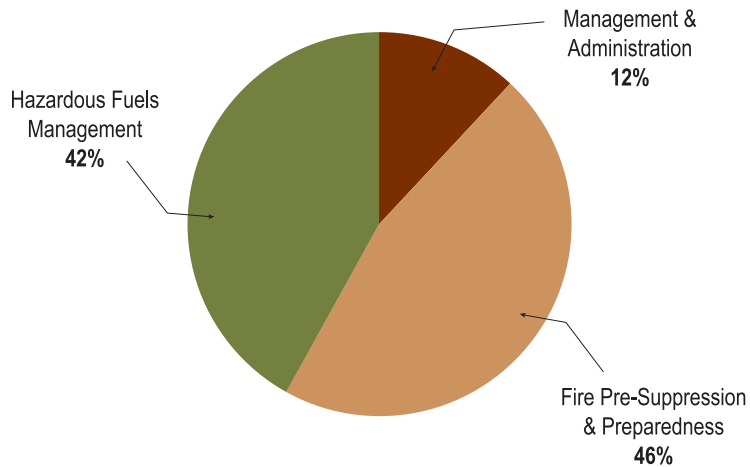
## Fire & Aviation Management FY03 Analysis of Shortfalls



## National Fire & Disaster support

This program focuses on all off-forest fire and other emergency assignments, where Modoc employees assist other external agencies. The majority of these assignments are in support of large fire suppression efforts across the U.S., while a smaller portion relates to non-fire disaster response. In both cases, a considerable number of employees spend a significant time away from the Modoc, either on individual assignment, module assignments, or as members of the Incident Management and Wildland Fire Use Teams. A single assignment typically lasts 2-3 weeks and most employees supporting these efforts are Fire Management personnel. The Modoc also provides personnel for Federal Emergency Management Agency (FEMA) all-risk incidents. Past assignments include providing overhead and crews

### Fire & Aviation Management FY03 Expenditures by Program



Note: Wildfire Suppression and National Fire & Disaster Support are funded through the Forest Service's national firefighting fund.

for earthquake, flood, hurricane, super typhoon, terrorist attack, Columbia Space Shuttle Debris recovery, and Exotic Newcastle Disease eradication incidents. Employees have accepted international assignments to countries such as Micronesia, Guam, Bulgaria, and Taiwan.

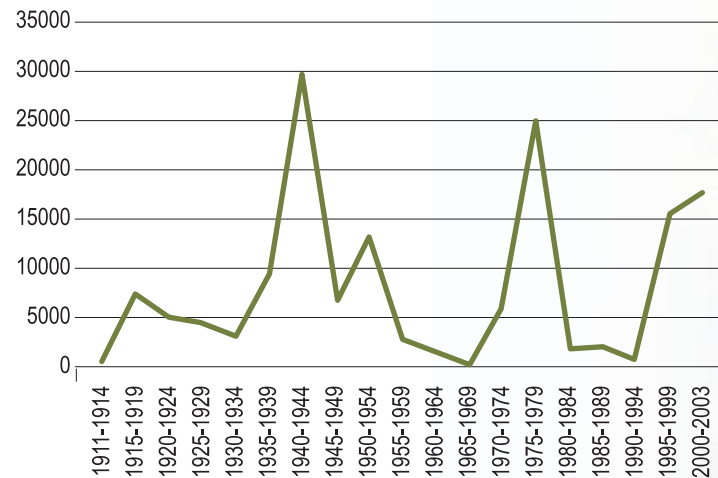
In FY03, 10.64 FTEs from the Modoc supported emergency assignments on other jurisdictions, totaling \$0.5 million in personnel expenditures.

Historically, the fire occurrences on the Modoc have been highly cyclical (see chart below), primarily because the majority of the fires on the Modoc are caused by lightning and dry weather conditions. More than a century of successful wildfire suppression has resulted in thick low-lying vegetation, which currently acts as ladder fuel for fire. This, in addition to the increased tree mortality on the Modoc and the severe dry weather in this region, has resulted in increased and more frequent fires on the Modoc. To combat these adverse conditions, and to protect the forest and community resources, the Modoc has started taking significant initiatives, which are described in the Strategies section.



Ash Creek on the Big Valley Ranger District

### Fire History – Number of Acres Burned (5 Year Average)



## Commodity & Commercial Uses



Logs being removed from one of the timber sales on Forest

The Modoc's Commodity and Commercial Uses area manages the sale and harvest of forest and rangeland products, and other commercial activities such as power lines, irrigation canals, and communication towers. The Modoc has historically been focused on grazing and timber production, although in recent years timber sales have declined and local mills have shut down. Nevertheless, the Modoc still plays a significant role in the local economy. The activities in this functional area are divided into five programs:

- Timber
- Forest Products
- Grazing
- Minerals
- Non-Recreation Special Uses

### Timber

The timber program manages timber sales and harvests within forest, regional, and national guidelines. In FY03, the Modoc offered 65,903 ccf (hundred cubic feet) of fire damaged timber for bid in seven sales. None received bids due to the perceived deterioration of the trees and a very weak lumber market. However, in late 2003, this timber was re-offered and sold in two lumber and five biomass sales. Preparations were also made for two additional timber sales, totaling approximately 16,400 ccf, to be offered for bid during FY04. The timber program is coordinated with the hazardous fuels and forest health programs to ensure sustainable ecosystems. Most sales are multi-product sales that harvest both commercial quality and non-commercial quality trees, in order to ensure that forest groves will be able to withstand wildfire, insect, and disease attacks.

In FY03, there were 7.59 FTEs in this program area. To bring this area to operational standards, an additional 2.58 FTEs will be needed in timber sale planning. This program area also has a funding gap of \$200,000.



Specialty lumber using Western Juniper trees to make picket fencing

### Forest Products

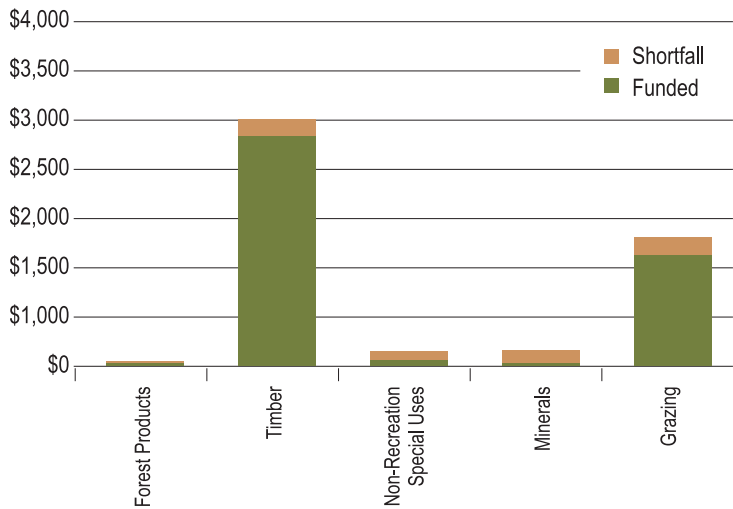
This program includes the planning, preparation and administration of special non-timber forest product sales, as well as permitting botanic research activities and tracking the collection of botanic products. Non-timber forest products include cones, limbs and boughs, needles and leaves, mistletoe, willow, sage, grasses and seeds, mountain mahogany, manzanita, mushrooms, and lichens. Individual fuel wood permits and matsutake mushroom sales are the major products in this program area.

There were 0.45 FTEs in this area in FY03. To have more public contact and to conduct more on the ground compliance work, there is a need for an extra 0.40 FTEs.

### Grazing

This program manages all activities associated with livestock grazing on Modoc lands. Activities include permit issuance, Annual Operating Instructions development, compliance monitoring, permit environmental assessment, and Allotment Management Plan (AMP) development and effectiveness monitoring.

### Commercial & Commodity Uses FY03 Analysis of Shortfalls (in Thousands)



In addition to the current 8.90 FTEs, another 5.79 FTEs are needed to manage all grazing allotments to forest service standards, and to meet congressional deadlines for environmental assessments.

### Minerals

The Modoc contains four unique obsidian mining areas open to public use. Obsidian is a shiny, glass-like rock that Native Americans used to make tools and arrowheads. Many people use obsidian to make wind chimes and use it in a variety of other arts and crafts.

The Modoc also has several minor gold mines in various states of use or abandonment, and several geothermal sites. The minerals program processes permit applications and operating plans for mineral development, and works cooperatively with the Bureau of Land Management regarding geothermal leases and permits.

To better manage this program area and to meet all operational standards, 1.94 new FTEs are required. There is a funding gap of \$157,000 in this area

### Non-Recreation Special Uses

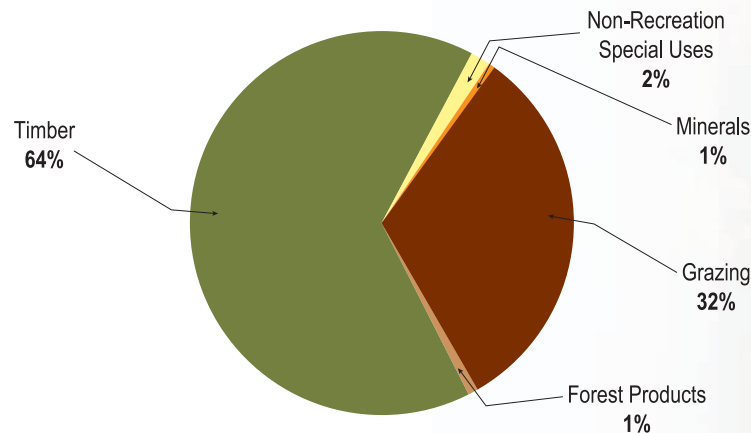
This program monitors and issues permits for a wide variety of commercial uses, including agricultural uses, water diversions, ski areas, power generation and transmission facilities, communications towers, and oil and gas pipelines. Permit holders frequently propose new construction, expansion, renovation, or reconstruction projects that necessitate environmental review and monitoring by program specialists.

Permit applicants usually fund the processing of their own special use proposals when Modoc funding and staff time is not available to meet the applicant's deadlines. However, this does not provide the program with the funds necessary to meet its baseline operational standards. To fill this gap, this area would require an extra 1.71 FTEs.



Cattle grazing on allotment

### Commercial & Commodity Uses FY03 Expenditures by Program





## Financials

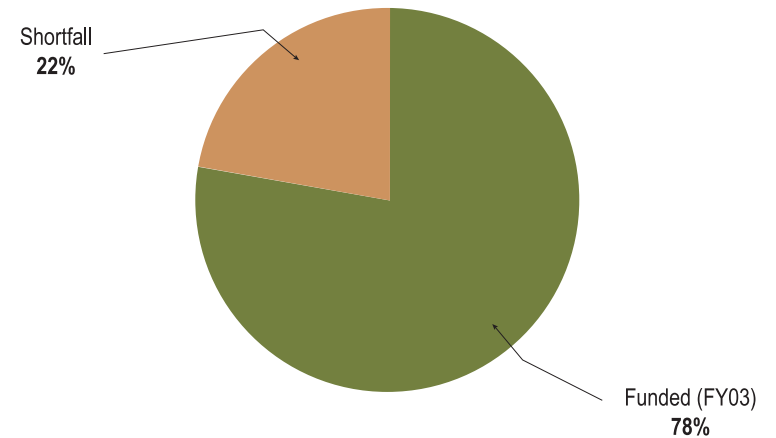
### Summary Financial Statement

The following section of the business plan shows where money was spent in FY03, where it was needed, and how the Modoc plans to use it more effectively. The Modoc currently relies heavily on a single source of funding: the appropriated base (see 'FY03 Expenditure by Fund Source' chart). This base is allocated at the beginning of the year and adjusted throughout the year. In FY03, approximately 37% of the appropriated base was spent on fire pre-suppression and hazardous fuels reduction activities, while the remaining 63% was spread across the five other functional areas.

The 'FY03 Required Funds by Functional Area' chart shows the amount of funds that were spent in FY03 to operate each of the functional areas described in the previous section, as well as the additional funds required to operate each area according to the Forest Service's operational standards. While all programs experienced financial strains, the Resource Management functional area identified the greatest funding gap on a percentage basis (43% shortfall in funding). This is due to the under-funding of several programs in this area, especially Heritage Resources, Land Ownership & Adjustment, and Data Management. On a nominal basis, the Facility Operations & Maintenance area had the highest shortfall (\$1.45 million). The majority of this is due to the unfunded need for road surfacing and maintenance.

Finally, the shortfalls identified in this section are primarily the operational dollars needed to bring the Modoc up to its standard, day-to-day operations. Investment shortfalls are discussed in the Investment Priorities section of the business plan.

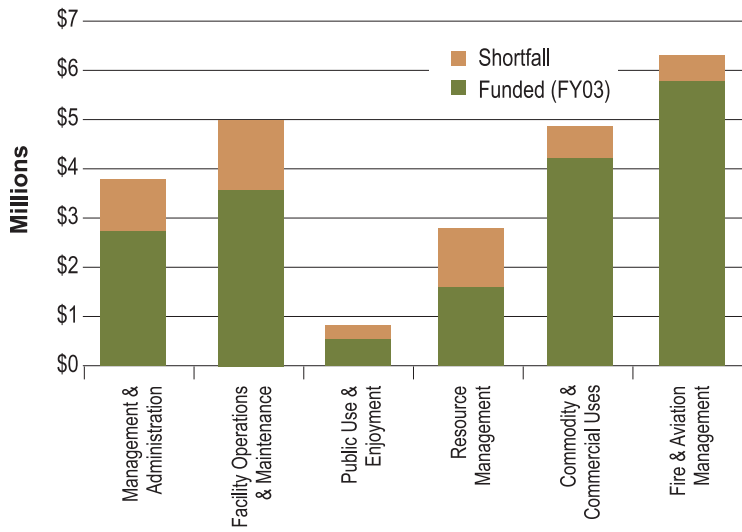
### Overall Funding and Shortfall for FY03



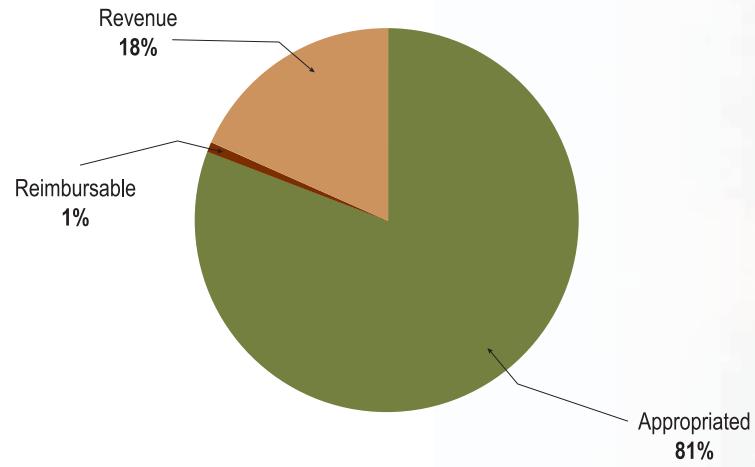
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In FY03, the Modoc identified a total shortfall of more than \$5.2 million.

**FY03 Required Funds by Functional Area**



**FY03 Expenditures by Fund Source**



Note: Expenditures for Wildfire Suppression and National Fire & Disaster Support are not included in this chart, as these expenses are funded by the Forest Service's national firefighting fund.

FUNCTIONAL AREAS AND PROGRAMS	Required to meet Standards		Available Funds & FTEs (FY03)						Surplus/(Deficit)		
	FTE	Funds				Total		FTE	Funds	FTE	Funds
			Appropriated	Reimbursable	Revenue	FTE	Funds				
<b>MANAGEMENT AND ADMINISTRATION</b>											
General Management	2.1	\$121,105	\$87,102	\$0	\$34,003	2.0	\$121,105	(0.1)	\$0		
Financial Management	8.2	\$536,784	\$310,296	\$51,794	\$82,484	6.7	\$444,573	(1.5)	(\$92,210)		
General Administration	5.3	\$191,928	\$151,623	\$0	\$40,305	5.3	\$191,928	0.0	\$0		
District Management	6.4	\$301,675	\$212,443	\$0	\$56,722	5.7	\$269,165	(0.7)	(\$32,511)		
Planning	13.0	\$966,430	\$389,701	\$0	\$0	5.3	\$389,701	(7.7)	(\$576,729)		
Public Affairs	4.6	\$559,203	\$411,659	\$0	\$36,712	3.0	\$448,372	(1.6)	(\$110,831)		
Information Technology	10.0	\$1,183,467	\$826,980	\$0	\$71,879	5.8	\$898,859	(4.2)	(\$284,608)		
<b>Subtotal</b>	<b>49.6</b>	<b>\$3,860,593</b>	<b>\$2,389,804</b>	<b>\$51,794</b>	<b>\$322,105</b>	<b>33.8</b>	<b>\$2,763,703</b>	<b>(15.8)</b>	<b>(\$1,096,890)</b>		
<b>FACILITY OPERATIONS &amp; MAINTENANCE</b>											
Buildings, Grounds and Utilities	4.9	\$1,089,818	\$732,025	\$0	\$53,626	1.9	\$785,651	(3.0)	(\$304,166)		
Roads	14.5	\$1,778,091	\$825,723	\$0	\$187,654	11.7	\$1,013,376	(2.8)	(\$764,715)		
Trails	4.8	\$358,869	\$172,210	\$29,334	\$0	2.3	\$201,545	(2.5)	(\$157,325)		
Transportation and Fleet	3.7	\$1,096,289	\$1,095,731	\$532	\$27	3.7	\$1,096,289	0.0	\$0		
Campgrounds and Developed Sites	6.6	\$585,238	\$411,713	\$0	\$4,783	4.1	\$416,496	(2.5)	(\$168,742)		
Concentrated Use Areas	0.7	\$93,085	\$38,936	\$0	\$0	0.5	\$38,936	(0.3)	(\$54,150)		
<b>Subtotal</b>	<b>35.1</b>	<b>\$5,001,390</b>	<b>\$3,276,338</b>	<b>\$29,866</b>	<b>\$246,090</b>	<b>24.1</b>	<b>\$3,552,294</b>	<b>(11.0)</b>	<b>(\$1,449,097)</b>		
<b>PUBLIC USE &amp; ENJOYMENT</b>											
Visitor Safety and Law Enforcement	3.5	\$293,180	\$210,131	\$0	\$18,321	2.4	\$228,451	(1.1)	(\$64,729)		
Recreation Fee Collection	1.2	\$84,273	\$6,162	\$0	\$55,443	0.7	\$61,605	(0.5)	(\$22,668)		
Visitor Centers, Public Information, Interpretation and Education	9.2	\$389,587	\$248,529	\$0	\$21,243	6.8	\$269,772	(2.3)	(\$119,815)		
Concessions & Recreation Special Uses	0.9	\$58,798	\$7,040	\$0	\$1,283	0.1	\$8,322	(0.8)	(\$50,475)		
<b>Subtotal</b>	<b>14.8</b>	<b>\$825,838</b>	<b>\$471,862</b>	<b>\$0</b>	<b>\$96,289</b>	<b>10.1</b>	<b>\$568,151</b>	<b>(4.7)</b>	<b>(\$257,687)</b>		
<b>RESOURCE MANAGEMENT</b>											
Wildlife Management	8.2	\$558,828	\$323,194	\$24,339	\$16,217	4.3	\$363,751	(4.0)	(\$195,078)		
Vegetation Management	6.7	\$888,590	\$192,427	\$0	\$509,141	3.8	\$701,568	(2.9)	(\$187,022)		
Heritage Resources	1.9	\$131,767	\$29,970	\$0	\$0	0.4	\$29,970	(1.5)	(\$101,797)		
Data Management	4.1	\$362,943	\$161,574	\$0	\$0	0.3	\$161,574	(3.8)	(\$201,370)		
Watershed, Air & Geologic Management	6.7	\$444,590	\$215,479	\$0	\$5,187	3.1	\$220,666	(3.6)	(\$223,924)		
Land Ownership & Adjustment	1.2	\$287,548	\$58,120	\$0	\$8,300	0.2	\$66,420	(1.0)	(\$221,129)		
Specialty Designated Areas Management	3.2	\$177,232	\$69,510	\$0	\$0	1.4	\$69,510	(1.8)	(\$107,722)		
<b>Subtotal</b>	<b>32.0</b>	<b>\$2,851,499</b>	<b>\$1,050,273</b>	<b>\$24,339</b>	<b>\$538,845</b>	<b>13.5</b>	<b>\$1,613,457</b>	<b>(18.4)</b>	<b>(\$1,238,042)</b>		
<b>COMMODITY &amp; COMMERCIAL USES</b>											
Forest Products	0.9	\$49,623	\$23,950	\$0	\$11,502	0.5	\$35,452	(0.4)	(\$14,171)		
Timber	10.2	\$3,017,844	\$842,055	\$0	\$1,975,787	7.6	\$2,817,843	(2.6)	(\$200,001)		
Non-recreation Special Uses	2.8	\$178,829	\$60,779	\$848	\$7,562	1.1	\$69,189	(1.7)	(\$109,639)		
Minerals	2.4	\$189,708	\$27,950	\$1,277	\$3,839	0.5	\$33,065	(1.9)	(\$156,643)		
Grazing	14.7	\$1,583,712	\$1,308,471	\$16,945	\$36,748	8.9	\$1,362,163	(5.8)	(\$221,548)		
<b>Subtotal</b>	<b>31.0</b>	<b>\$5,019,715</b>	<b>\$2,263,205</b>	<b>\$19,070</b>	<b>\$2,035,438</b>	<b>18.5</b>	<b>\$4,317,712</b>	<b>(12.4)</b>	<b>(\$702,002)</b>		
<b>FIRE AND AVIATION MANAGEMENT</b>											
Management & Administration	8.9	\$783,492	\$667,110	\$0	\$0	7.1	\$667,110	(1.8)	(\$116,383)		
Fire Pre-suppression & Preparedness	40.1	\$2,782,087	\$2,535,700	\$0	\$70,377	37.9	\$2,606,076	(2.2)	(\$176,011)		
Hazardous Fuels Reduction	28.7	\$2,581,012	\$2,280,574	\$24,277	\$54,195	23.7	\$2,359,046	(5.0)	(\$221,966)		
<b>Subtotal w/o Fire Suppression</b>	<b>77.7</b>	<b>\$6,146,592</b>	<b>\$5,483,383</b>	<b>\$24,277</b>	<b>\$124,572</b>	<b>68.7</b>	<b>\$5,632,232</b>	<b>(9.0)</b>	<b>(\$514,360)</b>		
Wildfire Suppression	16.4	\$3,248,868	\$3,235,868	\$0	\$0	16.4	\$3,235,868	0.0	(\$13,000)		
National Fire and Disaster Support	10.6	\$1,330,819	\$1,315,819	\$0	\$0	10.6	\$1,315,819	0.0	(\$15,000)		
<b>Grand Total</b>	<b>267.2</b>	<b>\$28,285,314</b>	<b>\$19,486,551</b>	<b>\$149,346</b>	<b>\$3,363,339</b>	<b>195.8</b>	<b>\$22,999,237</b>	<b>(71.4)</b>	<b>(\$5,286,078)</b>		

# Strategic Goals & Objectives

## Overview

The Modoc Forest Leadership Team wanted the strategies presented in this business plan to reflect the Modoc's top priorities, while being aligned with Forest Service's Strategic Plan and taking into account input from the local community.

## Community Engagement

The communities surrounding the Modoc are known collectively as "Modoc Country", and include all of Modoc county, as well as portions of Lassen and Siskiyou counties. Located far from major interstate freeways and population centers, Modoc Country is very rural with a total population of approximately 10,000. The area's economy is still largely based on ranching, as it has been since the first pioneers settled the area. Timber production has historically been a major industry in the area, although recent years have seen the larger local saw mills close down, leaving only a few smaller mills still operating. Local ranchers have grazed their livestock on the Modoc for generations, the Modoc has historically been a major timber supplier to local mills.

Federal, state, and local government agencies, including the Modoc, are the largest employers in the area, and more than 70% of the land is either part of the Modoc or the BLM. The Modoc has a big role to play in the local economy as community leaders seek ways to accelerate and diversify economic growth.

Members of the Modoc's leadership team accompanied the business plan consultants to meetings with the following groups to brainstorm and generate feedback on strategy ideas.

- Modoc Economic Vitality Group
- Modoc County Board of Supervisors
- Modoc County Land Use Committee
- Big Valley Chamber of Commerce
- Modoc Resource Advisory Committee

## Strategy Development

The Modoc leadership team consulted the USDA Forest Service's mission statement (see page 9), and its six goals for 2004 through 2008:

1. Reduce the risk from catastrophic wildland fire.
2. Reduce the impacts from invasive species.
3. Provide outdoor recreation opportunities.
4. Help meet energy resource needs.
5. Improve watershed condition.
6. Mission related work in addition to that which supports the agency goals.

Combining these goals with community input and program priorities, the Modoc leadership team decided on the following three themes:

1. Community Protection and Healthy Forests
2. Sage Steppe Ecosystem Restoration
3. Tourism and Recreation

Working with the leadership team and other Modoc staff members, the business plan consultants then developed these themes into the strategic goals, objectives, and action items on the following pages.

Each goal has specific objectives to guide its implementation, and action items that will serve as tactics designed to accomplish the objectives. The Modoc will develop specific performance measures that will be used to track the progress of each of these objectives. Each goal also has a description of the potential benefits for both the Modoc and the surrounding community.

## **Goal #1: Community Protection & Healthy Forests:**

**Protect life and property from catastrophic wildland fire while improving forest health and providing biomass for energy production.**

For centuries, the ponderosa pine forests and sage steppe juniper rangelands of the Modoc have evolved with wildland fire as part of the ecosystem. Low intensity ground fires would pass through forest stands every 10 to 15 years, clearing away dead branches, small trees, and woody debris without killing most of the large, healthy, old growth trees. Insects and disease were also part of the natural ecosystem, but they were held in check by the frequent fires and the healthy trees were better able to fend off their attacks.

However, over the past century, aggressive fire suppression practices greatly reduced low intensity ground fires from the ecosystem. This, combined with some other past forest management approaches, has created many areas of dense, overstocked tree stands with excess amounts of dead branches and woody debris on all National Forests across the country and in the Sierra Nevada, including the Modoc. These crowded forest conditions make trees and other plants compete for limited resources like water and nutrients. Dense tree stands are also more susceptible to disease and insects as well as catastrophic wildland fires. With increased population growth over the years, there has been an increase in private lands that border these heavily wooded areas. These “Wildland Urban Interface” (WUI) zones are progressively more at risk, as there is a higher likelihood that fire originating on Modoc land will spread to private lands and vice versa.

The Modoc is currently undertaking significant initiatives to reduce fire risks and improve forest health. In compliance with the National Fire Plan and the Sierra Nevada Framework, the Modoc is planning to aggressively treat dense forest stands through thinning and prescribed burning, with an emphasis on the

WUI areas. Thinning forest stands and reducing the amount of ground fuels will allow the remaining trees to grow larger and stronger, thereby improving forest health. Re-introducing more frequent, low intensity ground fire to forest stands will greatly reduce the potential for wildland fires to get out of control and spread into the forest canopy, thus becoming catastrophic.

### **Strategic Objectives**

To improve the health of the Modoc and to better protect the community resources, the Modoc has compiled the following strategic objectives:

1. Through collaborative planning, improve the health of those Modoc lands that have the greatest potential for catastrophic wildland fire, giving top priority to WUI areas.
2. Assist 15 communities with development and implementation of hazardous fuels reduction and fire prevention plans and programs.
3. Stimulate local commercial use of small diameter trees and low value forest products for energy production.
4. Maintain sustainable grazing opportunities.

### **Action Items**

To achieve the above-mentioned objectives, the Modoc has developed the following action items. While some of these projects are already underway, the plan is to implement them by FY08.

- Implement the Modoc Vegetation Management Plan.
- Update the forest vegetation database to reflect local vegetation characteristics and attributes, at the high resolution necessary to implement fuels reduction projects and meet national core data standards.
- Collaborate with local Fire Safe Councils, the fire chief’s association, tribes, and state and federal agencies to develop 15 Community Protection Plans.

- Create a forest wide small sale strategy and a stewardship contracting program to help implement forest thinning and fuels reduction projects.
- Develop partnerships with community business groups and chambers of commerce to create a local market for biomass energy production.

### **Benefits**

Increased thinning and hazardous fuels reduction projects will greatly benefit both the Modoc and the surrounding community. Thinned, open forest stands will allow trees to grow larger and become healthier, and better able to resist insects and disease. This will also curtail the potentially catastrophic spread of future wildland fires. Additionally, the reduction in tree density will free up some vital natural resources like water, and this will lead to a healthier rangeland. Wildlife habitat will improve as the forest matures and as new undergrowth provides forage for deer and other animals, including livestock.

The communities surrounding the Modoc will enjoy a reduced risk of wildland fire, increased public safety, improved wildlife viewing, and increased community pride in the healthy forest. An increased flow of smaller logs from the Modoc could possibly create more employment opportunities in biomass energy production and local value-added lumber manufacturing. Also, these forest and community collaborative efforts will not only strengthen existing relationships but also open venues for new and improved partnerships.

## **Goal #2: Sage Steppe Ecosystem Restoration:**

**Restore and manage the sage steppe ecosystem to promote ecosystem health, biomass energy production, and value-added manufacturing of juniper products.**

Western juniper is an important component of the high desert ecosystems in northeastern California. Historically, juniper was confined to rocky areas with shallow soils, with native grasses and sagebrush dominating the landscape. Over the past 130 years, there has been a ten-fold increase in junipers, primarily due to livestock grazing and increased fire suppression activities. Today, juniper stands occupy about 815,000 acres, or 49% of the Modoc forest lands. This juniper expansion has greatly reduced the native vegetative diversity that is important for the survival of wildlife such as the sage grouse, a species that is currently being considered for listing under the Endangered Species Act. Also, as the juniper woodland canopies expanded, native grasses and brush disappeared, which in turn has left soils more prone to erosion. Additionally, the water use of juniper trees (20 to 40 gallons, per tree, per day) has impacted soils and other rangeland vegetation. As a result, rangeland sites have become less productive.

To effectively manage this ecosystem, the Modoc is currently collaborating with the Bureau of Land Management (BLM), the North Cal-Neva Resource Conservation and Development Council, Modoc and Lassen County elected officials, the Modoc County Resource Advisory Committee, and several other agencies and organizations. As part of this 'Western Juniper Management' initiative, the Modoc plans to restore the vegetative diversity and ecosystem health of sage steppe lands by reducing juniper density to more historic levels while keeping old growth trees. Through effective juniper management, the Modoc will be able to reintroduce native grasses, reduce the threat to life and property caused by catastrophic wildland fires, make available biomass for energy production, and facilitate local value-added juniper product manufacturing.

## Strategic Objectives

In order to achieve the above-mentioned outcomes, the Modoc has identified the following strategic objectives:

1. Improve the health of the sage steppe ecosystem lands that have the greatest potential for restoration through collaborative planning. The focus areas are listed below, in order of priority:
  - a) Sage steppe Wildland Urban Interface (WUI) areas
  - b) Sage grouse and other wildlife habitat
  - c) Sensitive plant habitat
  - d) Grazing areas
2. Collaborate with other government agencies, business associations, environmental organizations, universities, etc., to treat and manage non-Modoc lands, by raising additional funds, and sharing expertise and resources.
3. Stimulate local commercial use of juniper for energy production.
4. Stimulate local value-added manufacturing of juniper products (fence posts, pallets, bedding, flooring, furniture, cabinets, trim, molding, millwork, arts & crafts, etc).
5. Maintain sustainable grazing opportunities.

## Action Items

To achieve the above-mentioned objectives, the Modoc has developed the following action items. While some of these projects are already underway, the plan is to implement them by FY08.

- Complete the Western Juniper Management strategy document with partners.
- Amend the forest plan to reflect the Western Juniper Management strategies.

- Collaborate with the California Department of Fish and Game, the BLM, and other partners to implement a Sage Grouse Recovery strategy.
- Complete a Memorandum of Agreement with the State Historic Preservation Office for sage steppe treatments.
- Develop a forest wide small sale strategy and a stewardship contracting program to help implement juniper removal projects.
- Develop partnerships with community business groups and chambers of commerce to create a local market for biomass and value added juniper manufacturing.

## Benefits

Both the Modoc and the surrounding community will benefit significantly from the sage steppe ecosystem restoration efforts. The Modoc will have improved wildlife habitat for sage grouse and other sage steppe species like sage sparrows, mule deer, elk, pronghorn, etc. The reduction in juniper stands will improve water flow, as there will be better water distribution at the topsoil level. This will lead to increased fish habitat in the sage steppe riparian areas in the Modoc. With less juniper density, the forest floor will be more conducive to the growth of native plants and grasses. This in turn will reduce soil erosion and greatly improve overall ecosystem health.

From a community standpoint, improved ecosystem conditions will provide better grazing conditions on the forestlands. Increased juniper harvests could provide a steady supply of biomass material for power plant operators in the county, as well as raw material for manufactured juniper products. Also, once the dense juniper stands are thinned, there will be increased public safety and protection from wildfire. With improved water flow, drinking water quality may improve, and there is the potential for increased water supply to reservoirs and streams. In addition, with overall wildlife habitat improvement, there will be better fishing and wildlife viewing.

### **Goal #3: Tourism and Recreation:**

#### **INCREASE TOURISM AND RECREATIONAL OPPORTUNITIES THROUGH IMPROVED RECREATIONAL AND INTERPRETIVE INFRASTRUCTURE AND ENHANCED MARKETING INITIATIVES.**

Nestled in the far northeastern corner of California, the Modoc is a cornucopia of mountains, pine forests, meadows, lakes, streams, rugged canyons, wetlands, lava beds and high desert plateaus. Due to the very remote and rural location, visitors are assured of having a quiet and peaceful get-away experience, while enjoying the Modoc's vast array of untapped recreational opportunities. Currently, most of the Modoc's visitors come from the local area. Although the Modoc has some of the best camping, hunting and fishing locations in the state, few people from outside the local geographical area know about them. Existing marketing efforts do not do justice to the plethora of recreational avenues that are available on the Modoc.

The area and communities surrounding the Modoc are collectively known as "Modoc Country", with their slogan being "Where the West Still Lives." However, this unique identity and experience is not always conveyed to visitors when they browse the Modoc's web site, or stop by one of the visitor centers, or spend time at one of the Modoc's 36 recreational sites.

Many of the Modoc's campgrounds and day use areas lack modern facilities or interpretive information. Most recreational areas were originally planned and built more than 70 years ago, and they lack the facilities necessary to accommodate families, large groups, and recreational vehicles.

Over the next five years, the Modoc will upgrade existing recreational facilities and improve interpretive displays to enhance visitor enjoyment. The Modoc will also ramp up its marketing efforts to reach out to tourists from a larger geographical area, and promote a variety of alternative recreational opportunities like hang-gliding, geo-caching, auto-touring, mountain biking and equestrian activities. There will be a special emphasis on developing some heritage and wildlife viewing sites.

### **Strategic Objectives**

To address the above-mentioned issues and to provide an enhanced recreational experience to all Modoc users, the Modoc has identified the following strategic objectives:

1. Improve opportunities for public use and outdoor health-enhancing activities.
2. Increase visitor use of the Modoc.
3. Enhance the diversity of recreational opportunities.
4. Increase public awareness of recreational opportunities at the Modoc.
5. Improve and increase the number of interpretive, destination and bulletin board signs.

### **Action Items**

To achieve the above-mentioned objectives, the Modoc has developed the following action items. While some of these projects are already underway, the plan is to implement them by FY08.

1. Enhance and maintain the Modoc website
  - a. Make the website more recreation user-friendly
  - b. Frequently update the website with new information
2. Collaborate with community organizations to enhance regional marketing efforts.
  - a. Ensure that Modoc brochures, flyers, and posters are well distributed to the local businesses.
  - b. Co-market with local hotels, restaurants and other local businesses and attractions.



3. Increase participation in the Shasta Cascade Wonderland Group and the Klamath–Lake–Modoc–Siskiyou Counties’ Working Group to promote the Modoc’s recreational opportunities.
  - a. Ensure that the Modoc is well represented in all the local and regional publications.
  - b. Identify, create, and join new local tourism groups
4. Establish agreements with Interpretive Associations
  - a. Collaborate with the Northwest Interpretive Association and the Public Lands Information Center to raise additional funding for interpretive signs and displays
5. Update and redefine the seven existing driving loops, and develop new loops.
  - a. Emphasize wildlife viewing sites, bird trails and heritage sites along these routes.
6. Seek partners to bring in more funding
  - a. Develop working relationships with local non-profits and foundations for securing new funding.
  - b. Create a multi-agency tourism group for Modoc Country
7. Complete an inventory of all forest signs.
  - a. Inventory all existing interpretive, directional, and bulletin boards signs.
  - b. Identify and prioritize areas for investment.
8. Maintain all high priority recreation sites and trails to standard.

### **Benefits**

By executing the above action items, the Modoc will be able to provide higher quality recreational experiences to its visitors. Through improved interpretive displays and a user-friendly website, the Modoc will be able to better inform and educate its visitors about the wide variety of recreational opportunities that abound in the Modoc.

Visitors will have a more pleasant and enjoyable experience overall. Increased public awareness of the tourism and recreational opportunities at the Modoc will attract visitors from a larger geographical area, and this could boost the local economy. Increased visitor interest will also augment the local community’s sense of pride and joy over its history and heritage.

## Priority Investments

Investments are major expenditures that contribute to the Modoc's physical or intellectual capital. The priority investments mentioned below are aligned with the Modoc's three strategic goals. The investments are grouped into four categories: Resource Management, Information & Interpretation Infrastructure, Recreation Infrastructure, and Basic Infrastructure. A total of \$6.2 million dollars in priority investments will be needed over the next five years to achieve the successful implementation of the Modoc's three strategic goals. This total does not include the roads and buildings maintenance backlogs mentioned in the functional area overview section.

### Resource Management

Resource Management investments are needed in order to provide land managers with the tools and information they need to make informed decisions, and to comply with relevant laws before proceeding with projects. The following investments are necessary in order to achieve the Community Protection & Healthy Forests, and sage steppe ecosystem Restoration strategic goals. Examples of these investments include, but are not limited to:

#### Forest Vegetation Database Update

Estimated Cost: \$150,000 per year for five years.

The existing Forest Vegetation Database was originally created in 1982 with the development of the Forest Land and Resource Management Plan. The current database does not contain the high resolution necessary to implement community protection, healthy forests, or sage steppe ecosystem restoration projects. This investment will develop the base data to reflect local vegetation characteristics and attributes, and meet national core data standards.

#### Rangeland Inventory

Estimated Cost: \$70,000 per year for two years.

The Rangeland Inventory is a component of the Vegetation Database and contains additional information needed to make livestock and wild horse management decisions. It is also required in order to meet Congressional mandates pertaining to grazing allotments.

### Archeological Thematic Site Assessment

Estimated Cost: \$100,000 per year for five years.

This project will develop a memorandum of agreement with the California State Historic Preservation Office to assess over 7,100 archeological sites on Modoc lands. Currently, the proliferation of archeological sites on the Modoc is preventing the implementation of land treatments such as juniper thinning and prescribed fires in many locations. Completing the Archeological Thematic Site Assessments will enable sage steppe ecosystem restoration and community protection projects to move forward in a timely and cost effective manner.

### Threatened, Endangered, and Sensitive Species Survey

Estimated Cost: \$80,000 per year for five years.

The sage steppe ecosystem is one of the least studied and inventoried land types because the economic values there are lower than those in pine and fir forestlands. To fully implement the sage steppe ecosystem restoration project, multi-year inventories must be conducted to verify the presence of threatened, endangered, and sensitive plant and animal species and the extent to which they use the ecosystem.

### **Information & Interpretation Infrastructure**

Information & Interpretation Infrastructure investments are needed in order to provide visitors with the information and knowledge they need to appreciate and take advantage of the opportunities in the Modoc and the surrounding communities. These investments are essential in order to achieve the Tourism and Recreation strategic goal. Examples of these investments include, but are not limited to:

#### **Collaborative Marketing Plan and Materials**

Estimated Cost: \$75,000

To promote awareness of all the recreational opportunities the Modoc and the surrounding communities have to offer, the Modoc would collaborate with local businesses, government agencies, chambers of commerce, tribes, and non-profit organizations on developing an integrated marketing plan for “Modoc Country.” This plan would build upon slogans such as “Where the West Still Lives” and “Where you can really get away from it all.” This investment would include the printing of new brochures, flyers, and posters, and their distribution to key locations and target markets.

#### **Bulletin Board Kiosk Improvements**

Estimated Cost: \$250,000

This investment would be used to transform regulation-oriented bulletin boards into kiosks that provide visitors with current information regarding recreational opportunities, wildlife viewing sites, native plants, local history and heritage sites, geologic and geographic features, and nearby community attractions.

#### **Interpretive Site Planning & Construction**

Estimated Cost: \$60,000 per year for five years.

Opportunities abound in the Modoc for improved and increased interpretive sites and displays. There are many high quality wildlife viewing sites and potential heritage interpretive sites that currently lack proper interpretation displays, trails, signs, and other facilities.

### **Recreation Facility Infrastructure**

Recreation Facility Infrastructure investments are needed to improve visitor enjoyment by providing amenities such as potable water, accessible facilities, pleasant landscaping, and parking spurs that accommodate recreational vehicles. These investments are critical in order to achieve the Tourism and Recreation strategic goal. Examples of these investments include but are not limited to:

#### **Campground Water Systems**

Estimated Cost: \$200,000

The Willow Creek and Upper & Lower Rush campground water systems need to be replaced with modern storage tanks, pumps, and pipelines to enhance public health and safety and to improve visitor enjoyment.

### **Restroom Replacements**

Estimated Cost: \$40,000

The Modoc still has some recreation sites with older, substandard, inaccessible toilet facilities. These need to be replaced with modern, “sweet smelling toilets” to enhance visitor enjoyment, meet accessibility standards and protect ecosystems.

### **Trail Repairs**

Estimated Cost: \$30,000

Trail repairs such as bridge and culvert replacements are needed to provide for public safety, reduce erosion, and protect ecosystems.

### **Resource Protection Structures**

Estimated Cost: \$30,000

A variety of fences, signs, landscape improvements, and erosion control systems are needed at several reservoirs and recreation areas in order to reduce erosion and protect ecosystems.

### **Medicine Lake Visitor Center and Administrative Site**

Estimated Cost: \$400,000

A new 2,000 square foot visitor center and administrative building is needed at this popular campground and recreation site to provide visitor information and interpretation, as well as office space, storage, and housing quarters for Modoc employees. The current structure is in an unusable condition and in a poor location. A new location is already available, next to an existing parking area with running water.

### **Recreation Site Planning and Modernizations**

Estimated Cost: \$100,000 per year for five years.

Most of the Modoc’s 36 recreational sites were designed and built in the 1920’s and 30’s. Many need to be redesigned and modernized to accommodate family and group camping, and to meet accessibility standards. Expanded road and parking spurs are needed to allow recreational vehicles to park and turn around at the more popular campgrounds.

## **Basic Infrastructure**

Basic Infrastructure investments are required in order to achieve all three of the Modoc’s strategic goals. Examples of these investments include, but are not limited to:

### **Priority Road Reconstruction and Surfacing**

Estimated Cost: \$800,000 per year annually

Investments above the annually appropriated roads funding are needed to improve public safety and limit ecosystem damage in priority areas. The Modoc’s road maintenance backlog has been building up at the rate of approximately \$800,000 per year. Improved roads will enhance visitor enjoyment while driving through the forest on any of the scenic byways or driving loops. Road grading and surfacing, and the removal of encroaching brush will also increase the Modoc’s ability to provide community protection and implement sage steppe ecosystem restoration projects.

### **Barracks Replacement**

Estimated Cost: \$350,000 per barrack structure  
(Total \$1,750,000)

Temporary housing is needed for seasonal fire crews and resource employees, in order to provide for community protection and complete sage steppe ecosystem projects. The current housing structures are substandard, in need of major repairs, and do not meet accessibility requirements.

## Partnerships

Partnerships with local community organizations, regional and national non-profits, and local, state, and federal government agencies enable the Modoc to accomplish much more than it could by itself. Partnerships provide support, shared knowledge and skills, and supplemental funding for a variety of vital projects and programs. The Modoc is eager to continue working with its existing partners and to also develop new partnerships to help achieve the strategic goals presented in this business plan. The Modoc will need continued and additional funding from a variety of sources in order to fully implement and compete these strategic goals.

Some recent partnerships involving the Modoc are highlighted below:

### **Modoc Resource Advisory Committee**

On October 30, 2000, Congress passed a law called the "Secure Rural School and Community Self-Determination Act of 2000", which is commonly known as "Payments to States." The Act addresses the recent decline in revenue from timber harvests on federal lands, which have historically been shared with counties to help fund schools and other county programs. For each year from 2001 to 2006, the law allows counties to receive a payment from the Federal government based on the state average of their top three years of payments from federal lands.

This act also authorized the Modoc Resource Advisory Committee (RAC), a 15-member committee that has equal representation from industry, environmental organizations, and elected officials and local citizens. The committee reviews proposed forest management projects and makes recommendations to the Modoc. In two years, Modoc projects totaling \$1.5 million have been funded through a combination of RAC funds, appropriated dollars, and other partners providing in-kind services and cash.

Projects have included noxious weeds education and reduction, riparian stream protection, road maintenance, bathroom facility improvement, archaeology inventories for future forest health

projects, and planning for sage steppe ecosystem restoration on Modoc and BLM lands. The total funding includes approximately \$500,000 of appropriated money, \$700,000 in RAC money, and \$300,000 from other partners.

Many partners have had a stake in these projects:

- Cedar Pass Ski Hill Association
- Lassen County Board of Supervisors
- Livestock Permittees
- Modoc County Board of Supervisors
- Modoc County Department of Agriculture
- Modoc County Fish, Game, and Recreation Commission
- Modoc County Library
- Modoc County Noxious Weed Working Group
- Modoc Washoe Experimental Stewardship Program
- Rocky Mountain Elk Foundation
- University of California Extension Service
- USDI - Bureau of Land Management
- Warner Mountain Permittee Association

### **Emigrant Trails Scenic Byway**

Scenic driving routes are very popular with travelers and provide an outstanding opportunity to interpret the history and heritage of an area. They are also good marketing tools, although they have been underutilized in Northern California.

In early 2001, the Modoc County Scenic Byway Committee was formed to propose a route and request grant funds for a scenic byway route that would connect with existing scenic byways in California and Oregon. Funds were granted and through intense collaboration, the communities came together to support the project. The Emigrant Trails Scenic Byway loop was approved and dedicated in 2003.

The designation of this scenic byway will connect the important historic, cultural and scenic tourism attractions on federal, state, and private lands and expand visitation to the area.

The total cost of the project was \$22,500, with \$18,000 in federal funds, and \$4,500 coming from in-kind partnership support.

Project partners include:

- California Transportation Office (CalTrans)
- Central Modoc Resource Conservation District
- Chambers of Commerce
- Chico State University
- Modoc County Board of Supervisors
- Modoc County Scenic Byway Committee
- North Cal Neva Resource Conservation and Development
- USDA - Natural Resource Conservation Service
- USDI - Bureau of Land Management

### Passport In Time

Passport in Time (PIT) is a volunteer archaeology and historic preservation program of the Forest Service. Volunteers provide valuable services while learning from professional archaeologists and historians.

The Modoc hosted four PIT projects with over sixty volunteers in total, and one Heritage Expedition. The PIT projects included three archaeological excavations at sparse lithic scatter sites in the fourth year of a five-year Sparse Lithic Scatter Archaeological Research Project. The term “lithic” refers to the cultural tools used by the Native Americans centuries ago. This project is designed to collect enough data to attempt a thematic National Register of Historic Places evaluation of lithic archaeological sites. One of the PIT projects partnered with Trails West and the Oregon-California Trails Association to mark the historic Applegate Trail across the Modoc. People also volunteered time to complete administrative office duties in support of these projects.

The Modoc accomplished \$75,000 worth of additional work through these important volunteer projects that advanced our collective understanding of the past.

Partners providing valuable services include:

- Oregon-California Trails Association
- Passport In Time Volunteers
- Statistical Research, Inc.
- Trails West, Inc.

### The River Center

The Upper Pit River Watershed (UPRW) is approximately 3 million acres, or twice the size of the state of Delaware. Originating on the Modoc, the river contributes approximately 20% of the Sacramento River’s total volume. Conserving and restoring the ecosystem is essential, and presents an important learning opportunity to the community.

The River Center opened with pride in May 2002, with help and support from teachers, government agencies, and non-profit organizations. With interactive activities and displays, the facility takes an in depth look at the UPRW and the many contributions the watershed makes to the land, wildlife, communities, and people.

Partners that assisted with the development, design and construction of the River Center provided over \$198,000. The Modoc assisted with a grant through the Forest Service’s Washington office, providing \$15,000 for educational displays.

Partners sitting at the table include:

- Modoc County Office of Education
- California State Water Resources Control Board
- California Department of Fish and Game

- Devil's Garden Conservation Camp – California Department of Forestry and California Department of Corrections
- Migratory Bird Festival
- North Cal NEVA Resource Conservation & Development
- Pit River Watershed Alliance
- USDA - Natural Resource Conservation Service
- USDI - Modoc National Wildlife Refuge
- USDI - Bureau of Land Management
- Members of the Community-at-Large

#### Big Valley Federal Sustained Yield Unit

A Federal Sustained Yield Unit (FSYU) is unique in the Forest Service system. The Big Valley FSYU was established in 1950 on a portion of the Modoc to ensure employment opportunities and a stable local economy via the local processing of lumber products. Forty years later, the Big Valley community suffered a fate similar to other rural timber dependent communities across the West - as the timber supply dropped from federal lands, lumber mills closed and people in the forest products industry lost their jobs.

In the spring of 2002, the Big Valley Chamber of Commerce and partner organizations were awarded an economic diversification grant from the Forest Service's Rural Community Assistance Program. The grant provided funding to form local community action teams, who traveled to three similar rural communities, met with people there, shared their experiences, and returned with fresh ideas to diversify the local economy. Sharing ideas at a natural resources workshop, the community is now developing collaborative partnerships to help grow its economy. Two of the top priorities are to return the Modoc to a healthy condition and promote jobs.

A second grant was awarded to the Superior California Economic Development District to explore the feasibility for a new lumber mill in Big Valley. The cost of the economic diversification grant

was \$15,100, with \$11,000 from federal sources and \$4,100 from in-kind partnership support. The cost of the mill feasibility study grant was \$37,500, with \$30,000 from federal sources and a \$7,500 cash match from Lassen County.

Project partners include:

- Big Valley Chamber of Commerce
- Lassen County Board of Supervisors
- Modoc County Board of Supervisors
- Superior California Economic Development District

The Modoc National Forest would like to recognize all the partners who have contributed to special projects or programs:

Alturas Chamber of Commerce  
Alturas Federated Church Youth Camp  
Alturas Rancheria  
Backcountry Horseman's Association  
Big Valley Chamber of Commerce  
California Four-Wheel Drive Association  
California Conservation Corps  
California Deer Association  
California Department of Corrections  
California Department of Forestry  
California Department of Fish and Game  
California Department of Parks and Recreation  
California Indian Manpower Consortium  
California-Oregon Transmission Association  
California Pines Property Owners Association  
California Transportation Office  
Cattlemen's Associations  
Cedar Pass Ski Hill Association  
Cedarville Rancheria  
Chico State University  
City of Alturas  
Davis Creek Mercantile  
Ducks Unlimited, Inc.  
Emigrant Trails Scenic Byway Coordinating Committee  
Far Western Anthropological Research  
Fort Bidwell Indian Community  
Goose Lake Fisheries Working Group  
Klamath Lake Modoc Siskiyou Counties Recreation Group  
Lassen County Board of Supervisors  
Lassen Fire Safe Council  
Likely General Store  
Migratory Bird Festival  
Modoc County Arts Association  
Modoc County Board of Supervisors

Modoc County Fire Safe Council  
Modoc County Historical Society  
Modoc County Libraries  
Modoc County Natural Resource Education Committee  
Modoc County Noxious Weed Working Group  
Modoc County Office of Education  
Modoc County Resource Advisory Committee  
Modoc County Scenic Byway Committee  
Modoc Economic Development District  
Modoc High School Natural Resource Academy  
Modoc Recreational Estates  
Modoc Economic Vitality Group  
Modoc Washoe Experimental Stewardship Program  
National Wild Turkey Federation  
North Cal NEVA Resource Conservation & Development  
Oregon-California Trails Association  
Oregon State University  
Pit River Tribe  
Pit River Watershed Alliance  
Resource Conservation Districts  
Rocky Mountain Elk Foundation  
Shasta Cascade Wonderland Association  
Siskiyou County Board of Supervisors  
Superior California Economic Development District  
Surprise Valley Chamber of Commerce  
Tionesta  
Thoms Creek  
Trails West, Inc.  
Tulelake School District  
Tuscarora Gas Transmission Co.  
University of California  
USDA - Natural Resources Conservation Service  
USDI - Bureau of Land Management  
USDI - Fish & Wildlife Service  
USDI - National Park Service  
Volunteer Fire Departments  
Youth Community Services



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## The Modoc National Forest Team

### Forest Leadership Team:

Stan Sylva	Elizabeth Cavasso
Robert Haggard	Edie Asrow
Nancy Gardner	Bernie Weisgerber
Lynda Holloman	Laurence Crabtree
Jim Irvin	Dick Read

### Program Managers:

Jessie Berner	Bill Schoeppach
Jed Parkinson	Gerry Gates
Matthew Dorgan	Nora Hubbard-Phelps
John Ford	Peter Adams
John Ball	Rich Carlson
Louis Haynes	Bill Tierney
Jayne Biggerstaff	Keith Bryan
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Scott Edwards  
Phil Voorhees  
Pat Hunter

## Business Plan Consultants

Aarabi Balasubramanian  
Adam Zielinski

## Modoc Community Members

Modoc County Board of Supervisors  
Modoc Resource Advisory Committee  
Modoc Economic Vitality Group  
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Mark Channell