



United States  
Department of  
Agriculture

Forest  
Service

Pacific  
Southwest  
Region

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# Business Plan for the Six Rivers National Forest



## A Window of Opportunity

# Welcome to the Six Rivers National Forest

There are more than 1500 miles of waterways within the Six Rivers National Forest creating a diversity of habitats and ecological systems.



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# Introduction

The USDA Forest Service Business Plan Initiative (BPI) is designed to promote the long-term health of the national forests through development of improved financial planning and management strategies. The Six Rivers National Forest Business Plan accomplishes this goal by presenting detailed information about the Forest's operations, expenditures, and budgets and using this information to recommend investment priorities and operations strategies. Business planning also helps the Forest Service more effectively communicate each national forest's operations and financial status to the public. Toward this end, this business plan thoroughly describes the functional responsibilities, operational standards, and financial position of the Six Rivers National Forest.

The business planning process is undertaken to accomplish three main objectives. First, it provides a synopsis of the Forest's funding history. Second, it provides a clear, detailed picture of current Forest operations and funding. Finally, it outlines the Forest's priorities for funding and operational strategies. This plan communicates the following information to principle stakeholders and the public:

- the Forest's goals and the extent to which the Forest is achieving its objectives;
- current Forest operations and resources used to perform them;
- critical functions that do not occur due to lack of resources;
- resources and investments the Forest needs to operate at appropriate standards; and
- strategies to improve efficiencies, control costs, and identify funding opportunities.



The Forest has six designated botanical areas including Lassic Special Interest Botanical and Geological Area.

The BPI is a joint effort of the USDA Forest Service and National Parks Conservation Association's Center for Park Management (NPCA CPM).

National forests in the Pacific Southwest Region have applied a common methodology to develop their business plans. Forest activities are organized into six functional areas that describe forest business operations. The functional areas are then subdivided into 35 programs, allowing the forests to move beyond reporting expenditures in terms of fund sources to reporting in terms of activities. As a result, the Forest is able to more clearly communicate its financial situation with external audiences. Furthermore, using the same program structure for all forests provides a needed measure of comparability across forest units.

This business plan provides both baseline operational and financial information and a powerful communication tool for Six Rivers National Forest. The strategies and priorities recommended in the plan support the Forest's efforts to meet its operational goals and serve the public.

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## Forest Supervisor's Foreword



Forest Supervisor Jeff Walter

The Six Rivers National Forest encompasses more than one million acres and is nestled within the Northern California's Coast Range. The beauty of the area remains one of the best kept secrets in California. Our Forest's name is derived from the six primary rivers which flow through it: the Smith, Klamath, Trinity, Mad, Van Duzen, and Eel. As our namesake implies, the Forest is known for its large riverine watersheds, with more than 1,500 miles of rivers and creeks that provide nine percent of California's freshwater runoff. The Smith River, the last major undammed river in California, lies within the Smith River National Recreation Area and represents 315 miles of Wild and Scenic River. Portions of the Klamath, Trinity, Eel Rivers, and Salmon comprise 87 miles of Wild and Scenic River. Our primary mission lies in managing these watersheds for multiple resource benefits.

Past management activities on the Six Rivers National Forest focused primarily on timber production, treatment of timber-related activity fuels, and reforestation. The revenue stream generated by timber sales provided funding that easily supported multiple resource projects across the Forest.

Today, as a result of changing public values and downward trends in funding levels, our management activities have shifted and our efforts now focus more on maintaining and restoring forest ecosystems. This shift has required us to utilize new management approaches, such as integrating forest program areas and seeking partnerships with local tribes, communities, and organizations to accomplish these objectives. We must continue to be responsive to our local constituents and the public as we chart a new course of direction and action for the Six Rivers.

Our success in managing the Six Rivers land base is dependent on many factors. A principle factor in accomplishing our mission is a clear understanding of the fiscal dynamics associated with managing a national forest. This business plan serves as a key milestone in ensuring that understanding. Managing a national forest is similar in many ways to managing a business. We must identify our niche and what we have to offer the American public that cannot be better provided by the private sector or other adjacent state and federal lands. We must then focus on the assets, activities, and services within the Six Rivers and ensure that we are leveraging our limited dollars to achieve the most good.

This business plan is a tool that we hope will strengthen current relationships and foster new ones. It demonstrates the current capacity of the Six Rivers programs and describes opportunities available to help reach our goals. Through this business plan, we hope to demonstrate a strong sense of fiscal accountability and embrace the findings in a manner that shapes our future direction in sustaining the remarkable resource values that the Six Rivers provides the American people.

Jeff Walter  
Forest Supervisor

### Mission Statement

The mission of the USDA Forest Service is to sustain the health, diversity, & productivity of the Nation's forests and grasslands to meet the needs of present & future generations.

## Executive Summary

The Business Plan Initiative is a tool for the Six Rivers National Forest to assess financial trends, develop strategies that capitalize on the strengths of the Forest's resources, and improve operations. A key objective for this business plan is to help Forest officers more clearly communicate the Forest's fiscal and operational functions to key stakeholders and the public.

### Financial Findings

The business planning process was guided by several key findings from an analysis of available financial data from the past 7 to 10 years.

- Expenditures in fiscal year (FY) 2004 amounted to \$18.8 million (excluding wildfire suppression and capital fund expenditures), of which 60 percent was personnel expenditures.
- Funding, excluding fire funding and adjusted for inflation, has decreased steadily since 1995.

The analysis identified multiple program areas with funding shortfalls that prevented them from meeting goals and operational standards. For purposes of the business plan, funding shortfalls fall into two categories: operational gaps and unfunded investments. Operational gaps refer to the difference between a program's current funding levels and its yearly needs to function at optimal levels: a large portion of these expenditures fund program staff positions. Unfunded investments are one-time expenditures that are to be completed within a fixed amount of time. Key findings from the analysis of financial data include the following.

- To run the Forest's programs at optimal levels in FY 2004, the Six Rivers would have needed an additional 47 full-time equivalent (FTE) staff and \$5.2 million.
- The resource management and fire and aviation management programs are experiencing the largest operational gaps; the management and administration program has the smallest.



The restored historic Bear Basin Lookout and accessible Pierson Cabin provide magnificent views to the ocean and into the Siskiyou Wilderness Area.

- Total unfunded investments in FY 2004 were \$9.9 million, \$4.8 million of which were identified as priorities through the business planning process.

Program areas charged with recreation, transportation, and administrative facilities maintenance had the highest levels of unfunded investments. Deferred maintenance amounted to \$1.9 million in FY 2004. A key priority within the maintenance backlog is a need to address livability concerns at each of the district's housing units, at a cost of approximately \$250,000. Another priority is improving road safety and drivability, at an estimated cost of approximately \$250,000.

The watershed and fisheries programs also had investment shortfalls. Some of the exceptional qualities of the Six Rivers are its miles of rivers, especially Wild and Scenic Rivers, and salmon and steelhead fisheries. These unique characteristics place a



White oak woodlands are a common plant community in the Forest.



Ruth Lake is a popular site for recreation, wildlife viewing, and bass fishing.

necessary emphasis on the watershed and fisheries programs, and they have a number of identified high priority investments. Unfunded investments for FY 2004 amounted to \$907,000 for river access improvements and planning for watershed and fish habitat improvement projects. Targeted investment priorities have been identified for river access improvements in the Smith River National Recreation Area. Another identified priority is to conduct the roads analysis for this area, which will allow the Forest to obtain funding to complete these projects. The combination of these investments totals \$290,000.

In addition to these investment priorities, many other funding gaps were identified in Forest programs. These gaps represent personnel needed to reach a program's goals and operational standards, as well as non-personnel related expenses, such as materials and supplies, utilities, and training. In order to help fill these gaps and generally improve Forest operations, the business plan proposes five strategies designed to improve Forest efficiencies, control or reduce costs, and identify funding



Views of the Trinity Alps Wilderness are easily seen from South Fork Mountain along Forest Route 1.

opportunities. The Six Rivers leadership team will be investigating potential implementation of the following strategies:

- Acquire income to fund priority facility investments through use of a conveyance from the sale of the Forest's nursery (currently managed under a special use permit). Possible investments include purchasing administration facilities currently leased by the Forest, performing deferred maintenance to reduce the backlog, and building barracks for firefighting staff and other Forest employees.
- Form a management unit that combines the Orleans and Lower Trinity Ranger Districts. The Lower Trinity District is severely understaffed, so merging the two Districts would realize multiple efficiency gains in managing the Forest.
- Pursue timber management strategies and prescriptions that are more closely aligned with direction in the Six Rivers National Forest Land and Resource Management Plan.
- Continue to use key partnerships and establish new ones to implement Forest projects and attract funding. Develop analytical tools to assess the usefulness of pursuing specific partnerships, thereby allowing Forest staff to identify opportunities for priority partnerships.

## Forest Overview

The Six Rivers National Forest includes 957,590 acres of mountainous land that stretches from the Oregon border south for approximately 140 miles to Mendocino County. The Six Rivers also manages the Klamath National Forest's Ukonom Ranger District, bringing the total land under Six Rivers' management to 1.08 million acres. The Six Rivers' headquarters is located in Eureka, with district offices (or "ranger districts") in the communities of Gasquet (Gasquet Ranger District, which includes the Smith River National Recreation Area), Orleans (Orleans Ranger District), Willow Creek (Lower Trinity Ranger District), and Mad River (Mad River Ranger District).

Elevations across the Forest range from nearly sea-level to approximately 7,000 feet. As a result, the Six Rivers supports diverse ecosystems and landscapes. The Forest is composed of extensive stands of coniferous forest, with moderate amounts of oak woodland and grassland in the southern part of the Forest. These ecosystems provide habitat for eight federally classified threatened and endangered species, including the bald eagle and the peregrine falcon. In addition, 32 plant, 2 bird, 1 fish, and 2 mammal species found in the Six Rivers are designated as Forest Service sensitive species.

The Six Rivers National Forest is named for the six major rivers that run within its boundaries: the Smith, Klamath, Trinity, Mad, Van Duzen, and Eel. The Smith, Klamath, Trinity, and Eel Rivers comprise over 365 miles of designated Wild and Scenic River. (The Salmon River in the Ukonom Ranger District is also a Wild and Scenic River.) The Smith River is the only major undammed, naturally flowing river remaining in California. The rivers provide many recreational opportunities. While rafting and kayaking are popular water-based recreational activities, the resilient watersheds of the Forest are perhaps best known for providing some of the best anadromous fishing opportunities in California. In addition to river recreation, popular activities in the Six Rivers include camping, hiking, backpacking, picnicking,

and motorized vehicle use. The Six Rivers provides multiple facilities for all of these activities. The Six Rivers also has more than 1,500 miles of streams, constituting 9 percent of California's total freshwater runoff.

The Six Rivers shares management of four wilderness areas - the Siskiyou, Trinity Alps, Yolla-Bolly, and Marble Mountain - with nearby national forests, and has sole responsibility for managing the North Fork Wilderness. The federally designated Smith River National Recreation Area consists of 307,973 acres of the northernmost section of the Forest. Commercial uses in the Forest include timber harvesting and grazing, and, to a lesser extent, mineral extraction and harvest of special forest products, such as Christmas trees and mushrooms. Additionally, the Six Rivers contains more than 1,260 known historical or archaeological sites.

The Forest and the many communities located within and near its boundaries are mutually dependent on one another. This is particularly true in wildfire prevention and suppression, which is a critical function of the Six Rivers' fire and aviation management program. Partnerships with tribes and local community organizations, such as fire safe councils, are crucial for preventing wildfires as well as protecting local communities through treatment of hazardous forest fuels.

The Six Rivers is managed to provide access to high-quality recreation opportunities for the public, sustain and protect natural resources for their ecological and commercial value, and serve as an economic development resource to the region. The Forest staff and local communities are meeting the challenge of balancing these multiple objectives through creative partnerships and cooperative stewardship of the land.



The forest provides habitat for one of the largest populations of northern spotted owls in northwest California.



Wild and Scenic Rivers such as the Salmon are prized for their recreational and fisheries values.





Fawn lilies are prevalent in forest settings in late spring.



The Forest offers ample solitude by backpacking along trails such as the Blue Jay Mine Trail into wilderness or backcountry areas.

## Six Rivers National Forest Inventory

### General

Acres of land:	1.08 million
Elevation Range:	Near Sea Level to approximately 7,000 feet
Employees (FY04)	
Permanent	290
Temporary	65

### Recreation Resources

Recreation Visits per Year (est.)	415,438
Wilderness (acres)	176,053
Smith River National Recreation Area (acres)	307,973
Miles of Wild and Scenic Rivers	389
Developed Campgrounds	18
Picnic/Day-Use Areas	19
Visitor Centers/Information Stations	5
Recreation Residences/Resorts	5
Developed River Access Sites	25

### Trails & Roads

<b>Roads (miles)</b>	<b>2,989</b>
National Scenic Byways (miles)	138
<b>Trails (miles)</b>	<b>398</b>
Designated Off-Highway Vehicle Trails (miles)	22
California Backcountry – Discovery Trail (miles)	150

### Historic Sites & Artifacts

Cultural/Historic/Archeological Sites	1,261
Smith River NRA	210
Orleans	173
Lower Trinity	310
Mad River	375
Ukonom	193
Native American Contemporary Use Areas	11

### Natural Resources

Amphibian Species	20
Reptile Species	18
Bird Species	194
Mammal Species	74
Fish Species	40
Sensitive Species	37
Federal Threatened/Endangered Species	8
Waterways (miles)	over 1,500
Municipal-Class Watersheds	24
Designated Special Interest Botanical Areas	6
Designated Special Interest Geologic Areas	1

### Infrastructure & Equipment

Fire Stations	9
Administrative Offices	5
Fire Engines	13
Vehicle Fleet	140
Forest Service Nursery	1
Special-Use Facilities (approximate)	300

# Six Rivers National Forest Map



# Historical

## Founding Legislation

President Harry S. Truman established the Six Rivers National Forest by Presidential proclamation on June 3, 1947. The new Forest's initial 900,000 acres were carved from the western portions of the Klamath and Trinity National Forests and the southern portion of the Siskiyou National Forest. The southern portion of the Siskiyou National Forest was transferred from the Pacific Northwest Region to the Pacific Southwest Region at this time.

## Other Significant Legislation & Management Direction

The Wilderness Act was signed in 1964 to maintain designated Federal lands “where the earth and its community of life are untrammelled by man – where man himself is a visitor who does not remain.” Within designated wilderness areas, Federal land retains its primeval character without permanent improvements. Portions of four wilderness areas lie within the Six Rivers National Forest, and a fifth lies in the Ukonom District.

In 1968, President Lyndon B. Johnson signed the Wild and Scenic Rivers Act. This Act identified a need to preserve rivers with “outstandingly remarkable” values in a free-flowing environment for the use and enjoyment of present and future generations. In 1981, the Secretary of Interior assigned this designation to four rivers in the Six Rivers National Forest (the Smith, Klamath, Trinity, and Eel Rivers) due to their outstandingly remarkable anadromous fisheries.

In 1990, President George H. W. Bush signed the Smith River National Recreation Area Act into law. This Act established the Smith River National Recreation Area on 305,000 acres in the Six Rivers National Forest.

The National Scenic Byways Program, established under the Intermodal Surface Transportation and Equity Act of 1991, designates roads as Scenic Byways based on archaeological, cultural, historic, natural, recreational, and scenic characteristics. The Six Rivers has three designated scenic byways.



Ranger Wes Hotelling scales Port-Orford cedar at East Fork, 1941. A key reason for the establishment of the Forest in 1947 was to provide timber for a growing post-war nation.



Forest retirees share their career experiences with Six Rivers National Forest employees at the Centennial Celebration in 2005.

In 2000, Klamath National Forest and Six Rivers National Forest entered into an intra-agency agreement to transfer management of Klamath's Ukonom Ranger District to the Six Rivers' Orleans Ranger District. The Ukonom added nearly 125,000 acres to the administrative area of the Six Rivers.

## Northwest Forest Plan

The Northwest Forest Plan (NWFP) changed the way national forests and USDI Bureau of Land Management districts in Northern California, Oregon, and Washington manage public lands. The Plan's Record of Decision, signed by the Secretaries of Agriculture and Interior in 1994, places these Federal lands into various land allocations, including late-successional reserves, riparian reserves, adaptive management areas, and matrix. Late-successional reserves are managed to provide habitat for late-successional and old growth-related species, including the northern spotted owl. The purpose of riparian reserves is to protect the health of aquatic systems and their dependent species. Adaptive management areas are designed to develop and test new management approaches to integrate and achieve ecological, economic, and other social and community objectives. A portion of timber harvest comes from these lands. Finally, matrix is the area in which most timber harvesting and other silvicultural activities are conducted. These changes in management greatly reduced timber production in Six Rivers and other national forests in Northern California.

## Secure Rural School & Community Self-Determination Act of 2000

The Secure Rural School and Community Self-Determination Act of 2000, commonly known as Payments to States, was enacted to somewhat mitigate the effects of declining timber sales. Twenty-five percent of gross timber sales receipts go to schools and roads in counties where national forests are located; hence, as timber sales declined, local counties suffered revenue losses. In addition, national forests saw a decline in their ability to conduct restoration and other natural resource enhancement projects because timber revenue was the source of funding for many of these projects.

## Fund Source Analysis (1995-2004)

The source of funds received by the Six Rivers National Forest directly influences the Forest's ability to meet its mission and goals. The Forest acquires its funds from three principle sources: appropriations, reimbursable income, and revenue. This fund source analysis examines Forest budgets for fiscal years (FY) 1995 through 2004 to capture recent trends and identify increasing or decreasing sources of funding and emerging funding opportunities. This analysis also provides an overview of budget constraints that drive Forest decision-making.

Appropriations are allotted by Congress to the Forest Service in the annual Federal budget. These funds are allocated to Forest Service regions, and the regions in turn allocate funds to each national forest. The Six Rivers uses appropriated funds primarily to pay for operational needs. The appropriated base budget provides the largest portion of the Forest's annual budget, and the Six Rivers has become increasingly dependent on this source of funding. As a percentage of the Six Rivers' budget, appropriations have risen from 67 percent in 1995 to 91 percent in 2004.

From 1995 to 2004, the percentage of appropriations specifically designated for fire management activities (pre-suppression, preparedness, management, and administration) more than doubled, from 20 to 50 percent: FY 2004 fire program funding accounted for approximately 45 percent of the total funding for the Forest. As a result, the Forest faces a diminishing source of appropriated funding to pay for other operational needs. The Six Rivers has been successful in supplementing appropriations with community partnerships and grants, including funding from community Resource Advisory Committees, which have emerged as an income source for the Forest over the past two years.

Funding prescribed by the annual Federal budget does not necessarily reflect actual program expenditures. The Six Rivers receives mid-year funds from a variety of sources, including grants, revenue, and reimbursables, which are not budgeted for. Additionally, funding is shifted among programs during the year at the national level. In particular, when fire program funding runs out during the fiscal year, its deficit spending is covered by other programs with available funds. In FY 2004, the fire deficit was approximately \$550,000 and was funded largely from the working capital fund.

The second funding source is reimbursable income, collected from other organizations, typically government agencies, for services rendered by Forest employees. This has not been a stable source of funds for the Six Rivers. Reimbursable income in FY 2004 was the lowest it has been in the last seven years.



California globe mallow is a rare plant species.

Payments to States allocates funding based on the revenue received during peak timber revenue years. States distribute the funds to counties in proportion to the revenue received during those years. Counties are permitted to spend 80 to 85 percent of the funds received on roads and schools projects. The remaining 15 to 20 percent is available for projects designated as Title II and Title III. Title II money is available for use on Federal lands for such projects as road, trail, or infrastructure maintenance or obliteration; watershed restoration and maintenance; improvements in forest ecosystem health; control of noxious and other exotic weeds and reestablishment of native species; and other projects. Title III money is available for projects such as search and rescue and other emergency services performed on Federal lands and paid for by the county; recreational and/or conservation easements; community service work camps; forest-related educational opportunities; fire prevention; and county planning and community forestry.

Payments to States requires that Resource Advisory Councils (RACs) be established to approve Title II projects. By legislative requirement, RACs consist of 15 members from diverse groups and backgrounds, typically representing natural resource interests, public officials (elected and employed), and Federal land development and revenue interests.

The Six Rivers works with the three RACs in Siskiyou, Del Norte, and Trinity Counties. Most of the Forest lies within Humboldt County, which opted out of Title II funding and does not have a RAC.



Del Norte Iris



Waterdogs pond, Lower Trinity RD



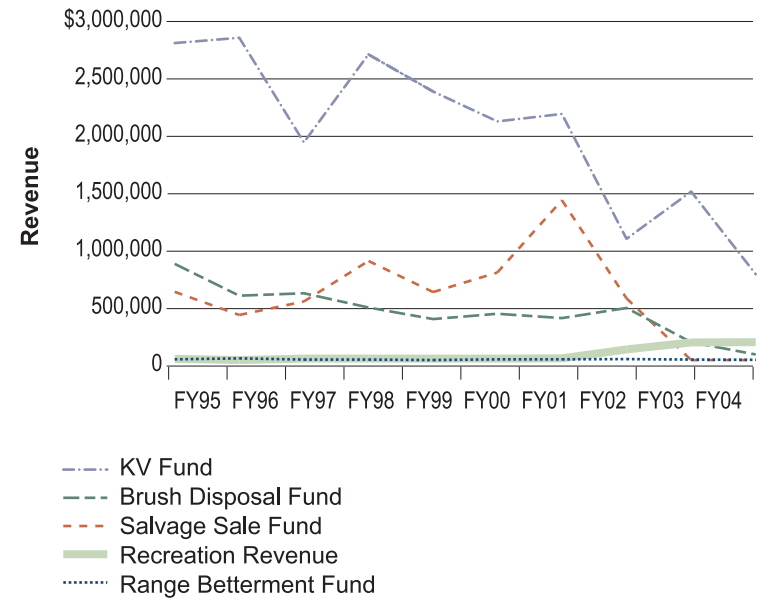
Leopard Lily

The third funding source is revenue. This source of funding has become increasingly important. Revenue can be used for a wider range of purposes compared to reimbursable income, and has therefore helped supplement appropriated funds. The Forest receives revenue from a variety of sources; however, it does not retain the majority of the revenue generated from commercial activities. These proceeds are deposited in the U.S. Treasury in accordance with existing law. Sources of revenue that are available to the Forest include recreation fees initiatives and trust funds. Trust funds are used to mitigate and improve natural resources affected by land management activities. The significance of these revenue sources has shifted dramatically over the past 10 years, with a decline in revenue from trust funds and an increase from recreation fee initiatives.

The Six Rivers draws revenue from several trust funds. Revenue from each of these trust funds – Knudson-Vandenberg, brush disposal, salvage sale, and range betterment – has shown an overall declining trend from FY 1995 through FY 2004. An assessment of the four trust funds reveals the tenuous position in which the Forest puts itself by relying on this revenue. Funding from the Knudson-Vandenberg trust fund declined 70 percent over the last 10 years. Brush disposal funding has declined by 94 percent during this same time period. The Six Rivers salvage fund, which the Forest uses to conduct the necessary planning and environmental analysis work for salvage operations, showed a \$1,261,000 deficit at the end of FY 2004, preventing the Forest from conducting any significant salvage sales. The deficit resulted from the Forest’s investment in preparing for a salvage operation following the 1999 Megram fire. This salvage operation was halted by the Ninth Circuit Federal Court of Appeals in San Francisco. The Six Rivers is still collecting revenue for the salvage fund to close the fund deficit, rather than fund new salvage projects, which are currently funded from appropriations. The Forest staff anticipates that collections through FY 2005 and FY 2006 will all but close this deficit.

The Six Rivers has responded to the need to nurture alternative sources of funding. Funding acquired through community

Revenue Trends FY95 – FY04



partnerships, such as RACs, has been one such source. Another has been revenue derived from the recreation fee demonstration program, which has been increasing as a source of revenue for the Forest. The Six Rivers has used recreation revenue to maintain campgrounds and improve access for the public. Moreover, the Forest has slightly more flexibility over this fund source, including the ability to recommend fee demonstration sites and rates to the Regional Office. As a portion of the Forest’s total revenue, recreation’s portion has risen from less than 1 percent in 2000 to 14 percent in 2004. Congress recently passed legislation to make the fee demonstration project permanent under the Federal Lands Recreation Enhancement Act (FLREA). The FLREA is intended to benefit the visiting public by enhancing the resources, facilities, activities, services, and programs they use. The chart above illustrates changes in trust fund and recreation revenue to the Forest.

## Adjusted Base Budget

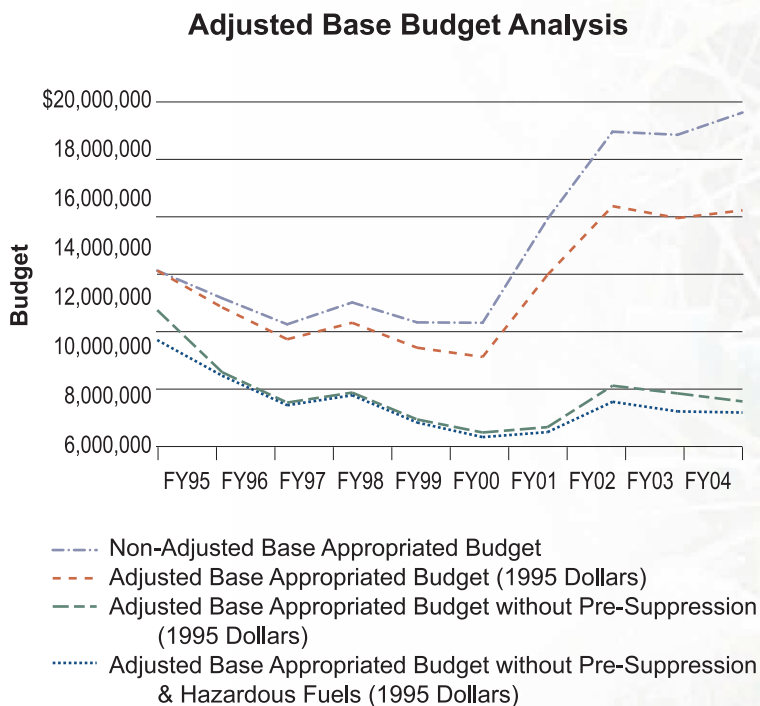
While the Six Rivers' overall budget consists of appropriations, revenue, and reimbursements, the Forest relies on appropriations as its base budget. As indicated in the previous section, revenue and reimbursements are prone to unpredictable, significant fluctuations from year to year, and thus are not as reliable or predictable as appropriated funds. Although the annual appropriated base budget for the Six Rivers generally increased over the past ten years, the real purchasing power of the Forest remained largely flat. This trend becomes apparent when the Forest budget is adjusted for inflation and funds dedicated to fire management activities are excluded.

When adjusted for inflation, the Forest's base budget rose from 1995 through 2004. However, this period should be split into two different segments based on a marked increase in fire funding that began in FY 2001 and continues to the present. Between FY 1995 and FY 2000, the Forest's base budget decreased by 25 percent. The increase in the Forest base budget from FY 2000 to FY 2004 is almost entirely due to an 84 percent increase in fire pre-suppression and preparedness funding. Fire appropriations are a significant portion of the appropriated base budget – 49 percent in FY 2004. When appropriations for hazardous fuels removal and pre-suppression are excluded from the Forest budget, funds available for other programs have declined. In FY 2004, the Six Rivers non-fire adjusted base budget was 74 percent of the level the Forest received in FY 1995.

Flat budgets and increasing costs help explain the critical backlogs that Six Rivers Forest staffs are experiencing in maintaining facilities, conducting necessary environmental analyses under the National Environmental Policy Act (NEPA), and administering permits. Funding shortfalls severely impair the ability of the Forest to operate its programs and serve the public. In light of this, the Forest's leadership is exploring opportunities to improve efficiencies in delivering services through partnerships, identify efficiency gains and cost savings, and increase alternative funding from grants. In addition, with

base appropriations failing to keep up with inflation, revenue sources, such as timber and recreation, are becoming increasingly important to the Forest.

The graph below illustrates trends in the Six Rivers' base budget over the past ten years. The non-adjusted budget and the adjusted base budget (converted to dollars of purchasing power in 1995) appear to be increasing over time. However, the increases in the base budget from 2000 through 2002 were largely due to fire funding. When these programs are removed from the budget, the adjusted base trendlines reflect the decline in the Forest's purchasing power.



## Analysis of Expenditures



The state's largest tanoak tree, identified on the California Register of Big Trees, is located within the Forest. It has a girth of 270 inches.



The Forest has a number of 1930s era CCC historic buildings such as this former ranger residence.

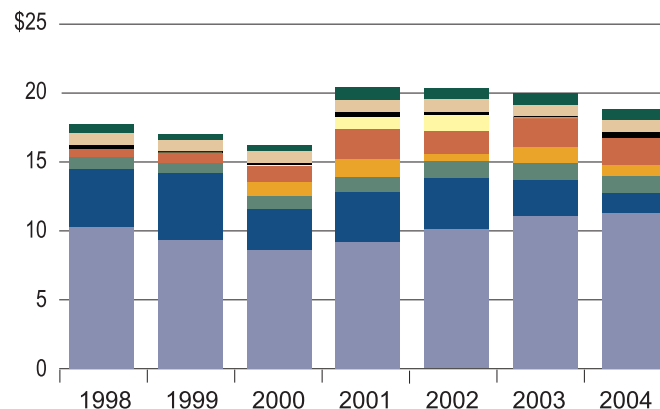
This analysis examines the expenditure history of the Six Rivers National Forest from 1998 through 2004. Because unforeseen events often occur during a fiscal year, expenditures do not always match the allocated budgets discussed in previous sections. Furthermore, by examining actual expenditures, one can discern trends within expense categories that are not easily tracked by examining budgets. The two most noteworthy patterns that emerge from this analysis are (1) the Forest's increasing personnel expenditures and (2) the decline in total expenditures since 2001, as a result of fewer available funds.

Personnel expenditures rose sharply, from 45 to 60 percent of the Forest's total expenditures between FY 2001 and FY 2004. As personnel expenditures rise, there are fewer funds available for contract labor. As a result, contract expenditures decreased significantly over in the same time period. The Forest uses contract labor for critical functions, including fleet, road, and facilities maintenance. The decline in contract labor therefore creates obstacles to meeting goals for these Forest programs.

Grants and agreements expenditures fluctuate largely because grant funding availability is uncertain from year-to-year. Many of these grants and agreements are from State, local, and other Federal government agencies. Partnerships between the Six Rivers and community organizations, including Resource Advisory Committees, are essential vehicles for obtaining these funds. Expenditures related to grants and agreements do not appear before 2000 due to accounting procedure changes.

Some expenditure patterns reflect changes in accounting practices, rather than actual costs trends. Expenses paid by the entire Forest organization rather than individual programs, such as utilities and public communication, are generally accounted for across a range of other expenditure categories; however, in

### Expenditure History



- Travel, Training & Transfer of Station
- Rent, Communications & Utilities
- Plant, Property & Equipment
- Miscellaneous
- Materials & Supplies
- Grants & Agreements
- Fleet
- Contracts
- Personnel

FY 2001 and FY 2002, these "pool" expenses were concentrated into a separate miscellaneous category. Accounting practices also explain the increase from FY 1999 to FY 2000 in materials and supplies expenditures.

The chart above illustrates these trends, the most significant of which is the declining trend in total expenditures. Six Rivers management faces the challenge of continuing to deliver services to the public while the Forest's fixed costs increase and available funds decrease.

## Increased Cost Analysis

The impact of a declining base budget is compounded by rising costs that are beyond the Forest's ability to control. These costs decrease the percentage of the base allocation that can be used for discretionary program spending. Key cost drivers for the Six Rivers include the following:

### Deferred Maintenance Backlog

Lack of adequate funding to conduct preventative maintenance and invest in the Forest's infrastructure has accelerated deterioration of the Forest's roads, trails, facilities, utility infrastructure, and campgrounds. The maintenance backlog exacerbates the deteriorating conditions of facilities, thus multiplying the costs of maintaining this infrastructure. Deteriorating facilities expose the Forest to additional costs for resource protection and, if the infrastructure is damaged beyond repair, there are also costs associated with decommissioning or replacing it. Deferred maintenance also exposes Forest employees and visitors to potential safety hazards. As Forest visitation steadily rises and public facilities remain in disrepair, this risk will increase.

### Fire Conditions & Firefighting

Fire-related costs represent a significant portion of the Forest's base budget, and these costs continue to rise at a faster rate compared to other program costs. The Forest has little ability to reduce these costs because they are associated with required training, safety equipment, and an expanding wildland-urban interface (WUI) across the Forest.

### Rent

The Six Rivers Forest rents three of its five administrative facilities, including an approximately \$450,000 lease for the supervisor's office in Eureka, California and approximately \$90,000 for two ranger district offices. Although these leases are competitively priced, they expose the Forest to increasing costs as they are periodically renewed.

### Fuel

The length of the Six Rivers, which stretches approximately 140 miles from north to south, and the location of the supervisor's office away from the Forest in Eureka, means that Forest personnel must

frequently drive long distances. In FY 2004, approximately 1,178,100 miles were driven in Forest vehicles, not including fire-related activities. The average price of gas in Eureka was over two dollars per gallon throughout much of 2004, and increased 23 percent from March 2004 to April 2005.

### Compliance with Mandates & Laws

Federal laws mandate compliance with environmental regulations. The National Environmental Policy Act (NEPA), Clean Air Act, Clean Water Act, and Endangered Species Act (ESA), for example, require complex analyses in order to proceed with many program activities. The costs of these analyses are reflected in increased staff time and training of resource specialists. Costs of conducting compliance activities have increased with inflation, while Forest funding has remained flat. Increasing compliance costs affect the ability of Forest personnel to perform other program functions, such as facilities and roads maintenance, hazardous fuels removal, watershed restoration, and other projects and services on the Forest.

### Litigation

Disputes regarding compliance with environmental regulations have become increasingly subject to litigation. This is a trend affecting the entire Forest Service. Litigation imposes direct costs on the Forest, such as legal fees and personnel time, as well as significant indirect opportunity costs in terms of activities and programs the Forest must forego in order to focus resources on addressing needs associated with court actions.

### Agency-Wide Organizational Change

Competitive sourcing, the consolidation of National Forest administration activities to Albuquerque, New Mexico, and other agency-wide organizational changes result in increased short-term administrative, process, staff training, and transition costs. The transition of financial activities to Albuquerque in particular has pushed more administrative functions and costs onto Six Rivers staff who would otherwise be focused on mission-related activities. In the long-run, this consolidation is intended to reduce costs across the Forest Service.



# Current Forest Operations

This section of the business plan focuses on current operations and program activities of the Six Rivers National Forest. Forest activities are grouped into six functional areas that describe the business for which the Forest is responsible. The six functional areas are further divided into 35 programs that more precisely describe Forest operations.

This section describes day-to-day activities for each Forest program and presents an analysis of the program's actual expenses, including personnel (full-time equivalents (FTE)); operational shortfalls (or unfunded needs); and necessary investments. Operational shortfalls have been identified for each program by comparing the current staffing and funding levels with operational standards that describe the duties and responsibilities required to meet program goals. Operational standards are measurable objectives that directly relate to the services the program delivers to the Forest or the public. These standards are used to determine the total financial resources required to perform the standard tasks of the program. By comparing current Forest activities with the operational standards, the business plan identifies and quantifies the gaps between required and available resources.

The Mendocino, Klamath, Shasta-Trinity, and Six Rivers National Forests have worked together successfully for about ten years as the Northern California Province. This cooperation has strengthened the effort to serve the public by sharing employees with special skills, jointly managing wilderness areas, working closely on fire suppression efforts, and recognizing links between national forest system lands provided by the road and trail systems. The cooperative effort between forests in the Northern California Province will continue in the future and include implementation of the strategies in the business plan wherever possible.

The following pages describe each of the functional areas and programs listed below in detail.

## Management & Administration

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

## Facility Operations & Maintenance

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

## Public Use & Enjoyment

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

## Resource Management

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

## Management & Administration

The management and administration functional area includes all administrative duties at the supervisor's office and district levels.

The programs included in this area are:

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

The chart on page 18 shows how management and administration expenses are distributed across these programs.

In FY2004, the Six Rivers spent \$3.25 million and had 38 FTEs in the management and administration functional area. This area had an identified shortfall of \$379,000 and 5.5 FTEs in FY 2004. The bulk of the shortfall occurred in the district management and planning programs. The accompanying chart identifies actual FY 2004 expenditures and the additional amount necessary to meet operational standards for each program in this functional area.

### General Management

The general management program includes the office of the forest supervisor, deputy forest supervisor, and their assistant. The program is responsible for overall management of the Six Rivers National Forest. Activities include short and long range planning; organization, direction, and oversight of all Forest operations and people; coordination of ongoing activities; and integration of resource programs across the Forest. This program has responsibility for high-level interactions with other government agencies as well as corporate, nonprofit, and public institutions.

The program is meeting its operational standards at satisfactory levels. No additional needs were identified to further meet the program's operational standards.



Career Day events show the full range of career opportunities in the Forest Service. Recruitment of a diverse workforce is a priority for the Forest.

### Fire & Aviation Management

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

### Commodity & Commercial Uses

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



In an ongoing safety effort, employees attend hazard tree training to identify damaged & dead trees at recreation & administrative facilities.



Frontliners are one of the main visitor service contacts for maps, permits, & forest information.

### Financial Management

The financial management program is responsible for all fiscal activities, including budget formulation and execution, accounting and analysis activities, and all required annual financial reporting. Accounting includes monitoring and management of the financial aspects of the Forest’s programs; collection and analysis of financial information critical to Forest management; cash reconciliation; and property management. The budgeting function involves allocating the current year’s budget as well as planning and formulating the out-year budget, in response to national, regional, and local priorities. By the end of FY 2005, most financial management functions will be centralized in Albuquerque, New Mexico. However, program budget analysis and formulation activities will remain at the supervisor’s office.

The financial management program had a shortfall of 0.5 FTE, which is needed to improve the efficiency of financial operations. However, this 0.5 FTE may become unnecessary in light of the centralization of financial management functions mentioned above.

### General Administration

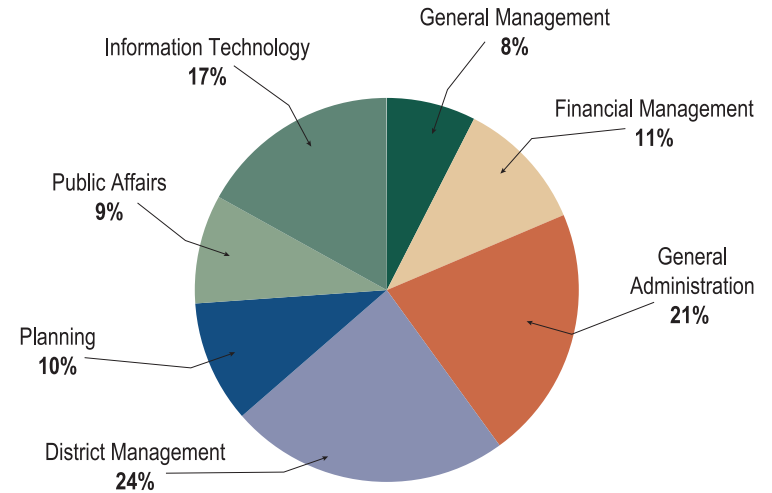
This program encompasses all general administrative activities, including procurement, labor relations, human resource management, and civil rights. The general administration program provides leadership, coordination, evaluation, technical advice and counsel, and assistance to Forest personnel. In addition, program staff are responsible for coordinating all aspects of employee relations, benefits, training, and development as well as workforce planning and monitoring and maintaining civil rights compliance.

No additional needs were identified to make the program more effective in achieving its operational standards.

### District Management

The Six Rivers is divided into four ranger districts: Smith River National Recreation Area (also known as the Gasquet District), Orleans District (which manages the Orleans District and Klamath National Forest’s Ukonom District), Lower Trinity District, and Mad River District.

### Management & Administration FY04 Expenditures



REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
43.8	\$3,628,200	38.3	\$3,248,900	5.5	\$379,200

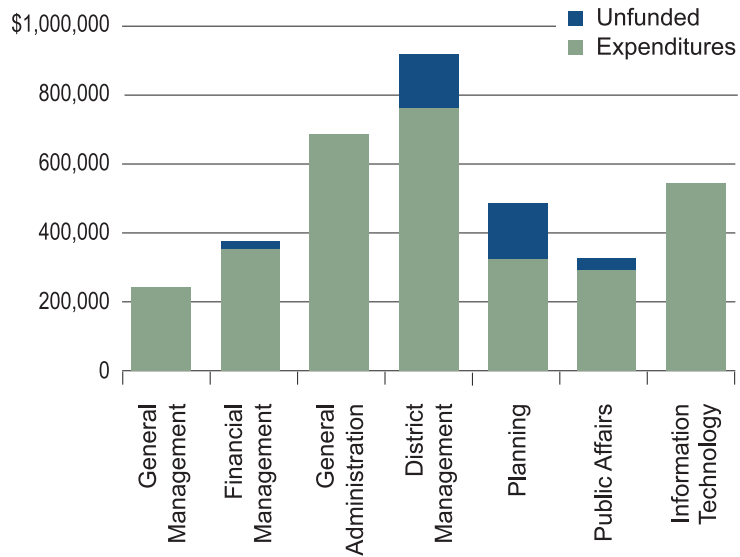
The district rangers and their staffs are the first line of contact for the public, local representatives and agencies, and civic groups. Among their program responsibilities are administering and coordinating interdisciplinary management and protection of all natural resources, facilities, human resources, and managing the associated budget.

As shown in the graphic (p. 19), a shortfall (indicated by the “unfunded” area) was identified for the district management program. The shortfall reflects the need for additional personnel to interact with the public on a daily basis and undertake other administrative duties necessary to carry out district functions.

### Planning

The planning program includes activities related to developing and updating the Forest land and resource management plan; coordinating with other government agencies’ large-scale planning,

## Management & Administration FY04 Requirements by Program



zoning development, or review efforts; responding to legal complaints; conducting programmatic multi-year strategic planning; and providing forest-level coordination and technical support for National Environmental Policy Act (NEPA) environmental analyses. Developing or amending the Forest's land and resource management plan requires substantial collaboration with public and private stakeholders and coordination across administrative boundaries.

Additional funds of \$164,000 to cover 1.5 FTEs and related expenses would begin to address backlogs in environmental analyses. Of this, approximately 0.5 FTE would be dedicated to forest planning.

### Public Affairs

The public affairs program provides leadership, strategic planning, and staff support to develop and maintain positive external relationships and partnerships with various entities, including local communities; Native American tribes; elected officials; news

With a wealth of tribal governments and tribes in the North Coast area, the Six Rivers National Forest is a nationally recognized leader in the field of tribal relations. The tribal relations program is aimed at establishing and maintaining partnerships that unite us around natural resources management objectives that are mutually embraced.



media; partners and volunteers; interest groups and organizations; Federal, State, and local governments and cooperators; and the public. The public affairs program also focuses on building positive internal relationships between Six River's personnel and regional and Washington office staff. Tribal relations are also part of this program, which is particularly important for the Six Rivers in that it maintains relations with 12 federally recognized tribes and other non-federally recognized tribes. Website creation and maintenance is also part of this program.

Funding needs identified for this program are associated with travel expenses and 0.5 FTE to focus on improving communication with the public through the use of in-house publications and newsletters.

### Information Technology

The information technology (IT) program has two primary responsibilities: (1) maintaining the Forest's telecommunications and radio networks and alarm systems and (2) keeping the Forest's computers and local area network in working order. This program does not include fire dispatch or other IT activities related to fire management. Over the past year, national-level centralization of computer and local area network maintenance and support has removed these functions from the Forest's control.

No additional needs were identified to make the IT program more effective in achieving its operational standards.

## Facilities, Operations & Maintenance



A crew clears vegetation from the roadway as part of on-going road maintenance activities.



Historic facilities, such as Salyer Station, are working fire facilities.

The following six programs are responsible for maintaining and operating the infrastructure, grounds, and facilities in the Six Rivers National Forest:

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

A characteristic shared across all programs in this functional area is the mounting backlog of maintenance projects. This backlog impairs the ability of the Forest to deliver services to the public, and introduces potential safety risks for Forest personnel and visitors. Facilities programs budgets are expected to be reduced up to an additional 50 percent over the next 2 years. The Forest has been successful in contracting with local businesses to implement maintenance, construction, and decommissioning projects. This is particularly true for roads, transportation and fleet, and infrastructure projects.

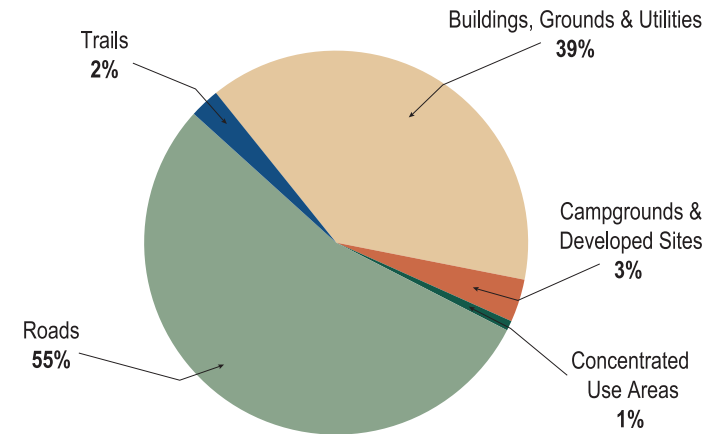
The distribution of FY 2004 expenditures across the six programs is displayed in the pie chart.

The accompanying chart identifies actual FY 2004 expenditures and the additional funds needed to meet operational standards for each program in this functional area. Due to significant ongoing changes to contracted labor for managing fleet operations throughout the Forest Service, operational standards and shortfalls were not analyzed for the transportation and fleet program.

### Buildings, Grounds, & Utilities

The Six Rivers National Forest encompasses substantial infrastructure and facilities. The buildings, grounds and utilities program focuses on providing water and handling wastewater as well as maintaining and repairing facilities. Due to resource constraints, this program is designed to function with a minimal

### Facilities, Operations & Maintenance FY04 Expenditures

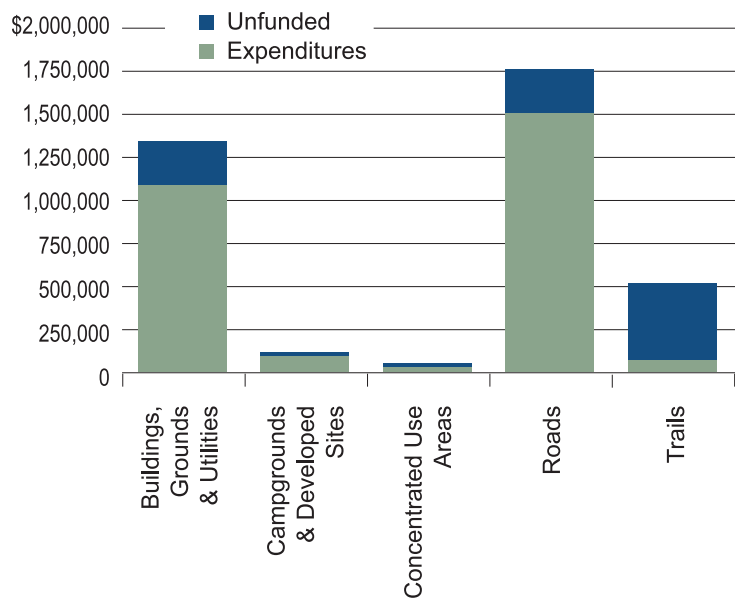


REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
19.0	\$3,768,400	12.1	\$2,782,700	7.0	\$985,600

level of permanent staffing. Program staff must maintain the required skills and licenses necessary to operate, repair, and monitor existing water and wastewater systems. All of these activities must comply with State and Federal regulations, and required reports must be submitted to the appropriate governing agencies.

Highest priorities for building maintenance and repairs are based on health and safety needs. Deferred maintenance projects are then addressed according to documented priorities. A small professional and technical staff accomplishes repairs and construction activities through contracts with local contractors and vendors.

**Facilities, Operations & Maintenance  
FY04 Requirements by Program**



The program goal is to maintain facilities, potable water, and wastewater systems to ensure a safe environment for Forest employees and public visitors. Additional funding is needed to (1) ensure adequate staffing for operating and maintaining water and wastewater systems and (2) ensure the necessary skill levels are maintained within the technical engineering facilities organization. At current funding levels, the program is unable to meet these goals. Program needs include part-time FTE support from civil engineering technicians, restoration technicians, and facilities engineering technicians to address the maintenance backlog. The priority investment need for this program is to address livability concerns in existing housing by reducing deferred maintenance on housing units. This would require project design, specification, and contracted implementation work at a cost of approximately \$250,000.

## Campgrounds & Developed Sites

The Forest Service provides campground facilities, river access sites, and other developed sites for the public to enjoy and experience the Six Rivers’ natural settings. Developed recreation sites are managed to enhance opportunities for recreation, meet critical health and cleanliness standards, maintain the resource setting, provide safety and security, and respond to public needs.

Program priorities focus first on meeting critical health and safety standards to ensure developed facilities remain open. Over the past decade, the Six Rivers has focused efforts on bringing developed campgrounds, including water systems and restrooms, up to acceptable standards. Several campgrounds and other developed sites still require major work. Other factors are straining the program. With the addition of the Ukonom District, the Forest gained additional campgrounds and river access sites to manage without a commensurate funding increase. The total campground and developed site facility backlog amounts to approximately \$1.1 million dollars.

The Forest has been successful in obtaining Resource Advisory Committee funds as well as grants from the State Department of Boating and Waterways. However, these funds have limited availability. There are also costs associated with preparing grant applications and conducting environmental planning, in addition to the actual construction activities. The Forest’s success in obtaining external revenue has supported its ability to meet many of the program’s goals and operational standards, making the funding shortfall in this program relatively small - approximately \$16,000.

## Concentrated Use Areas

Concentrated Use Areas (CUAs) are undeveloped sites that require maintenance or management because recreation use at these areas can leave evident impacts, such as litter, vandalism, or soil compaction. There are at least 88 identified CUAs in the Six Rivers.



Most developed campgrounds have universally accessible vault toilets, paths, & campsites such as this one at Boise Creek Campground.

The primary objective of this program is to maintain CUAs so they meet the needs of the public while mitigating resource concerns. This includes ensuring that CUAs are maintained for health and cleanliness as well as safety and security. CUAs are managed to mitigate impacts on ecosystems and heritage resources. Due to the nature of CUA activity, services are needed on a large scale for short duration. The bulk of the recreation budget tends to go toward developed recreation facilities and day-to-day administrative functions despite the fact that much of the recreation use (camping, hunting, and so forth) on the Six Rivers occurs in CUAs and other dispersed areas.

The Forest has a major problem with dumping of household garbage, vehicles, used appliances, and other trash. As dump fees increase in rural areas, the rate of dumping increases. As soon as an area is cleaned, it becomes a fresh dump site. The Forest lacks adequate resources to address this problem and would benefit by seeking partnerships for clean-ups and municipal dumping. Some dispersed activities occur periodically, such as snow play, hunting, mushroom collecting, Christmas tree cutting, and wood cutting, and require a concentrated workforce effort. Improved workforce scheduling, as opposed to additional FTEs, could address gaps in these particular areas.

### **Roads**

There are more than 2,800 miles of roads in the Six Rivers National Forest. Road maintenance activities are prioritized based on visitor and employee safety and concentrated on the passenger car-rated portion of the road system. Road damage repairs and cyclical maintenance activities are also conducted with an emphasis on public safety.

The roads program goal is to have a consistently safe driving environment. The primary elements of the program include inventory, reporting, road surface maintenance and repair, drainage structure cleaning and repair, signage repair and replacement, and occasional reconstruction. All current road repairs and construction activities are accomplished by contractors.

There is a current need for three FTEs, comprised of two civil engineering technicians and a transportation planner, to perform required road repairs and construction. The program faces a maintenance backlog for grading roads, cleaning ditches, and brushing along roads for visibility, which amounts to approximately \$250,000 each year.

### **Trails**

The Forest's trail system provides access for dispersed motorized (Off-Highway Vehicle - OHV) and non-motorized recreational activities. The annual program of work is developed in conjunction with the Forest's recreation strategy and national, regional, and Forest direction. The goals of the program include providing access, maintaining and signing trails, and ensuring that Forest users have a range of recreational opportunities.

Gaps between current and desired operational standards are primarily manifested in the trails maintenance backlog. The Six Rivers needs 1.5 FTE (forestry technicians) to fill these gaps. When the Forest undertook management responsibility for the Ukonom Ranger District from the Klamath National Forest, the trails program inherited an additional 150 miles (primarily in wilderness), which strained the program. Trail maintenance in wilderness is much more costly since only hand tools can be used and it takes more time to get to work sites. In FY 2004, some trails were closed due to safety hazards and the inability to maintain them while others were posted that no maintenance would be completed in the current year. The trail maintenance backlog amounts to \$2.5 million. The Forest actively pursues grant opportunities through Resource Advisory Committees and California State OHV funds as well as using a volunteer trail crew to open and maintain trails.

### **Transportation & Fleet**

At the beginning of FY 2005, fleet operations were competitively sourced nation-wide to a private contractor. Therefore, fleet operations have changed significantly since FY 2004. This program is now primarily concerned with overseeing and inspecting work performed under the fleet maintenance contract.

## Public Use & Enjoyment

The public use and enjoyment functional area is focused on providing the public with a safe, enjoyable, and educational experience on the Six Rivers through the following programs:

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

The public is the key stakeholder constituency for the Six Rivers, whether in the form of partnering organizations or individual visitors. These programs ensure that the public has access to the Forest's recreation resources, the opportunity to learn about the challenges of managing the Forest, and a safe visit to the Forest.

The funding gaps described in this section present obstacles to achieving the key goals of the public use and enjoyment programs in the Six Rivers National Forest. Based on the analysis of expenditures in this area, the Forest clearly emphasizes public safety and enforcement of regulations over other operational goals and standards. It is notable that 71 percent of expenditures and 87 percent of the funding gap in this area relates to public safety and forest protection programs.

### Concessions & Recreation Special Uses

The concessions and recreation special uses program has responsibility for managing activities and operations related to permitting, administering, billing, and monitoring a variety of recreation special uses. Under this program, the Six Rivers handles special use permits for resorts, a baseball field, recreation residences, isolated cabins, recreation events, outfitter-guides, a lodge, highway rest areas, the Bear Basin rental cabin and lookout, and a club house. The Forest has no concessions.

Processing applications for recreation special uses and issuing or renewing permits involves environmental analysis (under NEPA), master plan development, financial analysis, appraisals, compliance reviews, and site development plan review. To meet program goals for responding in a timely manner to public requests for concessions or recreation special use permits, the program must reduce the backlog of outstanding requests for new and reissued recreation special use permits. However, the delay can be two to five years. With input needed from heritage, botany, wildlife, fisheries and engineering on most projects, costs for environmental clearance can range between \$500 and \$1,000 in salary, excluding the cost of the personnel to prepare the environmental document and permit.

Developing a coordinated environmental clearance process for environmental analysis would significantly ease this backlog as well as reduce administrative costs. This could be accomplished by establishing a dedicated special use permit environmental clearance team that would meet periodically to review priority permits requiring reissuance or initial approval. Improved workforce planning, rather than additional FTEs, would support the creation of a team. Assuming this approach to address the backlog, this program is not experiencing a significant funding gap or staffing shortfall.

### Law Enforcement

Key law enforcement activities in the Six Rivers involve issuing warning, violation, and state notices to appear; apprehending persons suspected of criminal activity; and making arrests. The goal of the program is to protect employees, the public, and natural resources by having at least one officer on duty in the field every day. In addition to conducting patrols and investigations, law enforcement staff must maintain training levels, including the required annual forest protection officer refresher and Forest employee safety training.

Staffing reductions nationwide, combined with increasing administrative requirements, have resulted in law enforcement officers spending less time in the field. Additionally, program





Volunteer groups provide a major effort in performing annual trail maintenance & mitigating resource damage.



Law enforcement officers play a critical role in safety for visitors, contractors, and employees.

staff identified key personnel vacancies that are impairing the ability of the program to meet its objectives. These law enforcement positions are a critical staffing need due to continual criminal activity, including the high occurrence of human-caused fires, drug activity, long-term unauthorized occupancy issues, and tree theft. The Forest identified a gap of two FTE (law enforcement officer positions) to meet these needs and ensure faster response times.

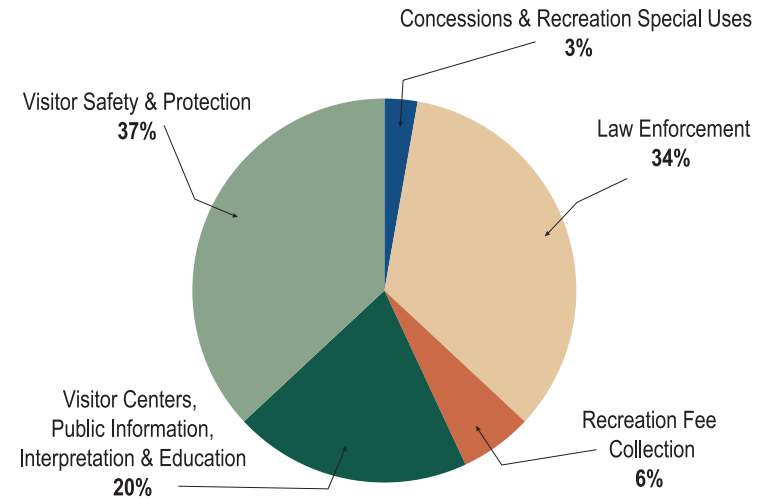
### Recreation Fee Collection

Fees are collected for campground and fee day use sites by recreation field employees. The Forest has participated in the fee demonstration program and retains 95 percent of the recreation fee revenue from developed campgrounds and day use areas. Fee demonstration has been a pilot program, which has been replaced by new permanent fee retention legislation under the Federal Lands Recreation Enhancement Act (FLREA). Collected recreation fees are used to enhance recreation facilities and services in campgrounds as well as provide basic operations and maintenance work.

The goals of the program are to collect fees and meet established standards for safekeeping and handling of government funds. The program provides internal controls, management and administrative oversight and support, and accountability. Meeting these standards is a key concern for the Forest, particularly as financial functions are being consolidated at the national level.

Increased fee collection and forest protection officer activity would result in higher revenues from campgrounds and day use areas, providing additional revenue retained by the Six Rivers for facility enhancements and services. Rather than hiring more people, fee collection increases could be achieved with adjustments in workforce scheduling, such as increasing presence of Forest personnel at fee sites during high use periods and training additional fee collectors.

### Public Use & Enjoyment FY04 Expenditures

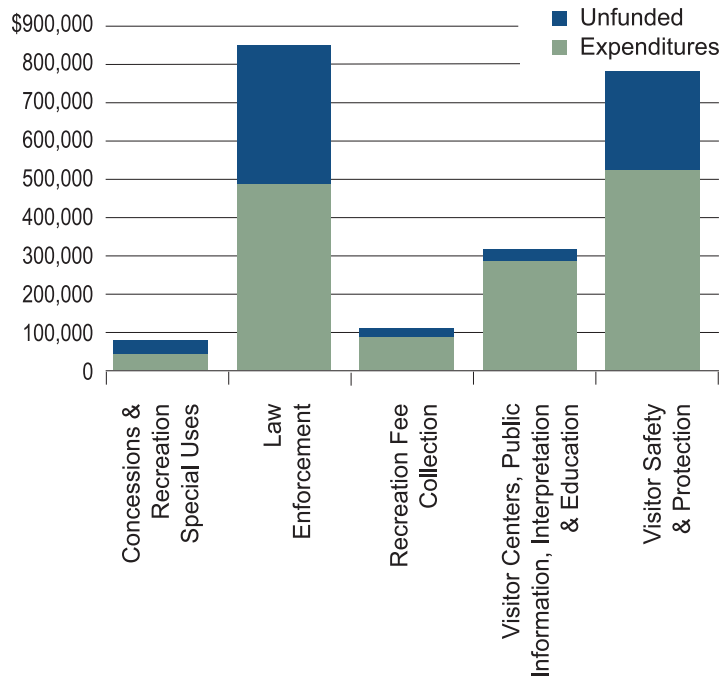


REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
22.8	\$2,102,100	16.6	\$1,401,400	6.2	\$700,600

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

Administering and managing visitor information offices, public information, interpretation, and education contributes to the Six Rivers' mission by forging connections between neighboring communities and visitors and the Forest's natural and cultural heritage. The overall goal of the program is to assist visitors and students gain greater understanding, awareness, and appreciation of the uniqueness of the Six Rivers, and through that understanding, gain renewed commitment for the protection, conservation, and wise use of the natural and heritage resources of the Forest.

## Public Use & Enjoyment FY04 Requirements by Program



Face-to-face contact between the public and Forest representatives is an important attribute of this program. Six Rivers National Forest has limited staff for these activities and increasingly relies on volunteers and the Senior Community Service Employment Program (SCSEP) to provide visitor services. Nonetheless, the Forest is increasingly challenged to establish and maintain these crucial points of contact with the public. The gap in this area is approximately 0.5 FTE and \$30,000; closing the gap would improve the Forest's ability to communicate its priorities and better serve the public.

### Visitor Safety & Protection

The visitor safety and protection program provides a reasonably safe environment for the public to travel and recreate by



The Forest has been used for decades for camping, hiking, hunting, fishing, & other activities.

identifying hazards and providing mitigation through signing, education, or removal when possible. Visitor safety and protection have traditionally been collateral duties of forest protection officers (FPOs) assigned for specific tasks on National Forest System lands. For example, if the FPO's emphasis is in recreation, an emphasis on enforcement regarding recreation issues is identified as part of the duties of the FPO. Enforcement duties focus on timber theft, timber trespass, permit compliance, fire prevention, spark arrestor inspections, recreation use, campground regulation compliance, special use permit compliance, special forest products, and trespass (such as road construction).

Prevention patrols are a daily event for about six months out of the year and emphasize visitor contact, education, and awareness. During the period when developed campsites are open, recreation site patrolling is a daily event. Reductions in administrative support staff at the district level have pushed more administrative duties onto prevention personnel in lieu of patrolling. The program has a gap of approximately three forest protection officer FTEs. The gap has implications across the entire Forest, particularly for visitor safety, resource protection, and public services.

## Resource Management

Resource management plays a central role in the Six Rivers. This functional area involves the stewardship of all natural and heritage resources in the Forest and includes the following program areas:

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

The chart on this page illustrates the distribution of FY 2004 expenditures across resource management programs. The wildlife management and vegetation management programs account for over 65 percent of the expenditures.

In FY 2004, the Six Rivers spent \$3.1 million on resource management operations and had 32 FTEs assigned to these programs. Forest staff identified a shortfall of \$1.4 million and 13.6 FTEs in the resource management functional area. The graph (p. 27) shows programs where these shortfalls occurred.

### Wildlife Management

The wildlife management program is responsible for managing and protecting fish, wildlife and rare plant habitats. Emphasis is on managing federally listed threatened and endangered species: there are currently eight such species in the Six Rivers. The program also emphasizes management of the 37 Forest Service-designated sensitive plants, fish, and animals that are found in the Forest.

Six Rivers fisheries projects are a focal point for the wildlife management program area and for the Forest. The fisheries element of the wildlife program focuses on managing habitat capable of maintaining and enhancing populations of desirable fish species, with an emphasis on anadromous fish.



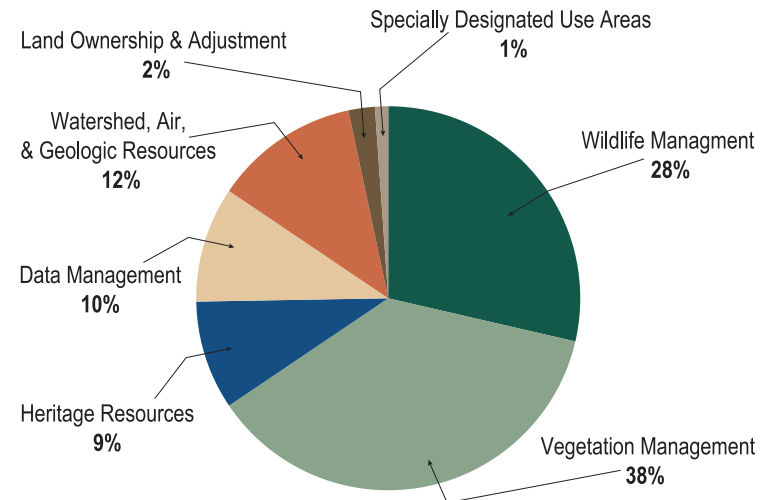
Charles Turner, ARS, USDA

Invasive species such as yellow starthistle threaten native communities by out-competing native plant species and degrading habitat.



Once extirpated from northwestern California, the Roosevelt elk population is increasing within the Forest through its management activities.

**Resource Management  
FY04 Expenditures**



REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
45.4	\$4,564,700	31.8	\$3,156,500	13.6	\$1,327,400

In addition, wildlife management program staff actively cooperate and coordinate with entities outside the Forest Service, including tribes, the State of California, and local counties. Staff members also participate in local, regional, and national fisheries resource management advisory committees, technical teams, and professional societies that influence the fisheries resource. Environmental education is an important part of the wildlife management program and includes such activities as participating in endangered species fairs, setting up fishing derbies, and developing interpretive materials.

To maintain and improve the data and data collection efforts that inform decisions for the wildlife management program and support environmental analyses for the Forest, an additional \$503,000 is needed. This shortfall amount reflects

costs for additional personnel (and associated program costs) needed to collect and input data and maintain databases.

### Vegetation Management

The purpose of this program is to maintain and improve the Forest’s vegetation resources. Activities include reforestation, timber stand improvement (stand tending), invasive and noxious weed management, and pest management. Additional certified silviculturists are needed on the Forest to facilitate vegetation management work. The Forest also has a backlog of young stand management projects that are needed to maintain and improve forest health. An additional \$219,000 would provide the personnel to begin to address these needs.



The Six Rivers’ Following the Smoke, a Passport-in-Time project, has been nationally recognized by the Advisory Council on Historic Preservation in Washington DC. The Forest received the esteemed ‘Chairman’s Award for Federal Achievement in Historic Preservation.’ Karuk Indigenous Basketweavers, Forest staff, volunteers, and several other agencies all contributed to this very popular and successful partnership founded in 1997 to celebrate and teach Native American traditions.

### Heritage Resources

The function of the heritage resource program is to identify and protect cultural and heritage resources on the Forest, share these resource values with the American people, and contribute relevant, researched information and perspectives for better management of forest ecosystems. Heritage resources program efforts are directed toward heritage planning, resource identification and protection, interpretation, documentation, and conservation. Databases, site and report files, historic maps and documents, photos, artifacts, and other records must be maintained. The program requires consultation with Native American tribes, the State Historic Preservation Officer, and the President’s Advisory Council on Historic Preservation. The Six Rivers’ heritage resources program manager is authorized by these regulatory agencies to ensure compliance with Federal and State historic preservation laws and regulations.

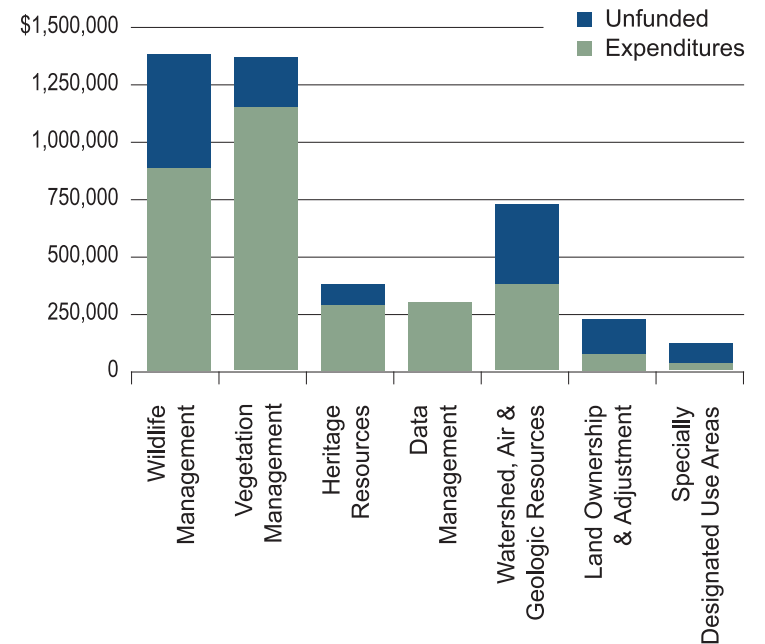
Additional funding of \$91,000 would accommodate one FTE, enabling the program to maintain compliance with legal requirements.

### Data Management

The purpose of data management is to facilitate, enhance, support, and enable the sharing of information by both internal and external stakeholders and to provide information to assist in decision-making processes. Data management staff provide data to support project and Forest plan analysis and upward reporting on accomplishments and resource conditions for the Forest.

No shortfalls were identified that would make the data management program more effective in reaching its operational standards.

**Resource Management**  
FY04 Requirements by Program



The Six Rivers watershed restoration program has implemented large-scale road assessments through partnerships & external grants, becoming a multi-million dollar success story.



Preventing the spread of Port-Orford cedar root disease is an on-going educational and management effort.



Restoration of fisheries for anadromous fish such as salmon and steelhead is a major goal of the Forest.

## Watershed, Air, & Geologic Resource Management

This purpose of the watershed, air, and geologic resource management program is to provide clean water for instream values for public and private downstream water users; ensure that geologic information is considered when activities are planned and implemented; and provide technical resource support for various Forest activities. This work includes activities related to management of water quality, water supply, soil quality and productivity, geology and geomorphology. In addition, program staff actively participate in a variety of management, monitoring, data collection, restoration, compliance, and support activities. The Six Rivers conducts extensive watershed condition and restoration activities to protect sensitive forest resources from erosion and sedimentation.

A unique characteristic of this program is that it has sought and acquired outside funding to perform its work. In the last 10 years, the watershed program has obtained \$4.4 million in external grants, and in 2004, was awarded \$818,000 to implement planned watershed restoration projects. The shortfall of \$352,000 is the amount required to conduct planning for future projects: such planning will be needed to seek and secure outside funding for these projects.

In addition to watershed function, this program area facilitates closures of hazardous mines. Program funding is inadequate to make these extensive one-time investments. To understand the scope of the situation, an initial investment of \$150,000 is needed to conduct an environmental assessment of all mines in the Six Rivers, with many more one-time investments needed to close high-priority mines.

## Land Ownership & Adjustment

This program focuses on real estate management of National Forest System lands. Work includes land adjustments (purchases, donations, and land exchanges); rights-of-way;

boundary management and maintenance; and protection of land ownership title, including encroachment and trespass resolution.

Resolution of encroachments and title claims, property line maintenance, and resolution of trespass cases are all in backlog. To begin addressing this backlog and to reach operational standards, an additional \$154,000 is needed for the program. This shortfall amount represents additional personnel as well as contract funds to primarily conduct property line surveys.

## Specially Designated Areas Management

The Six Rivers has numerous specially designated areas, including five Wilderness Areas, 389 miles of Wild and Scenic Rivers, three National Recreation Trails, three Scenic Byways, six Special Interest Areas, the California Backcountry Discovery Trail, and the Smith River National Recreation Area. Each of these areas is designated by State or Federal governments for its unique characteristics and managed for specific agency and national values and missions.

Management and maintenance of specially designated areas includes inventorying, monitoring, signing, and educating the public about each area's values and special character. Coordinating with other agencies and maintaining databases also contributes to the goal of preserving and protecting these areas.

The Smith River National Recreation Area and the Wild and Scenic Rivers are areas of primary emphasis for the Six Rivers. To provide better opportunities for recreation and management of the unique characteristics of these areas, an additional \$87,000 is needed to begin meeting the operational standards of the program. This additional funding would supply staff to provide water safety and other information about the Wild and Scenic Rivers as well as provide further planning for specially designated areas.

## Fire & Aviation Management

The Six Rivers' fire management functional area encompasses all activities related to wildfire pre-suppression, preparedness, and suppression. This functional area also includes reduction of hazardous fuels and emergency response to non-fire related incidents. Fire activities in the Forest are implemented through five programs:

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

This analysis does not include the wildfire suppression and national fire and disaster support programs because they are funded from a national pool.

In FY 2004, Forest expenditures totaled \$6.8 million and included 92.8 FTEs in the fire management and administration, fire pre-suppression and preparedness, and hazardous fuels reduction programs. These programs accounted for 37 percent of the Forest's total spending in FY 2004. As illustrated in the chart on page 30, these expenditures were heavily concentrated in the pre-suppression and preparedness program. Although fire-related funding has increased, costs have more than kept pace, leaving the program unable to meet its operational standards and efficiency levels.

Additional Forest funding of \$1.0 million and 7 more FTEs were needed in FY 2004 to fully accomplish the Forest workload at desired levels. Funding shortfalls for the three program areas are displayed in the accompanying chart.

### Management & Administration

The fire management and administration program provides a well-planned and well-executed fire protection program that is responsive to land and resource management objectives, ensures that firefighter and public safety is the highest priority during every fire management activity, and ensures that the Forest's radio and dispatch system is operational and efficient.

The Forest fire chief, deputy fire chief, division chiefs and battalion chiefs provide leadership and direction for all fire management activities, including fighting wildfires, implementing fuels projects, adhering to approved employee and public safety practices, implementing community protection and forest health projects, conducting public education, and addressing public inquiries. The chief and deputy chief are responsible for the overall fire program budget, training and certification, safety oversight, emergency communications, and fire facilities at the Forest level.

The Fortuna Interagency Command Center (FICC) provides emergency communications and mobilization of resources in an inter-agency environment for the Forest Service, California Department of Forestry and Fire Protection, and other organizations located in Humboldt, Del Norte, and Trinity Counties. The close working relationship between FICC and the Forest's radio technicians has proven to be valuable in prioritizing communications work. However, the recent reorganization in the information technology program has resulted in radio, phone, and computer technicians no longer working within this program area.

Increased funding for fire management activities over the past 4 years has allowed the fire management and administration program to consistently and successfully meet its operational standards.

### Fire Pre-Suppression & Preparedness

The goal of the fire pre-suppression and preparedness program is to ensure that fire personnel are trained and ready to prevent and fight wildfires. This includes ensuring that all module leaders and assistants are qualified medical first responders; all chief officers are qualified duty officers, and the Six Rivers fire program is positioned for future implementation of the Interagency Fire Program Management (IFPM). The safety of the department's staff and its effectiveness in mitigating wildfire danger are the priority outcomes for this program.

The fire department on the Six Rivers consists of chief officers (chief, deputy chief, division chiefs, battalion chiefs), dispatchers, lookouts, engine companies, hand crews, patrols, water tenders, and a dozer operator. Additionally, a number of non-fire personnel (primarily in support roles) aid during incidents on the Forest. Collectively, these personnel respond to or support the responders to all risk incidents on the Six Rivers. These incidents include wildfires, structure fires, vehicle fires, medical aids, traffic collisions, hazardous material spills, floods, earthquakes and potential terrorist attacks. Firefighter and public safety is the highest priority during every incident.



Wildland fire suppression and community protection are key activities of fire management.



Hazardous fuel reduction for community protection and forest health are a key priority for the Forest Service.

A fire management analysis modeling system has been used to determine the most efficient mix of resources at certain response sites given a fire start in a representative location. Nationally, for the past three years the Forest has been instructed to staff at the 95 percent level of greatest efficiency. Given the allocated funding to support this staffing, the Forest has attempted to hire the personnel to fill these positions.

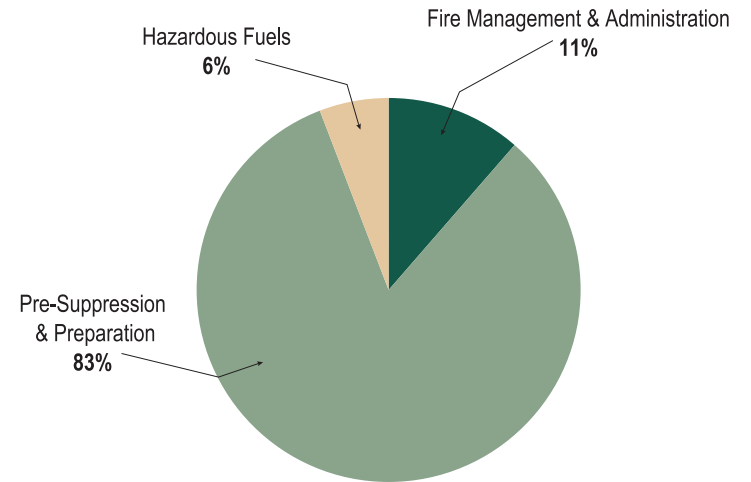
Filling the identified shortfall of three FTEs and \$352,000 in the pre-suppression and preparedness program would increase firefighter preparedness and safety. Two additional investment priorities are constructing barracks at the Mad River Ranger Station and the Oak Bottom Fire Station as well as engine bays and office space at Gasquet, Salyer, Mad River, and Oak Bottom. These investments support the program's target operational standard of well-maintained fire facilities that are sufficient to provide safe and effective housing, equipment storage, and work areas for pre-suppression personnel and equipment.

### Hazardous Fuels Reduction

The Six Rivers hazardous fuels reduction program is inexorably linked to, and part of, the Forest's vegetation management program. Together, the goal of these programs is to protect communities from fires, support local economies, and sustain vegetation across the landscape by providing healthy, resilient forests and reducing the threat of catastrophic fires. Hazardous fuel reduction projects are implemented using a combination of contract and force account labor. Wherever possible, the commercial value of trees removed is used to help offset the cost of fuels reduction work.

The Six Rivers has some of the highest fuels treatment unit costs in the Pacific Southwest Region and Nation, with many treatment costs exceeding \$1,000 per acre. Funding for fuels treatment work on National Forest system lands is requested from appropriated dollars through the budget process. Other funding to implement hazardous fuels projects comes from a

### Fire & Aviation Management FY04 Expenditures

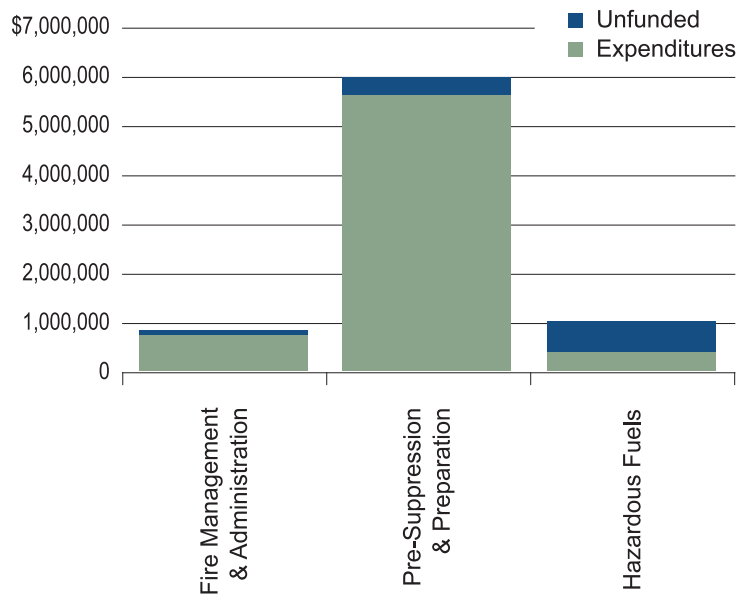


REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
99.8	\$7,835,600	92.8	\$6,808,500	7.0	\$1,027,000

variety of grants, agreements, RAC Title II funds, timber sale collection trust funds and other agency appropriations. The program's shortfall is four FTEs and \$625,000.

This funding gap has impacts across the Forest because of the strong ties between timber management, vegetation management, and fuels and fire pre-suppression work. In FY 2004, the fuels project budget (after cost pools) was \$352,000, the lowest in the Region. This funding was inadequate to cover fixed program costs, requiring the program to rely on support from other Forest programs. A direct allocation subsidy of \$200,000 from pre-suppression funds to the hazardous fuels program, along with a significant amount of contributed timber salary toward fuels projects, allowed the Forest to accomplish 586 acres of hazardous fuels treatments in FY 2004.

### Fire & Aviation Management FY04 Requirements by Program



### National Fire & Disaster Support

A large number of Six Rivers employees spend considerable time each year away from the Forest responding to national fire incidents and other disasters, either on individual assignments, module assignments, or as a member of an incident management team. On large forest fires, these assignments typically last between 2 to 3 weeks. While most of the employees involved in this activity work within the fire department, employees from other functional areas also participate. In addition to supporting large national suppression operations, other types of assignments come via the Federal Emergency Management Agency (FEMA). Past assignments have included earthquakes, floods, hurricanes, super typhoons, terrorist attacks, supervision of Columbia Space Shuttle debris recovery, and management of Newcastle’s Disease in poultry flocks in the Southwest.

The Six Rivers does not sponsor any interagency hotshot crews or helicopters; therefore, national funding does not come to the Forest for these types of resources. The Six Rivers does sponsor four handcrews and has 13 fire engines that support off-Forest activities along with an array of other overhead and support personnel. A funding shortfall of \$81,000 has been identified for this program area. Filling this gap would provide for new mandatory training requirements as well as strengthen developmental requirements for the four 20-person crews the Forest is currently building. This training will help them gain certification in supporting incidents throughout the Nation.

### Wildfire Suppression

Funding during actual fire suppression efforts comes from national suppression funds (wildland fire suppression). Prior to an actual event, fire preparedness dollars fund the suppression organization to staff, equip, train, and prepare for all risk events.

Staffing levels are based on predicted fire danger. A dispatch plan and computer aided dispatch are subsequently utilized to dispatch the appropriate resources during initial attack (first alarm) efforts. In many cases, off-Forest and non-agency resources are dispatched using the closest forces concept. The first on-scene, qualified incident commander (IC) establishes command upon arrival. The IC then orders any additional resources needed as well as cancels or releases those not needed. If the fire is not contained during initial attack, and the complexity increases, the IC orders additional resources commensurate with the skill levels required.

Many positions remain unfilled due to lack of qualified applicants interested in remote forest locations. An identified shortfall of 6 FTEs and \$451,000 in the wildfire suppression program is the result of increased staffing levels required by the Region’s new standard staffing module organization. Full staffing would exceed 220 personnel in the fire department.



## Commodity & Commercial Use



Dave Powell, USDA Forest Service

Grazing is one of the uses of national forests.



Forest products such as willow, mistletoe, and mushrooms are collected for various uses under special use permit or for traditional uses.

The commodity and commercial uses functional area includes activities related to resource extraction and non-recreation special uses. This functional area has historically been important to local economies and continues to play a significant role in serving communities. The commodity and commercial uses functional area includes the following programs:

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

Expenditures for Forest's commodity and commercial use programs in FY 2004 were distributed among the programs as shown in the accompanying graph. Seventy percent of the FY 2004 expenditures in this functional area were concentrated in the timber program.

In FY 2004, the Six Rivers used \$1.15 million and 12.7 FTEs on program operations in the commodity and commercial use functional area. A shortfall of \$786,000 and 7.4 FTEs was identified for this functional area. The chart displays the shortfalls identified within each program.

### Forest Products

The primary purpose of the forest products program is to provide such products as firewood, mushrooms, Christmas trees, boughs, cones, and seeds to the public. In addition, various plants are provided for research purposes. A major responsibility of the forest products program is to ensure that permits issued for removing special forest products follow Agency management guidelines. In the past, permit fees have been sent to the U.S. Treasury, preventing any offset of cost for administering this program. The Forest has developed a plan using national guidance to keep as much of these fees as possible on the Six Rivers.

There is an unfunded need at each ranger district to provide basic law enforcement training to employees who monitor compliance with special forest product permit use. The estimated cost of this unfunded training need is \$73,000.

### Timber

Timber program activities on the Six Rivers include planning and implementing both green tree and salvage commercial timber sales. Green tree sales involve the harvest of living trees for commercial sale. Salvage sales are used following wildfires, storms, or other stand disturbances to capture the value of dead or dying timber. In addition, the timber program has placed increased emphasis and effort on the removal and commercial sale of live and dead wood that is considered hazardous fuel.

The activities of the timber program have changed in character over the past two decades. In the past, this program focused on sales that were high in both value and volume. More recently, timber extraction activities have decreased drastically. Although commercial timber sale revenues transferred to the national treasury have declined over the last decade, the Forest has been able to deposit a portion of the receipts into trust funds to fund a variety of projects, including resource conservation projects.

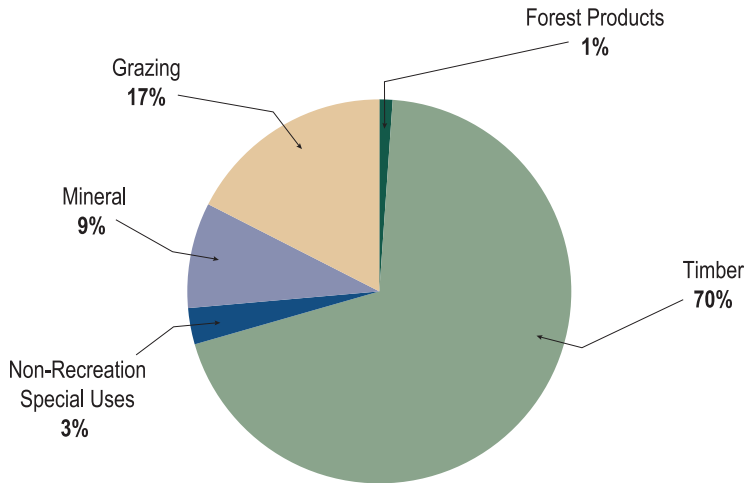
The current timber program workforce is operating at or somewhat above its maximum capacity to accomplish work. Identified staff shortfalls and associated expenses represent an additional \$556,000 needed to operate the timber program.

### Non-Recreation Special Uses

The non-recreation special uses program involves the monitoring and general operations related to permitting of special uses. Special use permit issuance at the Six Rivers includes roads, waterlines, communications infrastructure, power lines, a gas line, and dam projects.

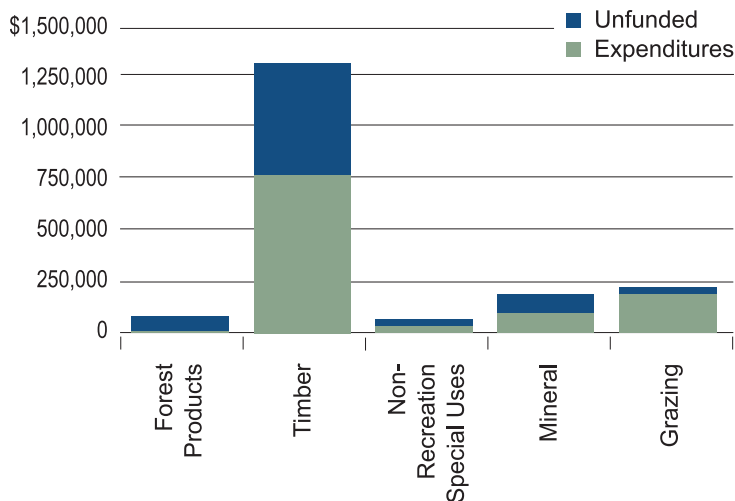
The program has a backlog of permit issuance and reissuance due to environmental analysis requirements and lack of personnel to conduct monitoring. An additional \$34,000 is needed to provide personnel to begin reducing the backlog and maintain the program.

## Commodity & Commercial Use, FY04 Expenditures



REQUIRED		AVAILABLE		SHORTFALL	
FTE	FUNDS	FTE	FUNDS	FTE	FUNDS
20.1	\$1,931,700	12.7	\$1,145,900	7.4	\$785,700

## Commodity & Commercial Use FY04 Requirements by Program



## Minerals

This program involves administering mineral operations in accordance with legal and regulatory authority and policy. Minerals program staff also process proposals, which include mineral applications, notices of intent, plans of operations, and mineral materials permits. Abandoned mine land reclamation is not included in this program. (These activities are included in the watershed, air, and geologic resource management program.)

The Six Rivers minerals program faces a complex situation as gold miners have increased their use of the Trinity, Klamath, Salmon, and Smith Rivers. These miners use suction dredging to look for gold, a process that sucks up the riverbed, separates gold, and re-deposits unwanted debris in the river. Multiple jurisdictions are involved in the mining process. Mining claims are issued by the Bureau of Land Management (pursuant to Federal law), dredging permits are issued by the State of California, protection of fish is the responsibility of the California's Department of Fish and Game (in consultation with the National Oceanic and Atmospheric Association's National Marine Fisheries Service), and stewardship of the surrounding lands are the responsibility of the Six Rivers National Forest.

Additional funding of \$92,000 for more staff time is needed to respond to and monitor mining issues, and help meet the operational standards of the minerals program.

## Grazing

The goal of the grazing program is to manage rangelands to maintain healthy and functioning ecosystems. Grazing permittees are authorized to graze livestock on Forest lands based on Federal law and historical permitted usage. The Six Rivers has 18 cattle grazing allotments on 297,000 acres on the Mad River and Lower Trinity Ranger Districts. Work in this program includes inventorying, classifying, and monitoring conditions on the allotments to ensure these areas are managed consistent with direction in the Forest's land and resource management plan.

The grazing program needs an additional \$32,000 to provide personnel to assist with allotment monitoring and to work with grazing permittees.

## Summary Financial Statement



Fishing on the Klamath River

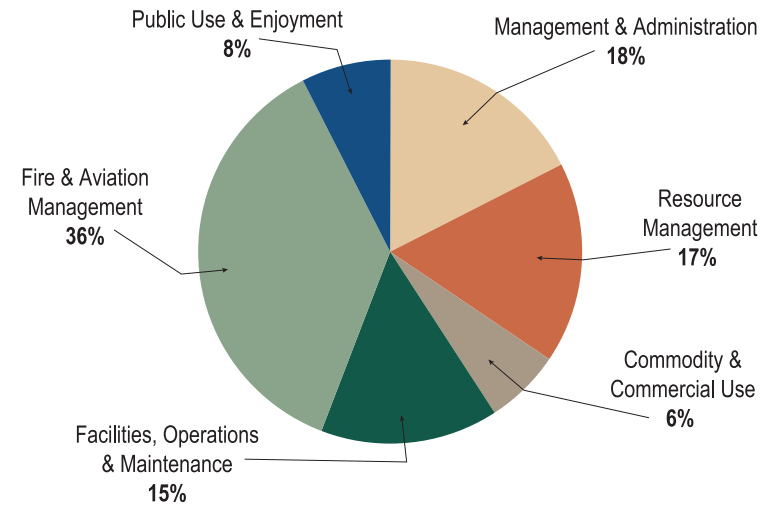
This section of the business plan outlines FY 2004 program personnel levels and operational expenditures categorized by fund source. This financial statement does not include investment expenditures, since these needs are captured in the “Business Plan Investment Priorities” section.

The distribution of FY 2004 expenditures by functional area is captured in the pie chart. The fire and aviation management functional area (excluding the wildfire suppression and national fire and disaster support programs) accounted for nearly 36 percent of FY 2004 expenditures at the Six Rivers.

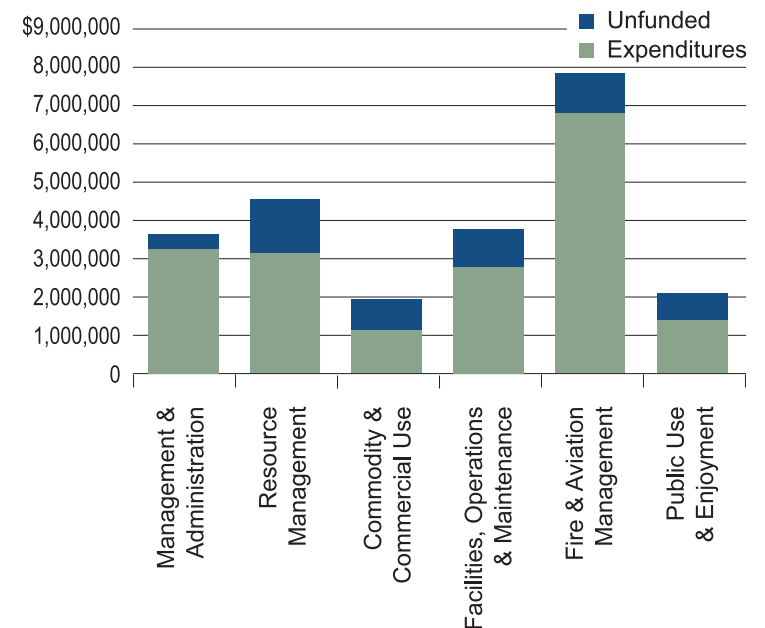
As illustrated in the accompanying chart, the gaps between required and available funding across functional areas are fairly evenly distributed. Gaps range from nearly \$380,000 in the management and administration area to approximately \$1.5 million in the resource management area. The majority of each gap reflects unfunded personnel needed to allow the Forest to achieve its goals and operational objectives.

In the “Summary Financial Statement” table, the values in the “Required” Funds and FTE columns reflect the total resources needed in FY 2004 to meet each Forest program area’s operational standards. The “Shortfall” Funds and FTE columns display the differences between “Required” and “Available” program funding and personnel: the values displayed in these columns capture the resource shortfalls the Six Rivers is experiencing. (The wildfire suppression and national fire and disaster support programs are treated as distinct entities because their funding comes from a national pool.) Excluding these fire programs, the FY 2004 Forest-wide shortfall was 47 FTEs and \$5,300,000 in funding.

### Expenditures by Functional Area FY04



### Funding Gap by Functional Area



Summary Financial Statement 2003	REQUIRED		AVAILABLE					SURPLUS/(SHORTFALL)		
	FTE	Funds	APPROPRIATED		NON-APPROPRIATED		TOTAL		FTE	Funds
			Base Budget	Earmark	Reimbursable	Revenue	FTE	Funds		
FUNCTIONAL AREAS AND PROGRAMS	FTE	Funds	Base Budget	Earmark	Reimbursable	Revenue	FTE	Funds	FTE	Funds
<b>RESOURCE MANAGEMENT</b>										
Specially Designated Areas Management	1.5	\$122,900	\$24,200	\$10,800	\$0	\$0	0.3	\$35,000	1.2	\$87,000
Data Management	3.6	\$302,800	\$77,100	\$220,000	\$0	\$5,800	3.6	\$302,900	0.0	\$0
Heritage Resources	4.2	\$381,900	\$290,500	\$0	\$0	\$0	3.2	\$290,500	1.0	\$91,400
Land Ownership & Adjustment	1.9	\$225,900	\$71,500	\$0	\$0	\$0	0.9	\$71,500	1.0	\$74,400
Vegetation Management	13.5	\$1,390,100	\$754,700	\$33,000	\$9,400	\$374,200	11.0	\$1,171,300	2.5	\$218,700
Watershed, Air & Geologic Management	4.6	\$738,900	\$271,400	\$0	\$115,200	\$0	3.3	\$386,600	1.3	\$352,400
Wildlife Management	16.1	\$1,402,200	\$884,400	\$300	\$7,800	\$6,200	9.5	\$898,700	6.6	\$503,500
<b>Subtotal</b>	<b>45.4</b>	<b>\$4,564,700</b>	<b>\$2,373,700</b>	<b>\$264,100</b>	<b>\$132,500</b>	<b>\$386,200</b>	<b>31.8</b>	<b>\$3,156,500</b>	<b>13.6</b>	<b>\$1,327,400</b>
<b>PUBLIC USE &amp; ENJOYMENT</b>										
Visitor Safety & Protection	8.1	\$771,600	\$516,600	\$0	\$0	\$0	5.0	\$516,600	3.1	\$254,900
Recreation Fee Collection	1.5	\$107,300	\$7,000	\$0	\$0	\$78,500	1.2	\$85,500	0.3	\$21,800
Law Enforcement	6.3	\$836,600	\$477,900	\$0	\$0	\$0	4.3	\$477,900	2.0	\$358,700
Visitor Centers, Public Information, Interpretation & Education	6.0	\$310,900	\$280,700	\$0	\$0	\$0	5.5	\$280,700	0.5	\$30,200
Concessions and Recreation Special Uses	1.0	\$75,700	\$40,700	\$0	\$0	\$0	0.6	\$40,700	0.4	\$35,000
<b>Subtotal</b>	<b>22.8</b>	<b>\$2,102,100</b>	<b>\$1,322,900</b>	<b>\$0</b>	<b>\$0</b>	<b>\$78,500</b>	<b>16.6</b>	<b>\$1,401,400</b>	<b>6.2</b>	<b>\$700,600</b>
<b>FACILITY OPERATIONS &amp; MAINTENANCE</b>										
Buildings, Grounds & Utilities	4.7	\$1,336,800	\$925,000	\$0	\$700	\$157,900	3.1	\$1,083,600	1.7	\$253,100
Roads	8.8	\$1,756,300	\$680,800	\$149,800	\$74,100	\$601,400	5.8	\$1,506,100	3.0	\$250,200
Trails	3.2	\$512,200	\$37,700	\$27,300	\$0	\$3,700	1.6	\$68,700	1.5	\$443,500
Campgrounds & Developed Sites	1.6	\$112,400	\$96,300	\$0	\$0	\$0	1.4	\$96,300	0.3	\$16,100
Concentrated Use Areas	0.7	\$50,700	\$7,000	\$0	\$21,000	\$0	0.2	\$28,000	0.5	\$22,700
<b>Subtotal</b>	<b>19.0</b>	<b>\$3,768,400</b>	<b>\$1,746,800</b>	<b>\$177,100</b>	<b>\$95,800</b>	<b>\$763,000</b>	<b>12.1</b>	<b>\$2,782,700</b>	<b>7.0</b>	<b>\$985,600</b>
<b>MANAGEMENT &amp; ADMINISTRATION</b>										
General Management	2.0	\$244,400	\$244,400	\$0	\$0	\$0	2.0	\$244,400	0.0	\$0
Financial Management	4.9	\$381,600	\$358,500	\$0	\$0	\$0	4.4	\$358,500	0.5	\$23,100
General Administration	9.7	\$693,700	\$693,700	\$0	\$0	\$0	9.7	\$693,700	0.0	\$0
District Management	11.8	\$931,800	\$773,300	\$0	\$0	\$0	8.8	\$773,300	3.0	\$158,500
Planning	4.5	\$494,400	\$330,000	\$0	\$0	\$0	3.0	\$330,000	1.5	\$164,400
Public Affairs	3.5	\$331,500	\$298,300	\$0	\$0	\$0	3.0	\$298,300	0.5	\$33,200
Information Technology	7.4	\$550,800	\$550,800	\$0	\$0	\$0	7.4	\$550,800	0.0	\$0
<b>Subtotal</b>	<b>43.8</b>	<b>\$3,628,200</b>	<b>\$3,248,900</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>38.3</b>	<b>\$3,248,900</b>	<b>5.5</b>	<b>\$379,200</b>
<b>COMMODITY &amp; COMMERCIAL USES</b>										
Forest Products	1.1	\$86,000	\$13,300	\$0	\$0	\$0	0.1	\$13,300	1.0	\$72,600
Non-Recreation Special Uses	1.0	\$67,800	\$34,200	\$0	\$0	\$0	0.5	\$34,200	0.5	\$33,600
Timber	13.5	\$1,350,900	\$341,900	\$453,200	\$0	\$0	9.4	\$795,100	4.1	\$555,800
Mineral	2.4	\$195,800	\$103,800	\$0	\$0	\$0	1.2	\$103,800	1.3	\$92,000
Grazing	2.0	\$231,200	\$199,500	\$0	\$0	\$0	1.5	\$199,500	0.5	\$31,700
<b>Subtotal</b>	<b>20.1</b>	<b>\$1,931,700</b>	<b>\$692,700</b>	<b>\$453,200</b>	<b>\$0</b>	<b>\$0</b>	<b>12.7</b>	<b>\$1,145,900</b>	<b>7.4</b>	<b>\$785,700</b>
<b>FIRE &amp; AVIATION MANAGEMENT</b>										
Management & Administration	9.6	\$829,300	\$781,300	\$0	\$0	\$0	9.6	\$781,300	0.0	\$48,000
Fire Pre-Suppression & Preparedness	82.9	\$5,981,100	\$5,584,000	\$0	\$45,000	\$0	79.9	\$5,629,000	3.0	\$352,100
Hazardous Fuels Reduction	7.4	\$1,025,200	\$292,100	\$64,200	\$41,900	\$0	3.4	\$398,200	4.0	\$627,000
<b>Subtotal</b>	<b>99.8</b>	<b>\$7,835,600</b>	<b>\$6,657,400</b>	<b>\$64,200</b>	<b>\$86,900</b>	<b>\$0</b>	<b>92.8</b>	<b>\$6,808,500</b>	<b>7.0</b>	<b>\$1,027,000</b>
<b>Total (excluding Wildfire Suppression and National Fire &amp; Disaster Support)</b>	<b>250.8</b>	<b>\$23,830,700</b>	<b>\$16,042,400</b>	<b>\$958,600</b>	<b>\$315,200</b>	<b>\$1,227,700</b>	<b>204</b>	<b>\$18,543,900</b>	<b>47</b>	<b>\$5,205,500</b>
Wildfire Suppression	16.7	\$2,466,400	\$2,015,000	\$0	\$0	\$0	10.7	\$2,015,000	6.0	\$451,400
National Fire & Disaster Support (NFDS)	1.9	\$553,900	\$180,300	\$0	\$293,600	\$0	1.9	\$473,900	0.0	\$80,000
<b>Subtotal</b>	<b>18.5</b>	<b>\$3,020,300</b>	<b>\$2,195,300</b>	<b>\$0</b>	<b>\$293,600</b>	<b>\$0</b>	<b>12.5</b>	<b>\$2,489,000</b>	<b>6.0</b>	<b>\$531,400</b>
<b>Total (including Wildfire Suppression and National Fire &amp; Disaster Support)</b>	<b>269.4</b>	<b>\$26,851,000</b>	<b>\$18,237,700</b>	<b>\$958,600</b>	<b>\$608,800</b>	<b>\$1,227,700</b>	<b>217</b>	<b>\$21,032,900</b>	<b>53</b>	<b>\$5,736,900</b>

## Investment Priorities



Improvements to Wild and Scenic Rivers accesses such as signing, vault toilets, parking, and information boards enhance river recreation opportunities.

The Six Rivers has identified a total of \$9.9 million in short-term investment needs. These investments are one-time expenditures, which either are crucial to the Six Rivers mission or fill a critical capability or resource gap, for which a secure funding source has yet to be identified.

Of the 66 investments considered for this business plan, 9 have been identified as priorities for the Forest. The aggregate cost of these nine investments is approximately \$7,345,000. The priority investments were selected by evaluating the extent to which they supported the operational standards of Six Rivers programs as well as regional and national goals and focus areas. Additionally, the Forest leadership team considered the capacity of the investment to reduce risks to the Forest, including risk of non-compliance with a mandate and risk of exposure to litigation.

### NEPA Skills Training and Update

This on-Forest training would allow environmental analysis standards to be met more efficiently by ensuring that resources staff had the appropriate skills to meet environmental (NEPA) documentation requirements.

**Approximate Cost: \$12,000.**

### Forest Road Drivability Improvements

This investment would allocate funds for grading roads, cleaning ditches, and brushing roads to enhance driver visibility throughout the Forest. It would improve safety on these roads and the Forest's overall transportation infrastructure. This work would be accomplished with existing road maintenance and brushing contracts.

**Approximate Cost: \$250,000.**

### Planning and NEPA Documentation for Smith River NRA and Orleans District Roads Projects

Planning and environmental (NEPA) documentation must be completed prior to applying for funding for roads projects. This investment would be used to complete the NEPA planning and documentation process for Smith River NRA and Orleans District roads projects, thereby allowing the Forest staff to request supplemental funding from either the Forest Service or partners to implement these planned roads projects.

**Approximate Cost: \$245,000.**

### Northern Goshawk Forest Plan Amendment

This amendment to the Six Rivers National Forest Land and Resource Management Plan would update management direction pertaining to the northern goshawk. It would eliminate excessive and duplicative buffer zones for the northern goshawk and enhance the Forest's ability to implement the vegetation management program.

**Approximate Cost: \$40,000.**

### Recreation Facility and Trail Backlog Maintenance

This investment would bring recreation facilities up to standard for compliance with the Architectural Barriers Act universal accessibility requirements; replace old equipment (tables, fire rings, and so forth), improve campground roads; provide signing; reconstruct trails; and erect parking barriers. By eliminating the backlog, through maintenance or decommissioning, this investment would improve visitor experience and safety and reduce the increased costs associated with deteriorating facilities.

**Approximate Cost: \$4,403,000.**

### **Smith River National Recreation Area/Wild and Scenic River Access Improvements**

With this investment, the Six Rivers would purchase and install picnic tables, signs, garbage bins, and boulder barriers at selected NRA river access sites. The Forest would also improve parking areas at these access sites. This investment would support efforts to heighten awareness of the Wild and Scenic Smith River and provide high-quality recreation for the Forest's congressionally-designated rivers and recreation areas.

**Approximate Cost: \$45,000.**

### **Smith River National Recreation Area – Hurdy Gurdy Recreation Improvement Project**

The heavily-used Smith River National Recreation Area needs high quality facilities. This investment would be used to install a parking area; provide accessible trails; install tables, signs, and fire rings; and develop interpretive public information.

**Approximate Cost: \$100,000.**

### **Maintenance on Existing Housing Units**

Repairing and maintaining housing units on each district would improve the conditions in which Forest personnel are living. This investment would reduce safety risks in housing units and would support Forest efforts to attract and retain qualified staff. The project would require design, specification, and contracted accomplishment.

**Approximate Cost: \$250,000.**



The Forest is involved in a four year process to designate a sustainable and manageable system of routes for off-highway vehicles.

### **Barracks at Mad River Ranger Station and Oak Bottom Fire Station**

Constructing barracks at the Mad River Ranger Station and Oak Bottom Fire Station would support increased firefighting resources on the Forest, which would improve the ability of fire program personnel to perform preventive work, such as hazardous fuels removal; conduct pre-suppression and preparation activities; and respond to fire events. This investment would improve firefighter safety by reducing travel. Additionally, this investment would support the Forest's efforts to meet targets for National Fire Plan implementation.

**Approximate Cost: \$2,000,000.**

# Strategies



Many rural communities are scattered throughout the Forest.



Public information and involvement is an important component of collaboration for resource projects.

The Six Rivers National Forest is not relying on additional appropriations from Congress to fill the funding gaps and investment priorities identified in this business plan. Appropriated funds have remained flat or on a downward trend in recent years. Additionally, traditional revenue sources, in particular trust funds related to land management, have declined sharply. Revenue from recreation fees, though an increasingly important funding source, do not generate enough income to meet Forest needs. The proposed strategies presented in this section are long-range plans for the Forest to reduce costs, tap efficiencies, and capitalize on new revenue opportunities. The Forest leadership team is committed to evaluating these strategies in order to make informed decisions regarding their benefits and costs. The Forest is committed to working with its neighboring communities, partners, and the stakeholder public as it considers the positive and negative issues associated with these proposals prior to making decisions to implement them.

## Strategy: Selling the Humboldt Nursery & Reinvesting in Facilities

**Value to Forest: High**

**Investment Required: High**

This strategy recommends that the Six Rivers National Forest sell the Humboldt Nursery using conveyance authority, and invest the sale proceeds to construct and/or maintain facilities in the Forest. Possible investments include purchasing a supervisor's office or ranger district offices, reducing the deferred maintenance backlog in the Forest, and/or constructing engine bays and fire barracks on the districts. As of May 2005, purchasing a supervisor's office in the Eureka area is the most viable option.

The Humboldt Nursery is located on the north edge of McKinleyville, California on Federal lands managed by the Six Rivers National Forest. It is located one mile from the coast on a 210-acre site. The nursery is a regional Forest Service resource

that serves both public and private lands. It began producing in 1962, and has since produced more than 260 million seedlings. Peak production, however, was in the early 1980s when annual production reached more than 15 million seedlings. Since then, timber harvest in the Pacific Northwest and Northern California has dropped and the number of clients for the nursery has decreased dramatically. Orders were down to three million trees by 1995. Similar drops in production occurred at Forest Service nurseries across the Region.

Since early 1999, the nursery has been managed by a private concern, IFA Nurseries Inc., under a special use permit administered by the Six Rivers. Under the permit, IFA pays a \$75,000 annual fee, which is retained by the U.S. Treasury. The permit fee is reduced through an offset to cover maintenance and equipment provided by the contractor and approved by the Six Rivers. Total payments for the past two-and-a-half years are detailed in the chart below:

Special-Use Permit Recent History			
	Quarterly Permit Fee	Bill (minus maintenance offset)	Maintenance Performed by Contractor
Annual Subtotal FY03	\$75,000.00	\$3,593.56	\$71,406.44
Annual Subtotal FY04	\$75,000.00	\$7,924.74	\$67,075.26
FY05 Quarter 1	\$18,750.00	\$5,447.48	\$13,302.52
FY05 Quarter 2	\$18,750.00	\$880.68	\$17,869.32

The current cost of maintaining the facilities and other physical plants at the nursery is approximately \$69,000, offsetting 92 percent of the permit fee.

The permitted use of the nursery expires January 1, 2009. This strategy recommends that the Six Rivers declines to reissue the permit and divests itself of the nursery property using a conveyance land adjustment. Cost savings from taking the nursery out of Federal ownership and the potential opportunities for re-investing the income in Forest facilities justify this action. Additionally, this strategy aligns with the Forest Service national goal of reducing the inventory of facilities.

The Forest prefers to retain the asset value of the nursery through a sale of the property as permitted under a pilot program for Federal land exchanges. One challenge associated with this strategy is the uncertainty of the availability of this option in the future. However, authority for conveyance of property may be forthcoming in FY 2006, addressing disposal of excess facilities and related lands. This authority could be applied to the nursery, though it might still require approval of Congress.

### **Benefits & Opportunities**

Conveying the nursery land presents opportunities for the Forest in terms of cost savings and investment opportunities. However, because the permitted use does not expire until January 2009, these benefits will not be realized in the short-term. Nonetheless, it is possible to list and, in some cases, quantify the benefits.

#### **Cost Savings from Maintenance**

Maintenance on nursery buildings and other physical plant facilities costs an estimated \$69,000 per year. This expenditure is currently offset from the special use permit fee administered by the Forest. Expectations are for facility-related maintenance costs to increase. Beginning in FY 2006, the Forest Service is encouraging reduction of facilities by applying a fee (\$1.50 per square foot) to all major Forest buildings, which would fund the Forest Service working capital fund. The working capital fund would then, in turn, be used to fund capital improvement projects across the Forest Service. The 21 separate buildings in the nursery comprise 54,038 square feet (approximately 40 percent of the Forest's total square footage). Therefore, through sale of the nursery, the Forest would avoid a fee of over \$80,000 annually.

#### **Cost Savings from Administration of the Use Permit**

The Six Rivers spends approximately 10 days in staff time per year administering the nursery special use permit. This amounts to approximately \$3,000 annually.

#### **Cost Savings from Purchase of Facilities and/or Reduction of Deferred Maintenance**

Under the existing and proposed pilot conveyance authority, the Six Rivers would be able to invest proceeds from the sale of the nursery to build and maintain facilities in the Forest. The Forest would have the opportunity to purchase one, or possibly more, of the following facilities and save the related leasing costs (based on FY 2004 leases):

- Cost of leasing the Six Rivers Supervisor's Office  
– \$455,000 annually
- Cost of leasing the Lower Trinity Ranger District  
– \$50,000 annually
- Cost of leasing the Mad River Ranger District  
– \$42,000 annually
- Cost of leasing Mad River modular barracks  
– \$32,000 annually

The purchase of the supervisor's office would present an opportunity to move the administrative office for the Six Rivers to a new location in the Eureka area or potentially within the boundaries of the Forest. The Forest would also have the option of using income from the conveyance to reduce the deferred maintenance backlog. The backlog exacerbates the deteriorating conditions of facilities, thus multiplying the costs of maintaining this infrastructure. Deteriorating facilities expose the Forest to additional costs from resource protection and, if the infrastructure is damaged beyond repair, there is also a cost associated with decommissioning or replacing it. Deferred maintenance also potentially could expose Forest employees and visitors to safety hazards. Reducing the backlog would mitigate these costs.



The value of the nursery land is difficult to estimate at this time as there is no basis to do so. Other benefits are difficult to quantify as well. They are related to the benefits realized by whichever private concern or community takes ownership of the land.

### Costs & Challenges

There are investment costs related to preparing the site for sale or transfer under a conveyance. Fully quantifying each of these is impossible until a site assessment has been completed. The site assessment will focus on three primary challenges to conveying the nursery facilities and related lands:

- existing burn and dumpsites with unknown contents,
- potential presence of hazardous materials from operations on the site, and
- presence of an archeological site requiring further evaluation and assessment.

The immediate benchmark, their estimated costs, and scheduling targets are listed below:

Benchmark		
Preliminary site assessment that will identify known activities which have occurred on the site	\$6,000	Already in progress and scheduled for completion by the end of May 2006
Collection of samples and evaluation of issues identified in the preliminary site assessment	\$80,000 - \$100,000	8/31/2006
Compilation of past cultural and heritage resource reports related to the site	\$5,800	8/31/2006
Land-Real Estate Adjustment Team	TBD	8/31/2006
Formal consultation with Tribal stakeholders	TBD	8/31/2006

The discoveries of these initial assessments will greatly impact the costs of preparing the land for conveyance as well as the value of the land. The next intermediate benchmarks include:

Benchmark		
Actual clean-up of the site	Unable to determine until site assessment is complete	Complete in 2007
Comprehensive cultural resource survey	\$200,000 to \$500,000 depending on the extent of archaeological work	Complete in 2007

The final, long-term steps are the appraisal and actual sale of the nursery property. These steps must be completed by the time the special use permit expires in January 2009.

Costs of administering the special use permit would likely increase due to these assessments and land treatments. Over the next few years, they are likely to increase up to \$3,500 per year and rise up to \$4,500 as the environmental clean-up and heritage impact studies are conducted. Other issues that may complicate the conveyance process or potentially reduce the value of the land are coordination with the Regional and Washington offices, the uncertainty of conveyance authority, and tribal considerations. Long-term costs that can be anticipated, but not quantified at this early stage, include the cost of purchasing and maintaining new administrative facilities.

A comprehensive cost-benefit analysis cannot be performed at this time. Although it is likely that the land will have a net positive value, there is a remote possibility that the outcome of the assessments will show that the costs of conveying the land outweigh the benefits. The chart on page 41 summarizes a preliminary cost-benefit analysis.

Benefits	
Annual cost savings from maintenance under new WCF funding	\$80,000
Annual savings administration of special-use permit	\$3,000
Savings from reduction of deferred maintenance	TBD
Income from sale of nursery	TBD
Potential Lease Savings	
SO Office	\$455,000/year
LT Ranger District	\$50,000/year
Mad River RD	\$42,000/year
Mad River Fire Barracks	\$32,000/year
Costs	
Preliminary environmental assessment	\$6,000
Collection of samples for environmental assessment	\$80,000 - \$100,000
Compilation of past cultural & heritage resource reports	TBD
Land - Real Estate Adjustment Team	TBD
Actual clean-up of the site	Unable to determine until site assessment is complete
Annual permit administration cost (FY2006 - FY2009)	\$3,500 - \$4,500
Comprehensive cultural resource survey	\$200,000 to \$500,000 depending on the extent of archaeological work

## Strategy: Consolidating the Lower Trinity & Orleans Ranger Districts

Value to Forest: High

Investment Required: Moderate

This strategy proposes dissolving the Lower Trinity District administrative offices, located in Willow Creek, and merging the administration of the two districts in Orleans. The Lower Trinity and Orleans Ranger Districts are located 35 miles away from each other in the central area of Six Rivers National Forest. This strategy would combine facilities and fleet, district and program staff (except fire), and other support resources, but would not eliminate personnel. The success of this proposed strategy depends on consultation and coordination between Six Rivers Forest and the various communities and stakeholders in the Willow Creek and Orleans areas.

This strategy proposes that the single administrative unit in Orleans would be responsible for the Orleans, Lower Trinity, and Ukonom Districts; program activities across these Districts would be consolidated into a single zone. Similar ranger district consolidations have recently been implemented in other Pacific Southwest Region national forests, including the Klamath, Angeles and Shasta-Trinity, with demonstrated benefits. For this strategy to be successful, the Six Rivers must put together a strong proposal that presents the cost savings in detail, and also shows how service to the public will not be reduced.

### Benefits & Opportunities

The key justification for this consolidation is improved cost-saving efficiency in program management and implementation, gains from economies of scale, and direct cost savings from the consolidation of physical assets and personnel. Currently, there are only five non-fire personnel located at the Lower Trinity District office. The benefits of moving this small workforce to Orleans would include a reduction in facilities, reduced duplication of administrative duties, efficiency gains in reporting and record keeping, and improved coordination and consistency in the fire program, particularly for hazardous fuels treatment.

Centralized administration of the Lower Trinity, Orleans, and Ukonom Districts presents opportunities for operational efficiencies, primarily resulting from the central location that the Orleans offices would provide for work on all the Districts. There would be more time for program staff to spend on mission-focused activities, and a larger staff that would be better positioned to serve the Ukonom District. Managers would have increased flexibility to prioritize and schedule program activities across a broader area, allowing them to allocate staff, resources, and skills where they were most needed. The three Districts already successfully use this approach for certain recreation activities and have demonstrated efficiency gains as well as improved service delivery to the citizenry.

Direct cost savings would also result from consolidating facilities and fleet. Most significant would be the annual \$50,000 savings from the Lower Trinity District office lease in Willow Creek; the Forest owns the land and facilities at Orleans. Currently, the personnel at Lower Trinity also provide service to the Ukonom and Orleans areas. Based on the number and distance of trips by certain personnel a larger staff with proximity to Orleans and Ukonom might result in reduced travel costs upon further analysis.

Fire personnel and assets would remain in the Lower Trinity area. The Six Rivers fire program at Lower Trinity has opportunities to co-locate at Salyer, or with the Hoopa tribal fire department or other local volunteer fire departments. A residual benefit of this strategy would be improved fire coordination among these fire organizations.

## Costs & Challenges

The major challenges associated with implementing this strategy are the initial direct investment costs of moving assets from Willow Creek to Orleans, the cost and safety issues of increased travel, and the impact of the consolidation on the Willow Creek community.

Although there are clear workforce planning benefits, consolidation also presents planning challenges, mostly due to travel. Orleans is remote, and has little private housing. It is possible that the Lower Trinity staff transferred to Orleans would have to commute approximately 70 miles round trip to get to work, resulting in personal costs and safety issues. If all non-fire staff were stationed at Orleans, there would also be increased travel costs associated with Forest programming in the Lower Trinity Districts. However, other national forests have successfully experimented with flexible scheduling and telecommuting to mitigate travel costs. The Six Rivers can investigate this possibility for reducing travel time and costs. Finally, it will be more difficult to fill vacancies and retain a qualified workforce in Orleans.

The loss of the Lower Trinity District Ranger station would have a significant impact on the Willow Creek Community. Closing the office would result in a loss of presence of public services, reduced opportunities for local partnerships, and a financial

The success of this strategy is predicated on consultation with and the participation of all relevant stakeholders, particularly those in the Willow Creek community. Six Rivers leadership will actively engage the community in an ongoing dialogue to discuss plans for the Lower Trinity and Orleans Ranger Districts and cooperatively develop strategies for mitigating costs to the communities. The Forest is committed to maintaining public service in the Lower Trinity area.

impact on Willow Creek which the local Chamber of Commerce estimates at \$350 per person annually if staff relocates to Orleans. The first steps for implementing this strategy would be an outreach plan for and meetings with the extended Willow Creek community and the Hoopa Tribe. The engagement of these stakeholders would be crucial to the successful implementation of this strategy.

As discussed above, the Six Rivers would maintain a fire program presence in the Lower Trinity area. There would be costs associated with moving fire personnel and assets to a new site. Potential benefits would include having a local workforce remaining in the area, and also possibly having a venue to provide information and other resources to visitors and the community. These benefits could help offset some of the costs associated with closing the District office.

Finally, there are administrative challenges to implementing this strategy. It requires coordination with the Forest Service Washington Office and the Department of Agriculture Office of the Secretary. Although not required, the Angeles National Forest leadership found it critical to consult with Congress while putting together their consolidation proposal in order to mobilize public support. When the Shasta-Trinity National Forest consolidated districts, the Forest used an administrative process to create management zones, easing some of these political complications.

The next steps for pursuing this strategy are:

- consult with district rangers and line officers at the Lower Trinity and Orleans Districts;
- coordinate with Pacific Southwest Region leadership;
- educate and inform the public by scheduling stakeholder forums with the Orleans and Willow Creek communities; and
- investigate opportunities to co-locate Six Rivers fire personnel with other fire departments in the Willow Creek area.

## **Strategy: Implementing the Forest's Land & Resource Management Plan – Timber Program**

**Value to Forest: Moderate**

**Investment Required: Limited**

This strategy seeks to achieve a balance of timber management prescriptions that are more closely aligned with the Six Rivers Land and Resource Management Plan (LRMP). The benefits of this strategy include the following:

- the Forest would achieve a balance of timber management approaches;
- planned timber management prescriptions would foster ecological conditions needed to help sustain plants, animals, and other organisms that reside in the Forest;
- the Forest would demonstrate enhanced compliance with a settlement agreement with the timber industry; and
- increased revenue from timber outputs would support efforts to close gaps in operational standards across the Forest.

The Six Rivers LRMP establishes management direction for the Forest pertaining to the stewardship of national forest lands. Of the 960,000 acres of land covered under the Six Rivers LRMP, 87,700 acres are available to produce a scheduled timber output. Timber management would occur on an average 930 acres annually: 570 acres (61 percent) would be managed using commercial thinning and 360 acres (39 percent) using regeneration harvest with legacy tree retention (green tree retention). Green tree retention involves retaining 15 percent of the stand: prescriptions focus on retaining large live conifers and hardwoods, dead trees (snags), and large logs in the treated stand and removing the remaining trees for sale. The planned average annual harvest level would be 15.5 million board feet (MMBF). Of this, 4.3 MMBF would be produced from commercial thinning and 11.2 MMBF from green tree retention.

The Six Rivers has not achieved either the planned outputs or balance of management prescriptions set forth in the LRMP. Rather, since 1995 when the Forest began implementing the LRMP, the majority of harvest has been commercial thinning.

Ecological benefits are associated with the range of timber management prescriptions envisioned in the LRMP. Timber management under the Six Rivers LRMP was planned to reflect the range of conditions characteristic of recent, historic vegetation patterns. The goal was to develop and maintain a mix of different aged stands that would occur across the Forest in proportion to the mix that appears to have existed over the past few centuries. Large and small patches of young stands would be created through wildfire, timber harvest, landslides, and other disturbances. Older stands would be maintained through natural succession, small scale disturbances, silvicultural treatments, fuels treatments, and fire suppression. Implementing a range of silvicultural prescriptions would help provide a balance of stand conditions similar to those of the recent past. This strategy would foster and maintain ecological processes and conditions needed to help sustain plants, animals, and other organisms that reside on the Forest.

Additionally, trust fund revenue generated from timber sales helps fund a variety of resource enhancements within the sale area boundary. As a result of fewer and lower value timber sales in recent years, this source of revenue has declined by 80 percent from FY 1995 to FY 2004. Timber revenue funded 22 percent of the total Six Rivers budget in FY 1995 while in FY 2004, timber sale revenues amounted to only 4 percent of the Forest's budget. Current trust fund revenue balances from timber sales are greatly reduced from previous years. Re-establishing the LRMP-stated mix of timber management prescriptions and outputs through a combination of green tree retention and thinning harvests would allow the Six Rivers to produce more and higher value timber from year-to-year.

To successfully implement this strategy, the Six Rivers will have to set specific interim and final goals for achieving appropriate levels of timber production for the community and the Forest. A yearly evaluation process will be needed to assess implementation success.

### **Strategy: Capitalizing on Specific Partnership Opportunities & Evaluating Potential Partnerships**

**Value to Forest: High**

**Investment Required: Moderate**

The Six Rivers National Forest uses partnerships to support its mission and program goals. The Forest has been successful at working through formal Memorandums of Understanding and Cooperative Agreements as well as more informal relationships. Although the Six Rivers already uses partnerships extensively, there are several opportunities where the Forest could capitalize further on specific partnerships. This strategy lays out specific potential or existing partnerships and describes how they might help the Forest implement its priority investments.

The Six Rivers has existing partnerships with many organizations, agencies, tribes and individuals. Work with the Smith River Alliance, local Chambers of Commerce, Rocky Mountain Elk Foundation, National Wild Turkey Federation, Humboldt County Convention and Visitors Bureau, California Department of Fish and Game, tribal governments and non-governmental tribes, California Department of Boating and Waterways, AmeriCorps, CalTrout, California Department of Parks and Recreation (Off-Highway Motorized Vehicle Recreation Division), and others has helped the Six Rivers complete many projects and leverage significant amounts of funding. The California Department of Fish and Game alone has granted nearly \$1.3 million to the Forest since 2000 for watershed restoration projects. By continuing to develop new and more diverse partnerships, the Six Rivers will be able to continue to accomplish its work.

The Six Rivers has many partnering opportunities, but does not have a methodology for evaluating potential new partnerships to determine whether they will be beneficial to pursue. This strategy proposes that the Forest create and utilize an evaluation tool to determine relative costs and benefits of potential partnerships. This tool would equip the Forest to make informed investment decisions as to which partnerships to pursue.

### **Specific Partnership Opportunities**

Through the business planning process, the Six Rivers identified nine priority investments (see Investment Priorities section) that relate directly to the core mission of the Forest. Partnerships that help the Forest implement these investments will have a direct benefit across the Forest. Moreover, by using partnerships to help complete priority investments, the Forest may be able to free up other resources to make investments in areas in which partnerships are not possible. In addition to the priority partnerships listed below, the Six Rivers will continue to seek out additional partnerships in other program areas and foster partnerships that already exist.

**Regional Universities** – The Six Rivers could utilize the Student Career Experience Program to recruit at local universities for assistance with the environmental analyses on the Smith River National Recreation Area and Orleans District roads planning efforts. Another benefit of this partnership would be the opportunity to develop skills and knowledge in a workforce that could replace the retiring population of Forest Service workers. Student volunteers, interns, and employees from the universities could support projects across the Forest.

### **California Department of Forestry and Fire**

**Protection/Volunteer Fire Departments** – The Six Rivers fire program can explore co-location options with these organizations to establish the necessary engine bays and office space at Salyer, Gasquet, Mad River, and Oak Bottom. In addition, co-location could be explored to provide barracks at Oak Bottom. By sharing resources, the Six Rivers and these other organizations would be able to provide increased safety to the public.

**Tribes** – The Forest has had many successful partnerships with tribes and should continue to foster these relationships to treat hazardous fuels and implement watershed restoration projects on both tribal and National Forest System lands. In addition, due to the sensitive nature of preserving cultural resources in the Forest, partnering with tribes is extremely important. The Six Rivers' heritage resources program and the tribes would benefit from cultural outreach partnerships and other projects. The Six Rivers fire program could also explore co-location infrastructure with tribes.

**Recreation Outfitter and Guide Permit Holders** – Businesses that have special use permits in the Forest would benefit from river access improvements and should be approached for sponsorship. Additional benefits might include helping fund river patrols and safety awareness as well as providing interpretive information to outfitter clients and increasing awareness of Wild and Scenic River designations.

**Outdoor Recreation Organizations** – Recreation organizations, such as backpacking, kayaking, equestrian, student activities groups, and other groups, would be likely partners for investing in such projects as trail maintenance and river access improvements. In addition, these organizations could provide interpretive information about the Six Rivers to their membership, increasing awareness about the Forest and its resources. Finally, such organizations can seek outside funding to complete projects that benefit national forest lands from foundations and other government agencies from which the Six Rivers cannot receive funds.

**Resource Conservation Groups** – Fish conservation organizations could provide financial or human resources to complete planning and environmental analyses for road projects. Other benefits of partnering with these organizations include their ability to leverage outside funding for projects that benefit Forest lands, provide information to the public about the Six Rivers and its activities, and sponsor educational events and provide interpretive information to their membership.

**Motorcycle Recreational Tour Groups** – These groups (such as Harley Riders and dual sport riders) enjoy using national forest system paved and improved roads and would benefit from improved road drivability. These groups could help open roads in the spring through sponsorships or volunteer work. Partnerships with these groups would also increase awareness of roads responsibilities and jurisdictions.

**Youth Conservation Corps/Northwest Youth Corps** – These organizations provide inexpensive labor for trail maintenance and river access improvements. In addition, they can help with fuels treatments and data gathering for natural resources information.

**AmeriCorps** – The Six Rivers could use AmeriCorps members to work on environmental documentation and roads planning. Other programs that would benefit from the minimal investment required by AmeriCorps employees are heritage resources, wildlife, vegetation management, and range.

**Resource Advisory Committees** – County Resource Advisory Committees could provide funding for a variety of investments, including the Hurdy Gurdy recreation improvement project, river access improvements, and trail maintenance projects.

### **Evaluating Partnerships**

The Six Rivers has been highly successful in utilizing partnerships that are easily identified. The next step is identifying partnerships that are more difficult to recognize and determining whether and to what extent a specific partnership will benefit the Forest. By developing a tool to evaluate the potential return on investment for new partnerships, program managers will be able to assess how many resources and how much emphasis should be placed on specific new partnerships.

This section first describes the types of benefits a partnership can provide for the Forest. Secondly, it illustrates the elements that are necessary to develop a successful partnership. Finally, it proposes development of a tool for evaluating potential partnerships.

### **Partnership Benefits**

Partnerships fall into three categories based on the types of benefits they provide:

- raising awareness or providing information to the general public,
- providing volunteer or low-cost labor, or
- providing funding or other non-financial resources.

The first type of partnership increases the general public's awareness of the Six Rivers, mission, functions, and available recreational and natural resources. Examples of these types of partnerships include organizations that provide interpretive services or hold recreational events in the Forest. These types of relationships require less action on the part of the Forest to maintain than other types of partnerships. They can be used in a more active capacity to help with public outreach on specific projects and for the Forest more generally.

The second type of partnership accomplishes work by partnering with organizations that can provide volunteer or low-cost labor. These types of partnerships include organizations that bring people to the Forest to complete specific projects. Organizations like the Boy Scouts of America and the Backcountry Horsemen's Association have accomplished a variety of projects, such as campground cleanups and trail maintenance. Because volunteers require training at a level equivalent to Forest Service employees, these types of relationships require much more effort to maintain, but almost always offer a significant return on investment, if properly managed.

Finally, some partnerships can provide funding directly or help leverage outside funding for the benefit of National Forest System lands. These types of partnerships include non-profits and other governmental agencies that provide grants for project work. These partnerships generally involve less investment than the second type of partnership because they do not require training of new employees.

## Successful Partnerships

The Six Rivers has been successful in developing and maintaining partnerships when the following three key ingredients have been in place: (1) both the Forest and the partnering organization have provided an investment, (2) the partnership has had clear goals, and (3) the partnership has been mutually beneficial.

In the most successful partnerships, the Six Rivers provides an up-front investment, usually staff time or office space for volunteers. Staff time includes attending meetings, completing applications for grants, conducting training for volunteers, monitoring and inspecting work, or other activities. Initial investments in the partnership represent risk to the Six Rivers; however, this risk also places value on the partnership, providing incentive for the Forest to make it successful. In addition, the partnering organization typically makes a similar investment.

The next characteristic that has made partnerships successful for the Six Rivers is that the partnerships have had clear goals. Typically, this has meant the partnership has focused on completing a specific project. By establishing clear goals in the early stages of a partnership, each organization understands what all parties involved are seeking to achieve.

Finally, partnerships must help achieve the missions of all partnering organizations. Typically, groups will not collaborate unless the partnership is going to benefit each organization in some way, usually by contributing to the core mission of the organization. This element of a partnership is important in determining how much emphasis should be placed on the partnership and can help determine whether to initiate the relationship.

## Evaluation Tool

The characteristics described above provide the basis of specific criteria for evaluating whether a partnership will provide a return on investment and be successful. Including these elements in an evaluation tool will help the Forest forecast how well a partnership will perform. The Six Rivers leadership should

determine the specific criteria and corresponding weights for their evaluation tool. Other criteria include the use of program and Forest goals to assess whether the partnership helps meet the mission of the Forest. Also, the tool should include a criterion that measures the degree to which the partnering organization's mission is achieved to identify partners that would be willing to work with the Forest.

Forest leadership will need to decide the type of partnership evaluation tool that would be most appropriate, whether it be a checklist of these criteria or a more sophisticated tool that calculates weights and measures an assessment value of the partnership. The checklist would be a low-cost way to evaluate new partnerships, requiring approximately \$6,000 for a leadership meeting to determine the criteria. A more sophisticated tool would be more expensive to develop (as much as \$25,000), but would provide program managers an accurate idea of how different potential partnerships measure against one another. In addition, a more complex tool would provide a way to determine the investment threshold level at which the partnership would no longer have a positive return on the investment. Finally, this tool could become more accurate with time as information about each developed partnership was incorporated back into the tool's evaluation matrix.

The next steps for pursuing this strategy include:

- deciding which partnerships, with respect to identified investment priorities, should be pursued and in what order; and
- selecting the type of tool and criteria for evaluating new partnerships.



# Acknowledgments



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Fishing derby participants at Fish Lake hope for the big one!

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Leaving the Six Rivers National Forest