Congressional Research Service
Informing the legislative debate since 1914

Federal Land Management Agencies: Appropriations and Revenues

,name redacted,, Coordinator
Specialist in Natural Resources Policy

,name redacted,
Analyst in Natural Resources Policy

,name redacted,
Specialist in Natural Resources Policy

,name redacted,
Analyst in Natural Resources Policy

,name redacted,
Specialist in Transportation Policy

December 10, 2014

Congressional Research Service
7-....
www.crs.gov
R43822

Summary

A perennial focus for Congress is on appropriations for management of federal lands and resources. Issues include the purposes for which appropriations are used, factors influencing their distribution among states, and the extent to which appropriations are used on nonfederal lands. Congress also continues to be interested in the revenues derived from federal lands and resources. Questions relate to the amount of revenue generated on federal lands, the sources of revenue, and factors affecting the variation among states in the amount and type of revenue generated.

Approximately 95% of federal lands are managed by four agencies: the Bureau of Land Management (BLM), Fish and Wildlife Service (FWS), National Park Service (NPS), and Forest Service (FS). Their FY2013 appropriations were $2,048.1 million for BLM, $2,591.6 million for FWS, $3,305.8 million for NPS, and $5,709.8 million for FS. Of these totals, FS received the largest discretionary appropriation ($4,934.7 million) while FWS had the highest mandatory appropriation ($1,053.1 million). The largest discretionary appropriation for FS was for Wildland Fire Management; for the other three agencies, it was the main operations account. The agencies have many sources of mandatory appropriations, some of which are common among them and across states (e.g., recreation fees) while others are unique to one agency or allocated to one state. Another distinction concerns the portion of appropriations used on lands not managed by the agencies, ranging from little in the case of BLM to roughly two-thirds for FWS.

Revenue collections during FY2013 differed among the agencies, with $18.9 million for FWS, $223.6 million for FS, $333.4 million for NPS, and $525.0 million for BLM. Depending on the agency and state, sources of revenue might include land sales, grazing, timber, hardrock minerals, recreation, and rights of way. Influencing the allocation of appropriations among states and the amount of revenue collected in each state were the acreage of federal land; land resources, conditions, availability, uses, and impacts; demographics; fire activity; and other factors.

BLM, FWS, NPS, and FS also receive federal lands highway funds from the Federal Highway Administration. A total of $573.8 million in highway funding for federal lands was distributed in FY2013, with almost half ($280.6 million) going to NPS and another two-fifths ($227.2 million) to state Programming Decisions Committees (bodies that make some project funding decisions). The remainder went to FWS ($36.5 million), FS ($19.8 million), and BLM ($9.6 million). Distributions among states ranged from less than $0.1 million to $86.5 million.

The Payments in Lieu of Taxes program and FS Payments to States program compensate local governments for the presence of federally owned land. PILT applies to many types of federal lands, and payments are calculated under a formula. The total PILT payment in FY2013 was $401.8 million, with state totals ranging from $0 to $41.4 million (for California). The FS Payments to States program—which includes Secure Rural Schools (SRS) payments—applies to counties with national forest lands and certain BLM forested lands. Payments are based on either historic or current revenue generated on the lands, and other considerations. FY2013 payments to states totaled $312.5 million, ranging from less than $0.1 million to $97.1 million (for Oregon).

The Department of the Interior's Office of Natural Resources Revenue (ONRR) collects mineral leasing revenues from all federal onshore areas. Revenue is derived from many commodities, including coal, gas, hardrock minerals, oil, phosphate, sodium, and sulfur. For FY2013, ONRR reported $4,296.9 million from federal lands in 37 states, with revenues by state of less than $0.1 million to $1,998.9 million (for Wyoming).

Contents

Figures

Tables

Appendixes

Contacts

Introduction

Two perennial issues for Congress are appropriations for management of federal lands and resources, and the revenues derived from these lands and resources. The focus of legislative action has been on the four major federal land management agencies: the Bureau of Land Management (BLM), Fish and Wildlife Service (FWS), and National Park Service (NPS) in the Department of the Interior (DOI) and the Forest Service (FS) in the Department of Agriculture.[1] In determining discretionary appropriations for these agencies, Congress establishes the level of funds for diverse programs, projects, and activities. Congress also has enacted legislation to provide mandatory appropriations for varied programs and purposes. Further, these agencies receive distributions of funding from other agencies for specific purposes.

How appropriations for federal land management are used throughout the states is of continuing interest to Congress. Questions relate to the amount of each agency's appropriations used within a particular state, factors influencing the distribution of appropriations among states, the purposes for which appropriations are used, and the extent to which appropriations are used on federal versus nonfederal land in each state.

Other questions pertain to the revenues generated from federally managed lands. They include the amount of revenue generated on federal lands, the sources of revenue, and factors influencing the variation among states in the amount and type of revenue generated on federal lands.

In this context, this report provides information on appropriations and revenues related to federal lands in each state.[2] It focuses on lands managed by the BLM, FWS, NPS, and FS, as these agencies administer approximately 95% of the roughly 640 million acres of federal land.[3] In particular, this report provides state-by-state information in four areas:

- appropriations for, and revenues collected by, the four agencies,
- distributions of funds from the Federal Highway Administration (FHWA) to the four agencies for their lands,
- payments under the Payments in Lieu of Taxes (PILT) program and the Secure Rural Schools and Community Self Determination Act of 2000 (SRS), and
- mineral leasing revenues for onshore federal lands, as reported by the DOI Office of Natural Resources Revenue (ONRR).

Comprehensive data covering these areas do not exist in a single source.[4] State-by-state data for some types of information are readily available in public sources,[5] as identified in the pertinent

---

[1] For brief descriptions of these agencies, and an overview of current federal land issues, see CRS Report R43429, *Federal Lands and Natural Resources: Overview and Selected Issues for the 113th Congress*, coordinated by (name redacted)

[2] For some agencies and types of data, this report provides information for all 50 states. However, this is not the case for BLM appropriations and revenue, FWS revenue, NPS mandatory appropriations, and FS appropriations. Further, data are provided for the District of Columbia, territories, and other areas as applicable.

[3] Total federal land in the United States is not definitively known. In 2013, the four major federal land management agencies managed a total of 608.9 million acres in the United States. The total acreage managed by each of the four agencies, and the acreage in each state, are shown in the **Appendix** of this report. For historical information on acres managed by the four agencies and the Department of Defense, by state, see CRS Report R42346, *Federal Land Ownership: Overview and Data*, by (name redacted), (name redacted), and (name redacted).

[4] The Government Accountability Office (GAO) has analyzed the extent to which the four major federal land management agencies (and the Bureau of Reclamation) collect over 100 data elements related to lands and resources, revenues, and land use designations. The agency also reviewed how the agencies store these data elements, for (continued...)

sections below. Where this was not the case, CRS sought to obtain the information directly from the pertinent agencies.[6]

Organization of Report

The first four sections of this report pertain to appropriations for the four major land management agencies and revenues collected by those agencies.[7] The appropriations figures represent budget authority, both discretionary and mandatory. For all four agencies, discretionary appropriations are provided primarily through the annual Interior, Environment, and Related Agencies Appropriations law. The agencies have varied sources of mandatory funding under legislation originated by authorizing committees. Laws authorizing mandatory appropriations allow the agencies to spend money without further action by Congress.[8]

Appropriations figures in this report generally represent *new* budget authority for FY2013[9] and thus generally do not include appropriations carried over from prior fiscal years.[10] Figures representing total budget authority could present a different picture of agency funding for some

(...continued)

instance, whether in a "primary agency data system," defined as a centralized electronic data system maintained at an agency-wide level; paper files; documents and files in multiple field locations; or other formats. Further, GAO assessed the "potential reliability" of the data elements that the agencies collected, determining that "less than half of the data elements stored in a primary agency data system were potentially reliable." For information on the extent to which land management agencies collect and make available data on lands, resources, and revenues, and the reliability of such data, see Government Accountability Office, *Federal Land Management: Availability and Potential Reliability of Selected Data Elements at Five Agencies*, GAO-12-691T, May 3, 2012, at http://www.gao.gov/assets/600/590603.pdf. The text quoted in this footnote is from p. 12 of this GAO document.

[5] Public sources include agency websites, agency budget justifications, and other sources that CRS could access directly.

[6] This presented varying degrees of challenge for the agencies for several reasons. For example, the agencies generally do not collect and maintain data by state in the manner sought and presented in this report. In some cases the agencies extrapolated the information needed from data sources maintained for differing purposes and in varying formats. However, this was not always possible. For instance, the NPS was not able to break out mandatory appropriations by state, and the agencies were not able to identify each agency's portion of mineral leasing revenues reported by ONRR. In general, this CRS report does not analyze the quality or comprehensiveness of the agency data presented.

[7] The amount of appropriations for the land management agencies to use in a particular state is not contained in sources available to the public. As a result, CRS obtained most of the appropriations figures for this report directly from BLM, FWS, NPS, and FS. For each agency, we sought to obtain the total appropriations for each state. We also requested that the agencies distinguish between discretionary and mandatory portions. Further, we asked for appropriations by account. The amount of revenue derived by BLM, FWS, and NPS in each state also is not available in public sources. As a result, CRS obtained information for this report directly from these agencies. However, FS revenue by state is available on the agency's website, as noted in the "Forest Service" section of this report.

[8] As noted in Table 3, BLM's appropriated entitlements are reflected here as mandatory appropriations. In the case of appropriated entitlements, the level of spending is controlled by authorizing statutes but the funding is provided in appropriations acts. For additional information on the distinction between discretionary and mandatory appropriations, and on other aspects of the appropriations and budgetary processes, see CRS Report R42388, *The Congressional Appropriations Process: An Introduction*, by (name redacted) , and CRS Report 98-721, *Introduction to the Federal Budget Process*, coordinated by (name redacted)

[9] FS data on mandatory appropriations also may reflect some carry-over funds, as noted in the Forest Service section of this report.

[10] Appropriations are available to be obligated for differing time periods. While some appropriations are provided for one fiscal year only, others are provided for longer periods. In these cases, appropriations may be carried over from one fiscal year to the next and remain available for obligation until the end of the last fiscal year (for multiyear appropriations) or until expended (for appropriations without fiscal year limitation). Many of the accounts for the four land management agencies receive appropriations that can be obligated in multiple fiscal years.

states.[11] Figures showing obligations or expenditures[12] of funds also could differ considerably in some cases from the appropriations figures used in this report. [13] Appropriations figures in this report also reflect any supplemental funds for FY2013 and reductions under the sequester order of the President of March 1, 2013.[14]

By contrast, revenue figures throughout this report represent the actual amounts collected, because revenues are not subject to sequestration. The revenue data in the BLM, FWS, NPS, and FS sections reflect revenues collected by each agency, whether these revenues were retained by the agencies for use in the state where collected, used by the agency for other purposes, or allocated to another source (e.g., to the general fund of the Treasury). Depending on the agency, sources of revenue might include land sales, grazing, timber, recreation entrance/use, hardrock minerals, and rights of way, among others. The revenue data in these sections do not reflect the share of each agency's revenues, if any, from onshore mineral leasing. This is because these revenues are collected by the DOI Office of Natural Resources Revenue for all federal lands, as discussed below.

Distributions to the BLM, FWS, NPS, and FS from the Federal Highway Administration are shown in the fifth section of this report. The funds are from several federal lands highway programs. They are the largest allocations to the four agencies outside of the departments in which they are located (DOI and Department of Agriculture).[15]

The sixth section of this report provides information on payments under the PILT and FS Payments to States programs. These programs compensate local governments for the presence of most federally owned land. PILT applies to many types of federal land, while the FS payments apply to counties with national forest lands and certain BLM forested lands.[16]

[11] As an example, using total BLM budget authority would result in significantly different estimates of BLM funding in Nevada. Most notably, the total FY2013 budget authority in the special account established under the Southern Nevada Public Land Management Act of 1998 (SNPLMA) was $484.9 million, according to BLM. Nearly all of the money in the account was from the sale of BLM lands in Clark County, NV, prior to FY2013. The new FY2013 budget authority derived from these sales was only $10.5 million, as shown in **Table 3** below.

[12] According to the Government Accountability Office, an obligation is a "definite commitment that creates a legal liability of the government for the payment of goods and services ordered or received, or a legal duty on the part of the United States that could mature into a legal liability." An expenditure is "the actual spending of money; an outlay." These definitions are taken from: U.S. Government Accountability Office, *A Glossary of Terms Used in the Federal Budget Process,* September 2005, pp. 48 and 70.

[13] As an example, using obligation figures rather than new budget authority would result in significantly different estimates of BLM funding in Nevada. The FY2013 obligation from the Southern Nevada Public Land Management Act account was $158.5 million, according to BLM. These obligations were from amounts collected in prior fiscal years. As noted, the new FY2013 budget authority was $10.5 million.

[14] Additional information on appropriations for the land management agencies is included in other CRS reports. For instance, information on FY2015 appropriations for the four agencies, among others, is contained in CRS Report R43617, *Interior, Environment, and Related Agencies: FY2015 Appropriations*, by (nameredacted) , and on FY2013 and FY2014 appropriations is in CRS Report R43142, *Interior, Environment, and Related Agencies: FY2013 and FY2014 Appropriations*, by (name redacted) . For information on appropriations for the Fish and Wildlife Service, see CRS Report R43678, *Fish and Wildlife Service: FY2015 Appropriations and Policy*, by (name redacted) for the National Park Service, see CRS Report R42757, *National Park Service: FY2016 Appropriations and Recent Trends*, by (name redacted) ; for the Forest Service, seeCRS Report R43417, *Forest Service Appropriations: Five-Year Trends and FY2016 Budget Request*, by (name redacted) and on wildland fire management, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by (name redacted) and (name redacted)

[15] CRS obtained the state-by-state FHWA distributions directly from the agency, as they are not publicly available.

[16] The PILT data used in this report are from the DOI website. The SRS data were drawn from both agency websites (DOI and FS) as well as directly from the FS. The "Payment Programs" section below identifies the specific sources.

The ONRR section of this report, presented next, reflects the mineral leasing revenues from all federal onshore areas. The revenues are derived from a variety of energy and mineral activities on federal lands, involving a wide array of commodities.[17] Finally, the **Appendix** lists the federal acreage managed by each of the four agencies, by state.

Caveats

Several caveats about interpreting the information in this report deserve note. First, this report provides statistics for only one year. While some funding amounts might be largely consistent from year to year, others might vary by different degrees. For example, congressional and presidential priorities might change, influencing funding for particular programs, projects, and activities and the location of agency spending. Also, the appropriations to agencies for wildland fire management, and their distribution among states, vary from year to year in part depending on the severity of fires. Similarly, land acquisition may occur in some states and not others in any given year. Another factor is unplanned events, such as natural or man-made disasters, as shown by the appropriation of supplemental funds for FY2013 to address the consequences of Superstorm Sandy.[18] Still other factors relate to the budgetary framework, with one example being the reduction of FY2013 appropriations under the President's sequester order of March 1, 2013.[19]

Second, figures in this report should be regarded as estimates and are not aggregated across agencies or across states, for a variety of reasons. For one, the agencies receive and allocate appropriations differently. The allocation might be by state or by other geographic area, such as by national forest (which may cross state lines) or regional office. Agencies also differ as to how they define, organize, and report data. For instance, revenue data might reflect total revenue collected by an agency or only revenues collected from activities and resources on lands the agency owns. For example, BLM data include payments from federal, state, and local governments for fire work performed on non-BLM land, but the FS data reflect revenue generated exclusively on FS lands. Another difference is how agencies reflect appropriations for operations of their headquarters or regional offices. For instance, FWS and NPS reflect headquarters appropriations with the state in which the headquarters are located, while BLM does not reflect them with any state.

An additional complication in making comparisons across agencies is whether to consider total appropriations or only those used on agency-owned lands. This is because agencies differ considerably in the extent to which they use appropriations in a state on lands other than those they own. As an illustration of this point, FWS uses about two-thirds of its appropriations on lands not managed by the agency, while virtually all of BLM appropriations are used on agency-managed lands.

There is also overlap in some of the information provided by the agencies and reported here, such as for some mandatory appropriations included in both an agency's appropriations and its revenue

[17] Mineral leasing revenues reported by ONRR were derived from the agency's website, as presented below under "Office of Natural Resources Revenue."

[18] P.L. 113-2, the Disaster Relief Appropriations Act, 2013, provided supplemental appropriations for numerous departments and agencies, including FWS, NPS, and FS. For an overview of the amounts and purposes of the appropriations, see CRS Report R42869, *FY2013 Supplemental Funding for Disaster Relief*, coordinated by (name redac ted) and (name redacted).

[19] For an overview of the FY2013 sequester, see CRS Report R42949, *The American Taxpayer Relief Act of 2012: Modifications to the Budget Enforcement Procedures in the Budget Control Act*, by Bill Heniff, Jr.

totals (e.g., for recreation). Further, some amounts are reflected in multiple sections of this report, as is the case for SRS monies reflected in the BLM, FS, and SRS sections. As a result of these overlaps, aggregation could lead to double counting of some monies. Additional challenges and issues associated with particular data in this report are discussed in the pertinent sections.

Third, this report does not provide information on the broader economic dimensions related to federal lands managed by the four agencies. An analysis of economic costs and benefits and other impacts is beyond the scope of this report.

Fourth, this report is not intended to make implications about these lands if they were under nonfederal ownership, such as the level of funds that might be provided for their management; the revenues that might be generated through their use; or the broader economic costs, benefits, and impacts that might occur. For example, the legal and political frameworks pertinent to management under state law may vary considerably from those that apply to the BLM, FWS, NPS, and FS.

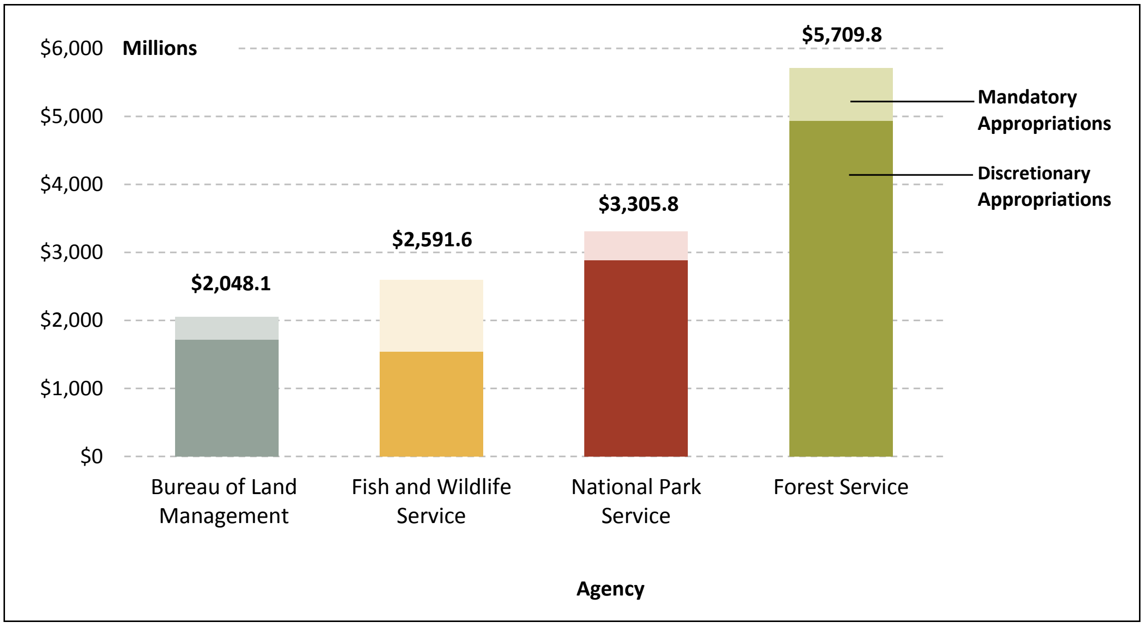
Finally, for all categories of data, figures are provided for FY2013 as the most recent fiscal year for which data were available across categories. Throughout the report, figures generally are rounded to the closest million. Due to rounding, figures of less than $50,000 are shown as <$0.1 million. Territories are not shown in a table if they did not receive the appropriations or payments, or collect the revenues, shown in the table. Also, figures may not sum to the totals provided due to rounding.

Overview

BLM, FWS, NPS, and FS received widely varying amounts of FY2013 appropriations for federal land management, as shown in **Figure 1**. Each agency dispersed its appropriations differently among the states. The lands of these agencies across states also generated widely differing amounts of revenue. Influencing the allocation of appropriations among states, and the amount of revenue collected in each state, were the acreage of federal land; land resources, conditions, availability, uses, and impacts; demographics; fire activity; and other factors. Many of these factors are common among the agencies, while others apply more particularly to one or a subset of agencies. For instance, FWS appropriations used in a state are particularly affected by the number of species listed under the Endangered Species Act, entry ports for regulated wildlife, and two major state grant programs for conservation of game and sport fish (Wildlife Restoration and Sportfish Restoration).

Figure 1. Comparison of Appropriations by Agency, FY2013

(in millions of dollars)



Source: Prepared by CRS with data from various sources. Figures for BLM, FWS, and NPS were derived primarily from the respective agencies. FS discretionary appropriations data are derived from detailed funding tables prepared by the House Committee on Appropriations. FS mandatory appropriations data are derived from Forest Service, *Fiscal Year 2015 Budget Justification*, at http://www.fs.fed.us/sites/default/files/media/2014/25/2015-BudgetJustification-030614.pdf.

Notes: Figures reflect total appropriations for all agencies. For details related to a particular agency, see the pertinent appropriations sections in this report.

The FY2013 appropriation to the FS ($5,709.8 million) was more than twice the appropriation to BLM ($2,048.1 million) and FWS ($2,591.6 million) and more than 40% bigger than the appropriation for NPS ($3,305.8 million). Of these totals, FS received the most in discretionary appropriations ($4,934.7 million), while FWS had the highest mandatory appropriation ($1,053.1 million). Wildland Fire Management constituted the largest portion of FS appropriations for the 12 states covered in this report (and overall). For the other three agencies, the biggest appropriation was for the main operations and management account.

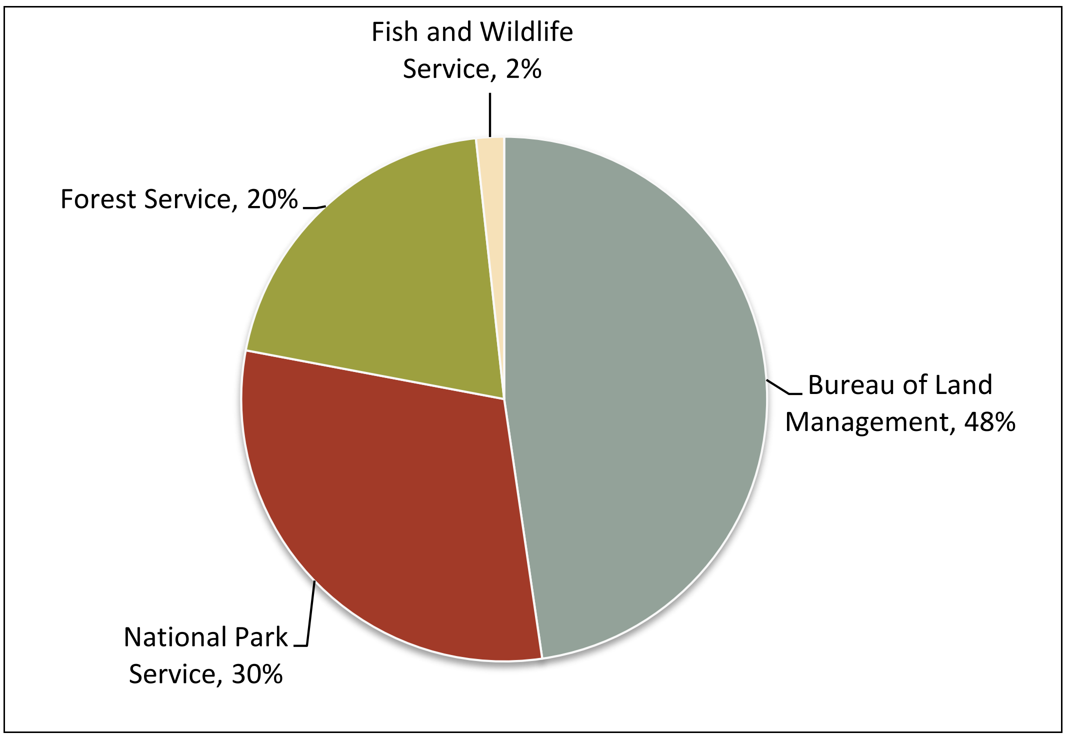
The agencies have many sources of mandatory appropriations, some of which are common among them and across states (e.g., recreation). Others are unique to one agency, with the contribution for annuity benefits for U.S. Park Police being one example. Still other mandatory accounts are specific to not only one agency but one state; this is the case for BLM's appropriations for Secure Rural Schools payments, which are made to Oregon. The largest mandatory appropriations differed among the agencies: for BLM, the Helium Production Fund[20]; for FWS, state grants for conservation of game and sport fish (Wildlife Restoration and Sportfish Restoration); for NPS, recreation fees; and for FS, payments to states generally.

[20] The operation of the "Helium Production Fund" is addressed in 50 U.S.C. §167a(c)) and §167 d(e). The name assigned to the fund by the Office of Management and Budget and the U.S. Treasury is the "Helium Fund." Thus, the two terms refer to the same fund.

Another distinction is in the extent to which the four agencies use appropriations on lands other than those they manage. Very little if any of BLM appropriations for most states are used on non-BLM lands. A relatively small amount of NPS and FS appropriations are used off agency lands. By contrast, roughly two-thirds of FWS appropriations are used on lands under non-FWS ownership.

Revenue collections during FY2013 were small for the FWS ($18.9 million) as compared with the other agencies. BLM's revenue collections were the largest ($525.0 million). They were more than double the FS amount ($223.6 million) and more than one-third bigger than NPS collections ($333.4 million). Depending on the agency and state, sources of revenue might include land sales, grazing, timber, hardrock minerals, recreation, and rights of way. Sales of helium were the biggest revenue source for BLM. FWS had four revenue sources of roughly the same size (from $4.0 million to $5.0 million). On NPS lands, recreation generated the most revenue ($179.5 million). While recreation also was the single largest source of revenue on FS lands ($61.4 million), revenue/collections associated with timber or salvage timber sales collectively were a larger portion of FS revenues ($129.5 million). **Figure 2** shows revenues collected by agency.

Figure 2. Comparison of Revenues Collected by Agency, FY2013



Source: Prepared by CRS with data from various sources. BLM and NPS figures were derived primarily from data from the respective agencies. FWS information was derived from U.S. Department of the Interior, Budget Justifications and Performance Information, Fiscal Year 2015, Fish and Wildlife Service, at http://www.fws.gov/budget/2014/FY2015_FWS_Greenbook-DOI31014.pdf. FS information was derived from U.S. Department of Agriculture, Forest Service, All Service Receipts (ASR), Final Forest Statement of Receipts (ASR-13-2), http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprd3795423.pdf.

Notes: For details related to a particular agency, see the pertinent revenue sections in this report.

Supplementing the appropriations to BLM, FWS, NPS, and FS are allocations of funding from outside the agencies. A major allocation is from the Federal Highway Administration for federal lands highway programs. Of the total distributed in FY2013 ($573.8 million), the NPS received almost half ($280.6 million), and another two-fifths ($227.2 million) went to state Programming

Decisions Committees. Smaller amounts were allocated to the FWS ($36.5 million), FS ($19.8 million), and BLM ($9.6 million). With a distribution of $86.5 million, California received significantly more funds than any other state; the next largest distribution was $36.1 million for Montana, and only nine states received more than $20.0 million.[21] Two eastern states—Connecticut and Delaware—received the lowest distributions (less than $0.1 million). Factors affecting the distribution among states include the amount of federal lands, public road miles, recreational visitation, and federal public bridges as well as agency priorities.

The Payments in Lieu of Taxes program and FS Payments to States program compensate local governments for the presence of federally owned land. PILT applies to many types of federal lands, with payments based on county population and several other factors. Of the total PILT payment in FY2013 ($401.8 million), 17 states (and other areas) received less than $1.0 million, while 10 states received more than $20.0 million. The FS Payments to States program provided $312.5 million in FY2013 payments to counties with national forest lands and certain BLM forested lands. Payments are based on either historic or current revenue generated on the lands and other considerations. Of the 41 states that received FY2013 payments, 21 received less than $2.0 million.[22] Oregon received the highest payment—$97.1 million—about three times more than the next highest state.

From federal onshore areas, ONRR reported collecting $4,296.9 million in mineral leasing revenues during FY2013. The revenue was from different types of payments: bonuses, rents, and royalties. It derived from many energy and mineral commodities, including coal, gas, hardrock minerals, oil, phosphate, sodium, and sulfur. The FY2013 total was from federal lands in 37 states. Wyoming and New Mexico together accounted for more than two-thirds of the total, while about half the states had revenue of less than $1.0 million (including 13 states with no onshore receipts). Revenue levels not only vary widely among states but can vary considerably from year to year. Factors affecting revenues derived in each state include the amount of federal acreage, the extent of that acreage containing recoverable energy and mineral resources, weather conditions, and other circumstances.

The total funding for federal land management in a state, and total revenues derived from federal lands in a state, are difficult to ascertain with certainty for varied reasons. They include differences among agencies in how they receive and allocate appropriations and define, organize, and report data. For these and other reasons, figures in this report are not aggregated across states. Moreover, there are variations from year to year in appropriations among states and revenues derived on federal lands across states. This report provides a snapshot of one fiscal year.

Bureau of Land Management

Appropriations

The Bureau of Land Management (BLM) estimates that appropriations for FY2013 were $2,048.1 million.[23] The majority of this funding was discretionary. Specifically, the total includes $1,714.9

[21] However, the FHWA could not identify $82.9 million by state, so this amount is not reflected in the state totals discussed here.

[22] In addition, Puerto Rico received a payment of less than $2.0 million.

[23] This total includes a $478.1 million allocation from DOI's Wildland Fire Management account. However, it excludes a total of $2.6 million in allocations from several other accounts outside BLM, such as the Forest Service's State and Private Forestry account.

(continued...)

million (83.7%) in discretionary appropriations and $333.1 million (16.3%) in mandatory appropriations. According to the BLM, virtually all appropriations to the agency are used for managing agency-owned lands.[24] **Table 1** and **Figure 3** provide the discretionary, mandatory, and total BLM appropriations by state.

Discretionary Appropriations

For FY2013, BLM received $1,714.9 million in discretionary appropriations through six accounts, as shown in **Table 2**. The largest account was for Management of Lands and Resources, which in FY2013 received $1,020.9 million (59.5%) of BLM's discretionary appropriation. This account funds an array of BLM programs and activities, including land resources, wildlife and fisheries, threatened and endangered species, recreation, energy and minerals, and resource planning for agency lands. The second-largest discretionary appropriation was for Wildland Fire Management.[25] This account funds fire preparedness and suppression, hazardous fuels reduction, and other programs. BLM's allocation from this department-wide account comprised $478.1 million (27.9%) of the agency's discretionary appropriations for FY2013.

The FY2013 appropriations for BLM's four other discretionary accounts were considerably smaller. Oregon and California Grant Lands received $106.0 million (6.2%) of the discretionary appropriation for managing certain timberlands in western Oregon.[26] Another $62.4 million (3.6%) was for the Working Capital Fund, a revolving fund used for purchasing supplies, equipment, facilities, and services in support of BLM programs.[27] Service Charges, Deposits, and Forfeitures provided $26.3 million (1.5%) of discretionary appropriations. The account funds administrative expenses and other costs of certain BLM actions for which the public has paid fees, such as for processing applications and authorizations for use of public lands and resources. The remaining $21.2 million (1.2%) of the discretionary appropriation was for Land Acquisition, for BLM to acquire lands or interests in land.[28]

(...continued)

Also, as noted in the introduction to this report, this figure represents *new* FY2013 budget authority. *Total* BLM budget authority for FY2013 would be larger, due to the carry-over of funds from prior fiscal years. Most notably, the total FY2013 budget authority in the special account established under the Southern Nevada Public Land Management Act of 1998 (SNPLMA) was $484.9 million. Nearly all of the money in the account was from the sale of BLM lands in Clark County, NV prior to FY2013. The new FY2013 budget authority derived from these sales was only $10.5 million, as shown in **Table 3**, below.

[24] A primary exception is appropriations derived from BLM land sales under SNPLMA. The majority of proceeds (85%) of these land disposals are deposited into a special account. The proceeds in the special account are used for the benefit of multiple agencies, including BLM, FWS, NPS, and FS. Further, the remaining 15% of the proceeds from BLM land sales under SNPLMA are not used on BLM lands; these funds are paid to the state of Nevada and the Southern Nevada Water Authority.

[25] For information on appropriations over time for managing wildfires and for statistics on wildfires, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by (name redacted).

[26] For information on Oregon and California grant lands, including management, federal payments to O&C counties, and issues for Congress, see CRS Report R42951, *The Oregon and California Railroad Lands (O&C Lands): Issues for Congress*, by (name redacted)

[27] The fund is credited with payments from appropriations, and funds from BLM and other agencies and sources, for the cost of furnishing supplies, equipment, facilities, and services. The appropriations are classified as discretionary. The authority to spend is based on collections credited to the fund in a particular year, which were $62.4 million in FY2013, according to the BLM Budget Office.

[28] An interest in land is something less than full ownership, such as a conservation easement or mineral rights.

Mandatory Appropriations

A variety of laws provide for mandatory appropriations for BLM. Of the $333.1 million provided under these laws in FY2013, the largest amount was from the Helium Production Fund—about three-fifths ($202.2 million, 60.7%) of the FY2013 mandatory appropriation. In FY2013, receipts from BLM sales of federal crude helium were deposited in the Helium Production Fund.[29] The second-largest mandatory appropriation, with $38.0 million (11.4%) of the total, was for Secure Rural Schools payments to western Oregon counties.[30] The Land and Resources Management Trust Fund, with $21.8 million (6.5%) of the mandatory appropriations, reflects donations to BLM from individuals, companies, state agencies, and others for certain activities and services. Another $17.5 million (5.3%) was from receipts from recreation fees, with $16.7 million (5.0%) from onshore mineral leasing receipts deposited in the Permit Processing Improvement Fund. Land disposals in Nevada under the Southern Nevada Public Land Management Act and livestock grazing on BLM lands (Range Improvements) generated another $10.5 million (3.2%) and $9.5 million (2.9%), respectively. The remaining $16.9 million (5.1%) of mandatory appropriations derived from several other sources. **Table 3** contains the mandatory appropriations by account.

Discussion

BLM manages its lands through 12 state offices, which in some cases administer BLM lands and onshore federal minerals in more than one state. Each of these state offices received a portion of BLM's FY2013 appropriations, as did the Office of Fire and Aviation, a national-level office. Other FY2013 appropriations were not allocated to any state office. Most of these funds, shown as "no state" in the tables, were provided to BLM headquarters in Washington, DC, for expenses that support all BLM land management and national programs.

As shown in **Table 1** and **Figure 3**, BLM state offices received widely varying amounts of FY2013 appropriations, ranging from $17.0 million for all eastern states to $299.6 million for New Mexico. The level of appropriations allocated by BLM to state offices is influenced by a number of factors. One is the amount of lands and onshore federal minerals managed by BLM, of which acreages vary widely among states.[31] Different land resources, conditions, uses, and impacts can affect the cost of land management, as can demographics. Another variable is the extent of wildfire suppression and other fire activity, which affects the allocation of funds among states for wildland fire management.

Another factor is that some programs may have no or very little activity within a state, resulting in none or a small portion of these program funds being allocated to the state. In particular, some programs are specific to one state, and some of these state-specific programs received relatively large appropriations. For example, the New Mexico state office received the largest FY2013 appropriation because BLM's sale of helium is shown as budget authority for that state.[32]

---

[29] Under current law, 50 U.S.C. §167d, revenues in excess of amounts needed to operate the helium program are paid to the General Fund of the U.S. Treasury.

[30] For information on the Secure Rural Schools and Community Self-Determination Act of 2000, including its relationship with other compensation programs, legislative history, and issues for Congress, see CRS Report R41303, *Reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000*, by (name redacted)

[31] For the acreage of land managed by BLM in each state, see the **Appendix** of this report. These statistics were taken from Bureau of Land Management, *Public Land Statistics, 2013*, Table 1-4, at http://www.blm.gov/public_land_statistics/pls13/pls2013.pdf. For the acreage of onshore federal mineral estate managed by BLM in each state, see Table 1-3 in *Public Land Statistics, 2013*.

[32] This is because while the helium is stored in Texas, BLM does not have a separate Texas state office. Instead, the New Mexico state office administers BLM lands and onshore mineral resources in Texas. Although sold by BLM, the (continued...)

Excluding the Helium Production Fund, the appropriation for New Mexico would have been about two-thirds lower—$97.4 million. As a second example, the Oregon state office received the second-largest appropriation among states ($283.4 million),[33] primarily because it received the overwhelming majority of the discretionary appropriations for Oregon and California Grant Lands and the mandatory appropriation for Secure Rural Schools.[34]

Table 1. Bureau of Land Management Appropriations by State, FY2013

(in millions of dollars)

	Discretionary Appropriations	Mandatory Appropriations	Total Appropriations
Alaska	111.9	1.1	113.0
Arizona	75.4	2.5	77.9
California	142.5	10.2	152.7
Colorado	89.0	3.5	92.4
Eastern states	17.0	<0.1	17.0
Idaho	120.6	2.6	123.3
Montana	85.3	4.3	89.6
New Mexico	88.0	211.5	299.6
Nevada	170.1	17.1	187.2
Oregon	237.8	45.7	283.4
Utah	114.9	6.0	120.9
Wyoming	96.1	6.6	102.7
Subtotal	*1,439.8*	*310.9*	*1,750.7*
Office of Fire and Aviation	91.1	0	91.1
No state	275.1	22.2	297.3
Total	**1,714.9**	**333.1**	**2,048.1**

Source: Data provided by the Bureau of Land Management, Budget Division, July 22, 2014. Adapted by CRS.

Notes: This table shows appropriations to BLM state offices, which in some cases administer lands (and/or onshore federal minerals) in more than one state. Specifically, the eastern states office administers lands in states east of the Mississippi River; the Montana office administers lands in Montana, North Dakota, and South Dakota; the New Mexico office administers lands in Kansas, New Mexico, Oklahoma, and Texas; the Oregon office administers lands in Oregon and Washington; and the Wyoming office administers lands in Nebraska and Wyoming. The Office of Fire and Aviation is a national-level office. "No state" refers to appropriations for BLM operations that are not applied to a state office, such as appropriations for the BLM headquarters in Washington, DC.

(...continued)

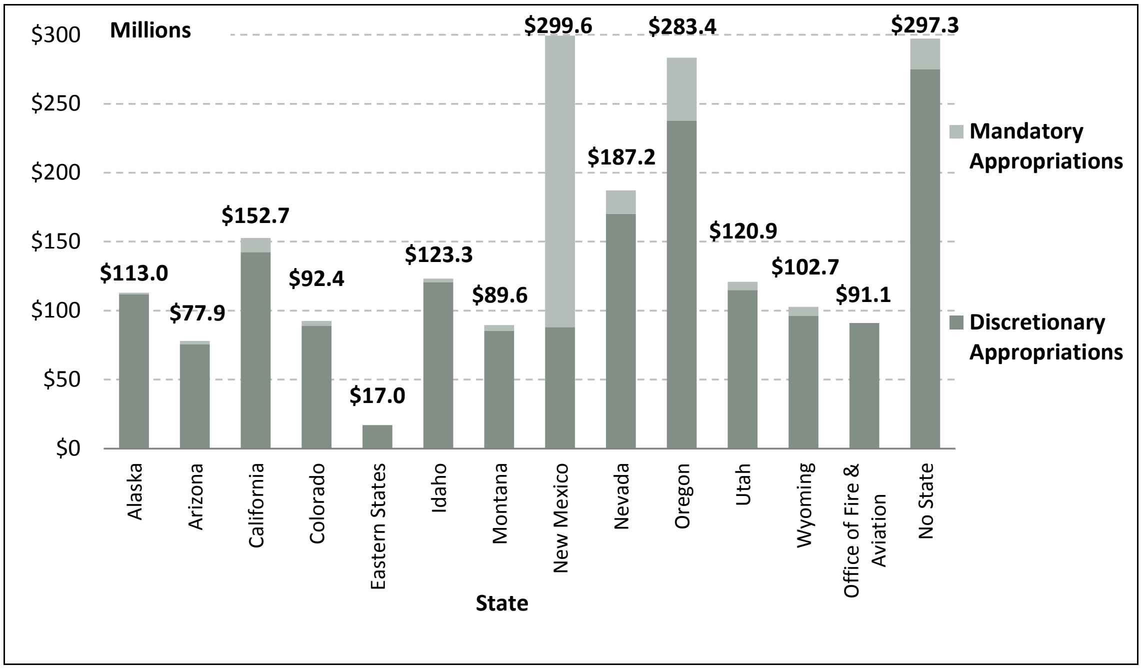
helium is not produced by BLM.

[33] This statement excludes the $297.3 million appropriation for "no state," which was higher than the appropriation for Oregon.

[34] The only BLM Secure Rural Schools payment was made to Oregon, with an additional $0.2 million for "no state" in FY2013.

Figure 3. Bureau of Land Management Appropriations by State, FY2013

(in millions of dollars)



Source: Prepared by CRS with data from the Bureau of Land Management, Budget Division, July 22, 2014. Adapted by CRS.

Notes: See notes to **Table 1**.

Table 2. Bureau of Land Management Discretionary Appropriations by State, FY2013

(in millions of dollars)

	Management of Lands and Resources[a]	Wildland Fire Management	Oregon and California Grant Lands	Working Capital Fund	Service Charges, Deposits, and Forfeitures	Land Acquisition	Total Discretionary Appropriations
Alaska	58.4	48.9	0	0.4	4.2	0	111.9
Arizona	55.9	14.8	0	3.2	0.7	0.9	75.4
California	82.2	45.1	0	6.6	3.2	5.5	142.5
Colorado	58.9	24.3	0	3.2	0.4	2.2	89.0
Eastern states	15.7	0.9	0	0.3	0.1	0	17.0
Idaho	54.4	53.3	0	12.3	0.4	0.2	120.6
Montana	56.4	20.0	0	2.9	0.6	5.3	85.3
New Mexico	66.7	12.3	0	5.7	3.2	0.1	88.0
Nevada	100.6	57.6	0	6.0	5.9	0	170.1
Oregon	62.0	70.1	94.6	9.0	1.7	0.3	237.8
Utah	72.7	32.3	0	4.8	1.2	3.9	114.9
Wyoming	77.7	10.9	0	4.3	3.2	0	96.1
Subtotal	*764.5*	*478.1*	*94.7*	*59.3*	*24.8*	*18.3*	*1,439.8*
Office of Fire and Aviation	2.9	87.5	0.1	0.6	<0.1	0	91.1
No state	256.4	0	11.3	3.0	1.5	2.8	275.1
Total	**1,020.9**	**478.1**	**106.0**	**62.4**	**26.3**	**21.2**	**1,714.9**

Source: Data provided by the Bureau of Land Management, Budget Division, July 22, 2014. Adapted by CRS.

Notes: See notes to **Table 1**.

a. Figures in this column reflect spending authority from offsetting collections, including mining claim holding fees and fees for applications for permits to drill for oil and gas.

Table 3. Bureau of Land Management Mandatory Appropriations by State, FY2013

(in millions of dollars)

	Helium Production Fund	Secure Rural Schools	Land and Resources Management Trust Fund	Recreation Enhancement Fee Program	Permit Processing Improvement Fund	Southern Nevada Public Land Management Act	Range Improvements	Other	Total Mandatory Appropriations
Alaska	0	0	0.6	0.3	0	0	0	0.2	1.1
Arizona	0	0	0.8	1.4	0	0	0.3	<0.1	2.5
California	0	0	6.8	3.2	0	0	0.2	0.1	10.2
Colorado	0	0	0.9	0.7	1.5	0	0.4	<0.1	3.5
Eastern states	0	0	<0.1	<0.1	0	0	0	0	<0.1
Idaho	0	0	0.9	0.9	0	0	0.8	0.1	2.6
Montana	0	0	0.4	0.5	1.4	0	2.0	<0.1	4.3
New Mexico	202.2	0	3.4	0.5	4.3	0	1.2	<0.1	211.5
Nevada	0	0	2.4	4.0	0	8.3	1.1	1.3	17.1
Oregon	0	37.8	2.1	2.3	0	0	0.7	2.7	45.7
Utah	0	0	1.5	3.2	0.5	0	0.7	0.1	6.0
Wyoming	0	0	0.9	0.2	4.3	0	1.2	0.1	6.6
Subtotal	*202.2*	*37.8*	*20.6*	*17.1*	*11.9*	*8.3*	*8.5*	*4.5*	*310.9*
Office of Fire and Aviation	0	0	0	0	0	0	0	0	0
No state	0	0.2	1.2	0.4	4.8	2.3	1.0	12.4	22.2
Total	**202.2**	**38.0**	**21.8**	**17.5**	**16.7**	**10.5**	**9.5**	**16.9**	**333.1**

Source: Data provided by the Bureau of Land Management, Budget Division, July 22, 2014. Adapted by CRS.

Notes: See notes to **Table 1**. In addition, appropriated entitlements, such as some contributed funds (Land and Resources Management Trust Fund) and Range Improvement funds, are reflected in this table. For appropriated entitlements, the level of spending is controlled by authorizing statutes, but the funding is provided in the annual appropriations acts.

Revenue

Revenue collected by BLM in FY2013 totaled $525.0 million.[35] These monies were derived from a variety of activities and resources on BLM lands, donations, and payments to BLM from other entities. **Table 4** and **Figure 4** show the amount of revenue from each source during FY2013, by state.

BLM sales of helium generated the largest source of revenue—$203.7 million (38.8%) of the total. Mining claim fees, primarily from locatable minerals,[36] brought in the second largest amount, with $67.7 million (12.9%). Rents for varied uses of public lands, such as for communication, solar energy, and wind farm sites, generated $44.4 million (8.5%). Wildland fire reimbursements, which represent payments to BLM for fire work undertaken to assist other federal agencies, were $40.7 million (7.8%). BLM collected $30.9 million (5.9%) in fees from applicants for permits to drill (APD) for oil and gas on federal land. The agency also collected $27.7 million (5.3%) in fees to recover costs of certain activities, such as processing applications for rights of way. Timber receipts from Oregon and California Grant Lands and Coos Bay Wagon Road lands together totaled $25.1 million (4.8%). Other sources of revenue were donations ($22.6 million, 4.3%); fees for recreating on BLM lands ($17.9 million, 3.4%); and proceeds from sale of public domain lands and resources on those lands, for example, timber ($15.9 million, 3.0%). Ten other revenue categories generated the balance of the FY2013 revenue—$28.5 million (5.4%).

As shown in **Table 4**, BLM state offices collected widely varying amounts of revenue, ranging from $0.6 million for eastern states to $228.8 million for New Mexico. Many variables affect the level of revenue collected by each state office. They include the amount of lands and onshore federal minerals managed by BLM in the respective states. The types of resources on the lands, such as minerals, timber, and forage, and their availability, affect the level of revenues. Similarly, the kinds of land uses, such as recreation and rights of way, and the frequency and extent of these uses influence collections.

Further, while most state offices collected revenues from a variety of land uses and activities, some uses and activities are limited to one or a few states. Some of these uses and activities generated relatively large amounts of revenue in FY2013. For instance, the New Mexico state office collected the most revenue because revenue from the sales of helium—$203.7 million in FY2013—is attributed to that office.[37] Excluding helium sales, the revenue for New Mexico would have been $25.1 million. Similarly, the Oregon state office received virtually all of the $25.1 million in timber revenue from the Oregon and California Grant Lands and Coos Bay Wagon Road lands. This revenue comprised about two-thirds (64.9%) of the revenue for the Oregon state office.

[35] This total excludes "Undistributed Intergovernmental Payments" because they are transfers between accounts, not revenues collected by BLM.

[36] Locatable minerals include metallic minerals (e.g., gold, silver, copper), nonmetallic minerals (e.g., mica and gypsum), and other minerals generally found in the subsurface. Developing these minerals on federal lands is guided by the General Mining Law of 1872. The law grants free access to individuals and corporations to prospect for minerals in open public domain lands and allows them, upon making a discovery, to stake (or "locate") a claim on the deposit.

[37] This is the case even though the helium is produced in multiple states and stored in Texas. The New Mexico state office administers BLM lands and resources in Texas, as noted above.

Table 4. Bureau of Land Management Revenue by State, FY2013

(in millions of dollars)

	Helium Sales	Mining Claim Fees	Rents for Use of Public Lands	Wildland Fire Reimb.[a]	APD Fees[b]	Cost Recovery Fees	O&C Land Grant Revenues[c]	Trust Fund Donations	Recreation Fees	Public Domain Sales	Other	Total Revenues
Alaska	0	1.2	0.4	15.9	0.1	4.5	0	0.6	0.4	0.1	0.2	23.3
Arizona	0	8.1	4.6	0.1	0	0.8	0	0.9	1.5	1.4	0.6	17.9
California	0	4.7	15.6	0.3	1.4	3.5	0	7.5	3.4	2.5	0.3	39.3
Colorado	0	1.8	1.2	1.1	2.5	0.6	0	1.0	0.7	0.6	0.5	9.9
Eastern states	0	<0.1	0	0	0.3	0.2	0	<0.1	<0.1	<0.1	<0.1	0.6
Idaho	0	3.5	1.4	0.3	0	0.4	0	1.0	0.9	0.1	1.5	9.0
Montana	0	3.0	0.2	0.3	4.2	0.8	0	0.5	0.5	1.6	2.0	13.1
New Mexico	203.7	1.9	2.0	0.1	7.4	3.6	<0.1	3.4	0.5	4.2	2.1	228.8
Nevada	0	30.8	5.6	1.1	0.1	6.3	0	2.7	4.2	2.2	14.4	67.4
Oregon	0	1.2	0.6	0.1	0	1.9	25.1	2.4	2.4	1.2	3.8	38.7
Utah	0	3.7	8.8	0.1	7.9	1.6	0	1.7	3.3	0.9	1.0	28.9
Wyoming	0	7.9	4.0	<0.1	7.2	3.5	0	1.0	0.2	1.2	2.0	27.0
Office of Fire and Aviation	0	0	<0.1	21.3	0	<0.1	0	0	0	0	<0.1	21.3
Total	**203.7**	**67.7**	**44.4**	**40.7**	**30.9**	**27.7**	**25.1**	**22.6**	**17.9**	**15.9**	**28.5**	**525.0**

Source: Data provided by the Bureau of Land Management, Budget Division, July 22, 2014. Adapted by CRS.

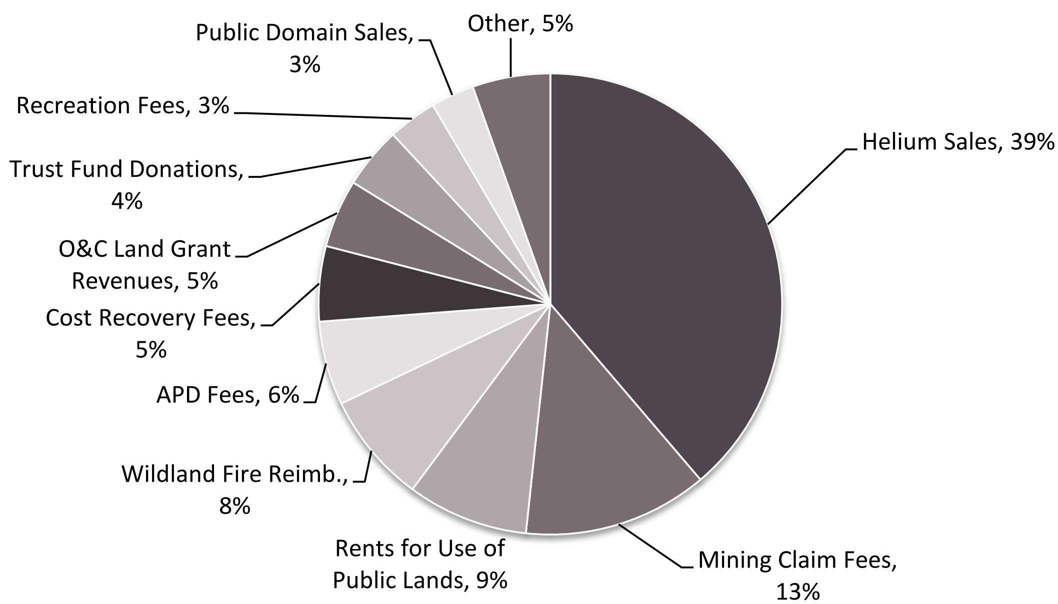
Notes: See notes to **Table 1**.

a. "Reimb." refers to reimbursements.

b. "APD" refers to applications for permits to drill.

c. This column reflects Oregon and California (O&C) Land Grant revenues and Coos Bay Wagon Road revenues.

Figure 4. Bureau of Land Management Revenue by Type, FY2013



Source: Prepared by CRS with data from the Bureau of Land Management, Budget Division, July 22, 2014.

Notes: The abbreviation "reimb." refers to reimbursements, and the acronym "APD" refers to applications for permits to drill.

Fish and Wildlife Service

Appropriations

FWS currently estimates that total appropriations for FY2013 were $2,591.6 million.[38] Of this total, $1,538.5 million (59.4%) was discretionary, and $1,053.1 million (40.6%) was mandatory. In contrast to other federal land-managing agencies, only about one-third of FWS appropriations is spent on lands owned by the agency itself.[39] Various grant programs, conservation efforts for

[38] The appropriations figures in this report differ slightly from the FY2013 estimates shown in *U.S. Department of the Interior, Budget Justifications and Performance Information, Fiscal Year 2015, Fish and Wildlife Service*, at http://www.fws.gov/budget/2014/FY2015_FWS_Greenbook-DOI31014.pdf. The figures in this report reflect the most recent data and were provided by Chris Nolin, Budget Division, Fish and Wildlife Service, on July 18, 2014.

[39] This estimate was determined by CRS as follows. First, certain accounts are not spent on FWS lands: State and Tribal Wildlife Grants, Cooperative Endangered Species Conservation Fund, North American Wetlands Conservation Account, Multinational Species Conservation Fund, Neotropical Migratory Bird Conservation Fund, Wildlife Restoration, and Sportfish Restoration; in FY2013, they totaled $1,123.3 million. Second, some major subaccounts within the Resource Management account are spent largely or entirely outside of refuge lands: Endangered Species; Habitat Conservation; Environmental Contaminants; Conservation, Enforcement, and Science; and General Operations; these subaccounts totaled $572.3 million. Third, other accounts have variable percents spent on FWS lands: Wildland Fire Management, Contributed Funds, National Wildlife Refuge Fund, and Miscellaneous Permanent Appropriations; these accounts totaled $84.1 million. Consequently, while FWS cannot provide a precise estimate, CRS estimates the total spent off of the NWRS at about two-thirds of the agency's spending. By contrast, some account-level programs are spent only on FWS lands: Construction, Land Acquisition, Migratory Bird Conservation Account, and Recreation Fee Enhancement Program. For more on FWS accounts and their purposes, see text below as well as CRS Report R43678, *Fish and Wildlife Service: FY2015 Appropriations and Policy*, by (name redacted)

migratory birds, and protections of species listed under the Endangered Species Act represent substantial expenditures within a state, but frequently not on FWS lands. Thus, FWS appropriations by state only partly correlate with the amount of agency land in the state. **Table 5** provides the discretionary, mandatory, and total FWS appropriations by state.

Discretionary Appropriations

For FY2013, FWS received $1,538.5 million in discretionary appropriations in 10 accounts, as shown in **Table 6**. The largest discretionary account by far was for Resource Management, which in FY2013 received $1,179.8 million (76.7%) of FWS discretionary appropriations. This account funds an array of FWS programs and activities, including endangered species, National Wildlife Refuge System (NWRS), migratory bird management, and law enforcement. The second largest discretionary appropriation was for Construction ($82.7 million, 5.4%), which funds construction, improvement, and removal of buildings and other facilities. In addition, dam repair, replacement of facilities damaged by disasters, construction of solar arrays, and project design are funded through this account. Supplemental appropriations for Construction, beyond those provided in annual appropriations laws, are sometimes enacted in the wake of natural or man-made disasters.[40] The next-largest accounts in FY2013 were State and Tribal Wildlife Grants ($58.1 million, 3.8%); Wildland Fire Management ($53.0 million, 3.4%); and Land Acquisition ($51.8 million, 3.4%). Other accounts shown in **Table 6** include the Cooperative Endangered Species Conservation Fund ($45.2 million, 2.9%), and the North American Wetlands Conservation Account ($34.1 million, 2.2%).[41]

The three smallest accounts shown in the table merit further explanation. The National Wildlife Refuge Fund (NWRF), though largely dependent on discretionary appropriations, is supported to a limited extent by mandatory appropriations based on national receipt collection.[42] **Table 6** reflects the total appropriation for the NWRF program. In FY2012, the gross receipts were $7.2 million, and this amount was made available without further appropriation in FY2013. The discretionary appropriation was $14.0 million, making a total of $21.2 million (1.4% of discretionary spending) for the NWRF program in FY2013.[43] A portion of the receipts ($3.2 million) was allocated to the expenses involved in managing the revenue-generating activities. The remaining net receipts ($4.0 million) were added to the discretionary appropriation, making $19.0 million (1.2% of discretionary spending) to be allocated to local governments pro rata, based on a statutory formula.

Appropriations for the other two small accounts, the Multinational Species Conservation Fund ($9.0 million, 0.6% of discretionary spending) and the Neotropical Migratory Bird Conservation Fund ($3.6 million, 0.2%), are both spent primarily in other nations.[44] They are included in the

---

[40] For example, under P.L. 113-2, $64.6 million in FY2013 supplemental Construction funding was provided to Delaware and New Jersey in the wake of Superstorm Sandy.

[41] The total of $34.1 million includes $0.5 million in mandatory appropriations.

[42] For an overview of the NWRF, see CRS Report R42404, *Fish and Wildlife Service: Compensation to Local Governments*, by (name redacted) Details regarding NWRF funding were provided by Cathy Deamer, FWS Budget Office, October 20, 2014.

[43] In addition, in FY2013, $8.0 million was collected in gross receipts for activities on wildlife refuges. This amount became available without further appropriation for expenditure in FY2014. Some will be used to offset costs of managing revenue-generating programs and the remainder for payment to local governments.

[44] For additional information on these two funds, see CRS Report RS21157, *International Species Conservation Funds*, by (name redacted) and (name redacted).

total for Virginia, where FWS national headquarters is located and through which such appropriations are allocated.

Mandatory Appropriations

A variety of laws provide for mandatory appropriations for FWS. Of the $1,053.1 million provided under these laws in FY2013, the largest amounts were from a pair of funds: the Wildlife Restoration Fund ($534.2 million, 50.7% of all FWS mandatory spending) and the Sportfish Restoration Fund ($439.1 million, 41.7%).[45] See **Table 7**. Together, they were 92.4% of all FWS mandatory appropriations in FY2013. These two programs provide for formula-based grants to states and territories for the conservation of game and sportfish, respectively. The two programs are funded by excise taxes on guns, revolvers, ammunition, bows, and arrows in the case of the Wildlife Restoration Fund and on rods, reels, motorboat fuel, and other fishing equipment for the Sportfish Restoration Fund. A much smaller mandatory appropriation is the Migratory Bird Conservation Account (MBCA, $65.0 million, 6.2%), funded largely by the sale of duck stamps and by import duties on arms and ammunition.[46] The MBCA funds the acquisition of lands and interests in lands to benefit habitat for migratory waterfowl and upland game birds.

The collections in these three funds during one year are available, without further appropriation, to FWS in the following year.[47] FWS spends the funds without regard to the state in which they were collected.

In FY2013, there were three additional mandatory appropriations. One was the Recreation Fee Enhancement Program, which allows FWS sites to collect entrance and other fees and use them to enhance visitor experiences. The program affected 164 sites in FY2013, with total collections of $5.0 million (0.5% of mandatory appropriations). The second appropriation, Contributed Funds, derives from voluntary contributions from state governments and other entities to support specified conservation activities. Amounts may vary from year to year, and totaled $5.0 million (0.5% of mandatory appropriations) in FY2013. Third, Miscellaneous Permanent Appropriations includes several appropriations that totaled $4.9 million (0.5%) in FY2013. Most of the funding was derived from rental fees for FWS staff quarters, generally in isolated locations, and was used for operation and maintenance of those quarters. Other programs funded by Miscellaneous Permanent Appropriations were management activities on Army Corps of Engineers lands managed by FWS, certain lands in Nevada, and other areas.

Discussion

FWS owns or manages land in all 50 states, four territories, and in minor outlying islands that are not part of any territory. In addition, the agency spends funds in the District of Columbia and the Commonwealth of the Northern Mariana Islands even though there are no FWS lands in those jurisdictions. Among the states, the FY2013 appropriation for Virginia was the largest ($264.6 million), given the presence of the agency's headquarters. California, with a number of refuges, major state grants, and a variety of conflicts concerning endangered species and water management, received the second-largest appropriation ($169.7 million). Alaska, having by far the largest acreage in the NWRS, was next ($149.5 million). Other states with over $100 million in FY2013 appropriations were Georgia ($112.0 million), Minnesota ($105.4 million), and

[45] For more information on these two programs, see http://wsfrprograms.fws.gov/home.html.

[46] For more information on the MBCA, see http://www.fws.gov/refuges/realty/mbcc.html.

[47] These revenues are not included in the totals in the section below on "Revenue."

Oregon ($100.4 million). By contrast, jurisdictions with FY2013 appropriations under $5 million were Midway Islands ($4.1 million), Guam ($3.6 million), Commonwealth of the Northern Mariana Islands ($2.5 million), American Samoa ($2.2 million), and Virgin Islands ($2.2 million).

The level of appropriations allocated by FWS to various states is influenced by a number of factors. One is the amount of land managed by FWS, which varies widely among states.[48] For instance, while some states have relatively large amounts of FWS land, the District of Columbia has none and Connecticut, Rhode Island, and the Virgin Islands have among the least. Different land resources, conditions, uses, and impacts can affect the cost of land management, as can demographics. Another variable is the cost of travel, with Alaska, Hawaii, and outlying islands, among others, having high operating costs due in part to the expense of staff travel to these locations.

Other factors influencing spending are the number of species listed under the Endangered Species Act, the presence of wetlands, entry ports for regulated wildlife, and other programs. Still other differences can arise from the two major grant programs with mandatory appropriations: the Wildlife Restoration Program and the Sportfish Restoration Program. The allocation of funds for both depends on a statutory formula based on the area of the state and the number of licensed hunters or fishers, respectively. Thus, large states with many hunters and fishers will receive larger amounts of funding, while small states with few hunters and few fishers will receive relatively little.

Table 5. Fish and Wildlife Service Appropriations by State, FY2013

(in millions of dollars)

	Discretionary Appropriations	Mandatory Appropriations	Total Appropriations
Alabama	7.3	19.4	26.7
Alaska	108.2	41.3	149.5
Arizona	17.5	20.2	37.7
Arkansas	11.6	15.9	27.5
California	123.2	46.5	169.7
Colorado	73.1	26.5	99.7
Connecticut	3.6	7.4	11.1
Delaware	22.5	7.7	30.2
District of Columbia	17.1	1.2	18.3
Florida	48.1	22.0	70.1
Georgia	79.7	32.4	112.0
Hawaii	29.9	7.7	37.5
Idaho	15.3	16.0	31.3
Illinois	13.4	18.6	32.1
Indiana	5.4	13.8	19.2

[48] For the acreage of land managed by FWS, see the **Appendix** of this report. These statistics were taken from *Statistical Data Tables for Lands Under Control of the Fish and Wildlife Service (as of 9/30/2013)*, on the FWS website at http://www.fws.gov/refuges/land/LandReport.html. Data for earlier fiscal years also are at this site.

	Discretionary Appropriations	Mandatory Appropriations	Total Appropriations
Iowa	8.7	14.5	23.3
Kansas	6.9	14.7	21.6
Kentucky	4.4	14.4	18.8
Louisiana	18.7	20.6	39.3
Maine	10.6	9.5	20.1
Maryland	13.0	9.7	22.6
Massachusetts	58.1	22.3	80.4
Michigan	16.1	29.0	45.1
Minnesota	63.4	42.0	105.4
Mississippi	13.8	11.5	25.3
Missouri	8.5	23.2	31.8
Montana	26.8	23.5	50.2
Nebraska	9.0	12.8	21.8
Nevada	12.7	14.3	26.9
New Hampshire	4.1	7.6	11.7
New Jersey	30.9	8.9	39.8
New Mexico	59.0	19.1	78.0
New York	17.8	26.1	43.8
North Carolina	20.9	24.7	45.6
North Dakota	24.4	28.5	52.9
Ohio	4.3	18.5	22.7
Oklahoma	12.6	18.6	31.3
Oregon	70.2	30.2	100.4
Pennsylvania	7.2	27.1	34.2
Rhode Island	3.9	6.7	10.6
South Carolina	11.5	16.1	27.6
South Dakota	14.3	32.2	46.5
Tennessee	12.7	19.4	32.1
Texas	45.7	47.1	92.8
Utah	9.9	17.0	26.9
Vermont	4.3	6.8	11.1
Virginia[a]	215.5	49.1	264.6
Washington	48.7	18.1	66.8
West Virginia	28.0	9.1	37.1
Wisconsin	18.9	28.2	47.0
Wyoming	8.0	15.1	23.1

	Discretionary Appropriations	Mandatory Appropriations	Total Appropriations
American Samoa	0.1	2.0	2.2
Guam	1.6	2.0	3.6
Northern Mariana Islands	0.4	2.0	2.5
Puerto Rico	7.4	5.8	13.2
Virgin Islands	0.1	2.0	2.2
Midway Islands[b]	3.8	0.3	4.1
Unallocated geography[c]	5.5	6.2	11.7
Total	1,538.5	1,053.1	2,591.6

Source: Data provided by Chris Nolin, Budget Division, Fish and Wildlife Service, July 18, 2014. Adapted by CRS.

Notes:

a. Figures for Virginia reflect the presence of FWS national headquarters.

b. Midway Islands are shown separately because they are not considered part of any state or territory.

c. Unallocated geography reflects certain offshore expenditures in Minor Outlying Islands, primarily in the Pacific Ocean.

Table 6. Fish and Wildlife Service Discretionary Appropriations by State, FY2013

(in millions of dollars)

	Resource Mgmt.	Construction	State and Tribal Wildlife Grants	Wildland Fire Mgmt.	Land Acquisition	Cooperative Endangered Species Conserv. Fund	North Amer. Wetlands Conserv. Account	Natl. Wildlife Refuge Fund	Multinatl. Species Conserv. Fund	Neotropical Migratory Bird Conserv. Fund	State Totals
Alabama	6.2	0	0.7	<0.1	0	0.4	0	<0.1	0	0	7.3
Alaska	100.1	0.7	2.8	2.3	2.1	0.1	0	0.1	0	0	108.2
Arizona	14.5	0	1.2	1.4	0	0.4	0	0	0	0	17.5
Arkansas	9.1	0	0.5	0.2	0	1.3	0.3	0.1	0	0	11.6
California	93.0	<0.1	3.1	4.2	3.4	15.3	3.0	1.1	0	0	123.2
Colorado	61.8	1.0	1.6	1.5	1.0	0.6	1.9	3.8	0	0	73.1
Connecticut	0.6	1.0	0.5	0	1.6	0	0	0	0	0	3.6
Delaware	2.3	19.7	0.5	0	0	0	0	0	0	0	22.5
District of Columbia	16.9	0	0.2	0	0	0	0	0	0	0	17.1
Florida	35.5	<0.1	2.1	3.5	4.0	2.8	0	0.1	0	0	48.1
Georgia	48.7	0.9	2.2	3.5	13.4	1.6	0	9.3	0	0	79.7
Hawaii	26.3	0	0.5	0	0	3.1	0	0	0	0	29.9
Idaho	11.8	0	0.6	2.7	0	0.2	0	<0.1	0	0	15.3
Illinois	10.9	0.3	1.5	0.6	0	0	0	0.1	0	0	13.4
Indiana	4.0	0	0.8	0.3	0	0.3	0	0	0	0	5.4
Iowa	5.8	0	0.6	0.4	1.0	0	1.0	0	0	0	8.7
Kansas	5.4	0	0.7	0.8	0	<0.1	0	<0.1	0	0	6.9
Kentucky	2.6	0	0.6	<0.1	1.0	0.2	0	0	0	0	4.4
Louisiana	16.8	0	0.7	0.7	0	0.1	0.3	0.1	0	0	18.7

	Resource Mgmt.	Construction	State and Tribal Wildlife Grants	Wildland Fire Mgmt.	Land Acquisition	Cooperative Endangered Species Conserv. Fund	North Amer. Wetlands Conserv. Account	Natl. Wildlife Refuge Fund	Multinatl. Species Conserv. Fund	Neotropical Migratory Bird Conserv. Fund	State Totals
Maine	9.3	0.6	0.5	0.2	0	0	0	0	0	0	10.6
Maryland	11.1	0.7	0.6	0.5	0	0	0	<0.1	0	0	13.0
Massachusetts	40.9	5.8	2.7	1.3	4.8	0.1	0	2.5	0	0	58.1
Michigan	10.0	4.4	1.3	0.2	0	0.3	0	0	0	0	16.1
Minnesota	48.6	2.1	3.5	3.5	2.7	0.1	1.0	1.9	0	0	63.4
Mississippi	10.4	0	0.5	1.3	0	0.1	1.3	<0.1	0	0	13.8
Missouri	7.2	0	0.9	0.1	0	0.3	0	0	0	0	8.5
Montana	23.5	0	0.8	0.8	1.5	0.1	0	0.1	0	0	26.8
Nebraska	6.8	0	0.6	0.4	0	0.2	1.0	<0.1	0	0	9.0
Nevada	11.1	0	0.8	0.3	0	0.5	0	0	0	0	12.7
New Hampshire	3.7	<0.1	0.5	0	0	0	0	<0.1	0	0	4.1
New Jersey	7.4	22.0	0.9	0.2	0	0.4	0	0	0	0	30.9
New Mexico	50.2	0.7	1.4	2.5	3.2	0.4	0	0.6	0	0	59.0
New York	10.8	4.7	2.2	<0.1	0	0	0	0	0	0	17.8
North Carolina	12.1	5.8	1.2	1.5	0	0.3	0	0	0	0	20.9
North Dakota	17.1	0	0.5	1.2	3.2	0.1	2.0	0.4	0	0	24.4
Ohio	2.9	0	1.3	<0.1	0	0	0	0	0	0	4.3
Oklahoma	10.7	0	0.7	1.0	0	0.1	0	0.1	0	0	12.6
Oregon	58.5	1.1	2.0	2.6	3.2	1.4	1.0	0.3	0	0	70.2
Pennsylvania	5.4	<0.1	1.5	<0.1	0	0.2	0	0	0	0	7.2

	Resource Mgmt.	Construction	State and Tribal Wildlife Grants	Wildland Fire Mgmt.	Land Acquisition	Cooperative Endangered Species Conserv. Fund	North Amer. Wetlands Conserv. Account	Natl. Wildlife Refuge Fund	Multinatl. Species Conserv. Fund	Neotropical Migratory Bird Conserv. Fund	State Totals
Rhode Island	1.8	1.4	0.5	0.2	0	0	0	0	0	0	3.9
South Carolina	9.4	0	0.6	1.4	0	0.1	0	<0.1	0	0	11.5
South Dakota	10.9	0	0.5	0.8	0.1	<0.1	2.0	<0.1	0	0	14.3
Tennessee	10.8	0	0.8	<0.1	0	1.0	0	<0.1	0	0	12.7
Texas	36.8	0	1.0	4.6	1.0	2.2	0	0.2	0	0	45.7
Utah	7.3	0	0.7	0.4	0	1.5	0	<0.1	0	0	9.9
Vermont	2.9	0.9	0.5	0	0	0	0	0	0	0	4.3
Virginia[a]	170.1	7.2	1.1	2.2	3.5	1.4	17.2	0.2	9.0	3.6	215.5
Washington	38.8	0.2	1.0	2.0	1.0	5.6	0	0.1	0	0	48.7
West Virginia	26.0	1.5	0.5	<0.1	0	0	0	0	0	0	28.0
Wisconsin	15.4	0	0.8	0.8	0	0.7	1.2	0	0	0	18.9
Wyoming	6.5	0	0.5	<0.1	0	0.1	0.8	0	0	0	8.0
American Samoa	0	0	0.1	0	0	0	0	0	0	0	0.1
Guam	1.1	0	0.1	0	0	0.3	0	0	0	0	1.6
Northern Mariana Islands	0	0	0.1	0	0	0.3	0	0	0	0	0.4
Puerto Rico	6.7	0	0.2	0.2	0	0.3	0	0	0	0	7.4
Virgin Islands	<0.1	0	0.1	0	0	0	0	0	0	0	0.1
Midway Islands[b]	3.8	0	0	0	0	0	0	0	0	0	3.8

	Resource Mgmt.	Construction	State and Tribal Wildlife Grants	Wildland Fire Mgmt.	Land Acquisition	Cooperative Endangered Species Conserv. Fund	North Amer. Wetlands Conserv. Account	Natl. Wildlife Refuge Fund	Multinatl. Species Conserv. Fund	Neotropical Migratory Bird Conserv. Fund	State Totals
Unallocated geography[c]	1.6	0	3.2	0.3	0	0.4	0	0	0	0	5.5
Total	**1,179.8**	**82.7**	**58.1**	**53.0**	**51.8**	**45.2**	**34.1**[d]	**21.2**[e]	**9.0**	**3.6**	**1,538.5**

Source: Data provided by the Fish and Wildlife Service, Budget Division, July 18, 2014. Adapted by CRS.

Notes:

a. Figures for Virginia reflect the presence of FWS headquarters.

b. Midway Islands are not considered part of any state or territory.

c. Unallocated geography reflects certain offshore expenditures in minor outlying islands, primarily in the Pacific Ocean.

d. This total includes $475,000 in fines under the Migratory Bird Treaty Act. Although this funding is mandatory, it is included here because the amount is very small.

e. This total includes $7.2 million in gross receipts collected on NWRS lands in FY2012 and made available for expenditure in FY2013. Although this funding is mandatory, it is reflected here because it is relatively small. However, it is discussed in the section on "Revenue."

Table 7. Fish and Wildlife Service Mandatory Appropriations by State, FY2013

(in millions of dollars)

	Wildlife Restoration	Sportfish Restoration	Migratory Bird Conservation Account	Contributed Funds	Recreation Fee Enhancement Program	Miscellaneous Permanent Appropriations	State Totals
Alabama	12.7	6.6	0	0	<0.1	0.1	19.4
Alaska	21.9	18.0	0	0.3	0.2	0.9	41.3
Arizona	13.0	7.0	0	0	<0.1	0.2	20.2
Arkansas	9.6	6.1	0	0	0.1	<0.1	15.9
California	19.3	22.1	4.4	0.1	0.1	0.5	46.5
Colorado	13.8	9.4	3.1	0.1	<0.1	0.1	26.5
Connecticut	3.9	3.5	0	0	<0.1	0	7.4
Delaware	3.1	4.5	0	0	<0.1	0	7.7
District of Columbia	0	1.2	0	0	0	0	1.2
Florida	9.3	11.8	0	0.1	0.7	0.1	22.0
Georgia	12.6	18.5	0.9	0.1	0.1	0.2	32.4
Hawaii	3.1	3.5	0	0.2	0.7	0.1	7.7
Idaho	9.7	6.2	0	<0.1	<0.1	0.1	16.0
Illinois	11.0	7.1	0	<0.1	0.4	0.1	18.6
Indiana	9.1	4.7	0	0	<0.1	<0.1	13.8
Iowa	8.7	4.6	1.1	0	<0.1	<0.1	14.5
Kansas	9.3	5.0	0	0	<0.1	0.3	14.7
Kentucky	9.1	5.3	0	0	<0.1	<0.1	14.4
Louisiana	9.9	8.4	2.1	<0.1	0.2	<0.1	20.6
Maine	5.7	3.7	0	0.1	<0.1	<0.1	9.5
Maryland	5.1	3.6	0.8	<0.1	<0.1	0.1	9.7
Massachusetts	6.1	14.8	1.0	0.1	0.2	0.1	22.3
Michigan	17.0	11.9	0	0.1	<0.1	<0.1	29.0
Minnesota	17.3	18.4	5.3	0.9	0	<0.1	42.0
Mississippi	7.0	4.2	<0.1	0.1	0.1	<0.1	11.5
Missouri	14.9	8.2	0	0.1	<0.1	<0.1	23.2
Montana	13.6	8.4	1.3	<0.1	<0.1	0.1	23.5
Nebraska	8.4	4.4	0	<0.1	0	<0.1	12.8
Nevada	9.0	5.2	0	0	0	0.1	14.3
New Hampshire	3.1	4.5	0	0	0	<0.1	7.6
New Jersey	5.2	3.5	0	0.1	<0.1	0.1	8.9
New Mexico	10.7	7.6	0.6	0	0.1	0.1	19.1

	Wildlife Restoration	Sportfish Restoration	Migratory Bird Conservation Account	Contributed Funds	Recreation Fee Enhancement Program	Miscellaneous Permanent Appropriations	State Totals
New York	14.0	9.5	2.3	0.2	<0.1	0.1	26.1
North Carolina	13.5	11.1	0	0.1	<0.1	<0.1	24.7
North Dakota	8.9	3.9	15.2	0.3	<0.1	0.1	28.5
Ohio	11.2	7.2	0	0.1	<0.1	<0.1	18.5
Oklahoma	11.4	7.2	0	0	<0.1	0.1	18.6
Oregon	12.1	17.4	0.4	0.1	0	0.2	30.2
Pennsylvania	18.9	8.2	0	0	<0.1	0	27.1
Rhode Island	3.1	3.5	0	0	<0.1	0	6.7
South Carolina	6.6	7.9	1.5	<0.1	0.1	<0.1	16.1
South Dakota	9.3	4.3	18.5	0	0	<0.1	32.2
Tennessee	12.9	6.4	0	<0.1	<0.1	0	19.4
Texas	23.6	20.5	2.6	0.1	0.2	0.1	47.1
Utah	9.3	6.4	1.2	<0.1	0	<0.1	17.0
Vermont	3.1	3.5	0	0.2	0	<0.1	6.8
Virginia[a]	17.6	27.3	2.1	1.0	0.9	0.2	49.1
Washington	10.0	7.2	0.5	<0.1	0.2	0.2	18.1
West Virginia	5.6	3.5	0	<0.1	<0.1	<0.1	9.1
Wisconsin	16.0	12.1	0	0.1	<0.1	<0.1	28.2
Wyoming	9.2	5.4	0	0.3	0.1	0.1	15.1
American Samoa	0.9	1.2	0	0	0	0	2.0
Guam	0.9	1.2	0	0	0	0	2.0
Northern Mariana Islands	0.9	1.2	0	0	0	0	2.0
Puerto Rico	2.2	3.5	0	0	0	0	5.8
Virgin Islands	0.9	1.2	0	0	<0.1	0	2.0
Midway Islands[b]	0	0	0	0	0	0.3	0.3
Unallocated Geography[c]	0	6.2	0	0	0	0	6.2
Total	**534.2**	**439.1**	**65.0**	**5.0**	**5.0**[d]	**4.9**	**1,053.1**

Source: Data provided by the Fish and Wildlife Service, Budget Division, July 18, 2014. Adapted by CRS.

Notes:

a. Figures for Virginia reflect the presence of FWS national headquarters.

b. Midway Islands are not considered part of any state or territory.

c. Unallocated geography reflects certain offshore expenditures in minor outlying islands, primarily in the Pacific Ocean.

d. As noted in the "Introduction" section of this report, figures throughout the report may not add to totals shown due to rounding. This is the case with the figures in this column, due in part to the large number of figures reflected as <0.1.

Revenue

Revenues associated with FWS can be divided into two categories. First are those that are collected by the Treasury Department, then transferred and made available without further appropriation to FWS for expenditure in the following year. In this category there are three programs: the large Wildlife Restoration and Sportfish Restoration programs, funded by excise taxes on hunting and fishing equipment, respectively, and the somewhat smaller Migratory Bird Conservation Account, funded by the sale of duck stamps and by import duties on arms and ammunition. In all three cases, revenues are devoted to program activities, with a small set-aside for program administration. In general, collection of these revenues cannot be attributed by FWS to a particular state. Moreover, their expenditure is unrelated to the state where they were collected. (See the section "Mandatory Appropriations" above regarding all three programs.)

In the second category are revenues collected by FWS itself. The agency collects relatively little revenue directly as compared with other land management agencies covered in this report. Nationally, for FY2013, FWS collected $18.9 million in revenues.[49] Under law, activities in the NWRS must be compatible with the purposes for which the refuge was designated.[50] As a result, few commercial activities are permitted on lands in the NWRS unless the activities benefit wildlife conservation. For a number of years, it has been the policy of FWS gradually to eliminate preexisting incompatible uses from refuges, except in cases of valid existing rights over which the agency has no control.[51] With few permitted commercial activities, very little revenue is usually collected in the NWRS. Because the revenue generated from these four sources is relatively small, no state breakdowns are provided in this section.

The FY2013 revenue collected by FWS derives from four sources, as shown in **Figure 5**. They are:

- Recreation fees ($5.0 million) are used largely or entirely at the refuges where they are collected.[52] On refuges where collections are substantial, the effects on those refuges may also be substantial.
- Funds contributed for special projects at specific sites ($5.0 million) may be used in the year of the donation or in subsequent years, depending on the nature of the project, planning time, permits, and similar variables.

---

[49] The FY2013 total does not include fines under various laws, such as the Lacey Act (18 U.S.C. §42). It was derived from *U.S. Department of the Interior, Budget Justifications and Performance Information, Fiscal Year 2015, Fish and Wildlife Service*, at http://www.fws.gov/budget/2014/FY2015_FWS_Greenbook-DOI31014.pdf. This source provides additional information on the various programs mentioned here.

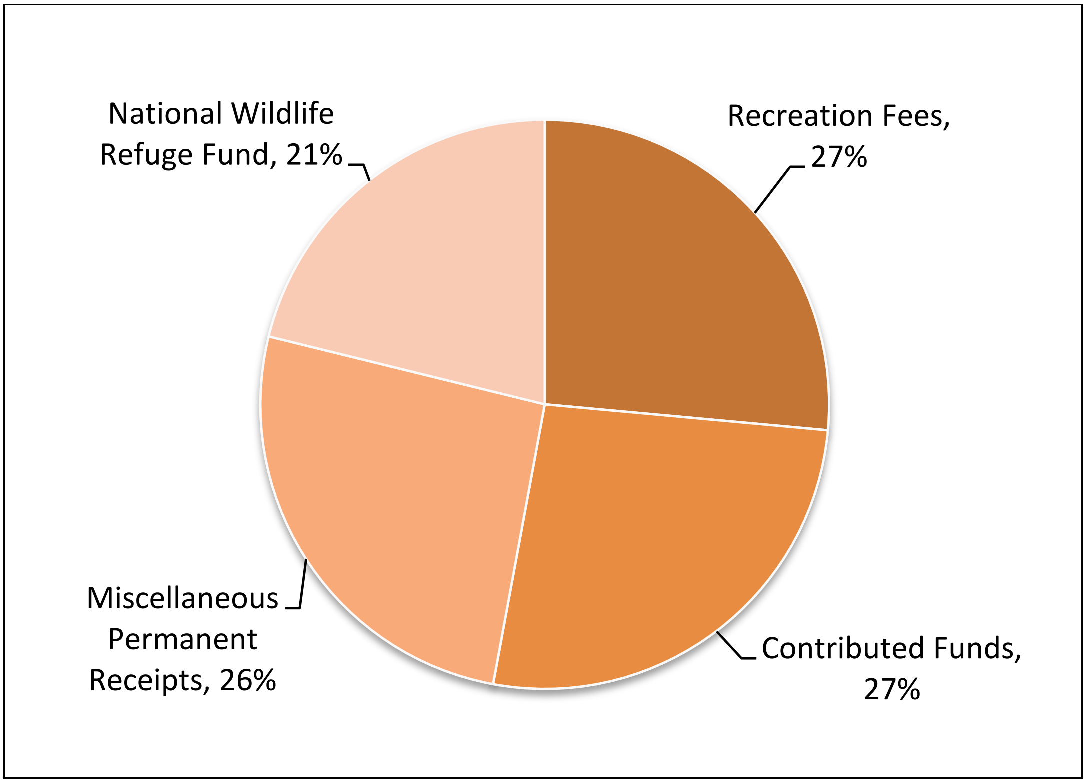
[50] See 16 U.S.C. §668dd. Note that some economic activity may occur in the NWRS and generate revenue, but not for FWS. Examples may include preexisting energy or mineral rights. This section reflects only receipts collected by FWS.

[51] In some instances, FWS lacks discretion to reduce or eliminate commercial activities. Examples include split estates, in which some other entity owns subsurface rights to energy or mineral resources; secondary FWS jurisdiction, where some other federal agency has primary jurisdiction; and the presence of easements or leases.

[52] In some FWS regions, collections are used only at the site where they were collected. Other regions hold up to 20% of collections from a site for distribution to other, less-visited sites in the same region in the following year.

- Miscellaneous permanent receipts ($4.9 million) are authorized by multiple statutes with different rules about availability of funds in the year of deposit or in subsequent years.[53]
- Funds were collected at refuges for certain commercial activities in FY2012, and the net amount was paid into the National Wildlife Refuge Fund in FY2013 ($4.0 million in net revenues). The receipts are derived from the sale of products, such as timber or gravel; rights of way; grazing permits; and leases for accommodations (such as those built for oil and gas exploration or development). Any given refuge may have all, few, or none of these activities.

Figure 5. Fish and Wildlife Service Revenue by Type, FY2013



Source: Prepared by CRS with data from *U.S. Department of the Interior, Budget Justifications and Performance Information, Fiscal Year 2015, Fish and Wildlife Service*, at http://www.fws.gov/budget/2014/FY2015_FWS_Greenbook-DOI31014.pdf.

National Park Service

Appropriations

The National Park Service (NPS) estimates that its discretionary appropriations for FY2013 were $2,885.2 million,[54] and its mandatory appropriations were $420.6 million,[55] for a total FY2013

[53] For more information on these programs, see Miscellaneous Permanent Appropriations in *U.S. Department of the Interior, Budget Justifications and Performance Information, Fiscal Year 2015, Fish and Wildlife Service*, at http://www.fws.gov/budget/2014/FY2015_FWS_Greenbook-DOI31014.pdf.

appropriation of $3,305.8 million. Discretionary appropriations constituted 87.3% of the total, and mandatory appropriations constituted 12.7%. The FY2013 appropriations were distributed across all 50 states, the District of Columbia, and eight U.S. territories or associated states.

NPS appropriations were used both to manage agency-owned lands and to assist managers of nonfederal lands with preservation and recreation activities. Although the NPS administers many programs for nonfederal assistance, the great majority of agency appropriations go to federal units of the National Park System. One discretionary account used for agency lands—the Operation of the National Park System account—alone received over three-fifths of all NPS appropriations in FY2013.

Discretionary Appropriations

Table 8 shows the Park Service's FY2013 discretionary appropriations, by account, for each state or other area. The discretionary total of $2,885.2 million covered five accounts specific to the NPS, as well as funds allocated from a DOI department-wide account for Wildland Fire Management.[56] Nearly three-quarters of the appropriations ($2,097.3 million, or 71.9%)[57] went to the Operation of the National Park System (ONPS) account, which supports the day-to-day operations of the parks. Activities covered by this account include visitor services, natural and cultural resource stewardship, facility operations and maintenance, and park protection, among others. The majority of funds are provided directly to managers of individual park units.

The second-largest amount was $453.9 million (15.6%) for Construction. This account funds new construction projects as well as repairs and improvements to existing facilities. In FY2013, the appropriation included supplemental funding of $329.8 million[58] in P.L. 113-2 for response to and recovery from Superstorm Sandy, which severely damaged park units on the East Coast. Another $110.2 million (3.8%) was allocated to the NPS from DOI's department-wide account for Wildland Fire Management.

A total of $100.5 million (3.4%) was appropriated for the Historic Preservation Fund (HPF) account, which assists states and localities with the conservation of cultural and historical sites and assets. This total included supplemental funding of $47.5 million[59] in P.L. 113-2 for

---

(...continued)

[54] This total includes $110.2 million allocated to NPS from a DOI-wide account for Wildland Fire Management. If the Wildland Fire allocation were not included, the total discretionary appropriation would be $2,774.9 million. The total includes a supplemental appropriation of $377.3 million for disaster relief under P.L. 113-2, and also reflects a $30 million rescission of contract authority from the Land and Water Conservation Fund. The figures shown here and in **Table 8** for discretionary appropriations are based on personal communication with the NPS Budget Office, September-November 2014.

[55] The total for FY2013 mandatory appropriations is drawn from National Park Service, *Budget Justifications and Performance Information, Fiscal Year 2015*, p. Overview-5, at http://www.nps.gov/aboutus/upload/FY-2015-Greenbook-Linked.pdf, hereinafter referred to as NPS FY2015 budget justification.

[56] NPS also received funding from other department-wide or other agency accounts: DOI's Central Hazardous Materials Fund; DOI's Natural Resource Damage Assessment and Restoration Fund; DOI's Office of the Secretary, Departmental Operations account; BLM's Southern Nevada Public Lands Management account; FS's State and Private Forestry account; and two Federal Highway Administration accounts. These allocations are not reflected in **Table 8**. Tables in this report for other agencies (e.g., BLM and FS) may reflect some of these monies.

[57] All percentages in this section are derived from the total discretionary appropriation, before the $30 million rescission of Land and Water Conservation Fund contract authority.

[58] This figure shows the supplemental Construction appropriation after sequestration.

[59] This figure shows the supplemental HPF appropriation after sequestration. The supplemental funding resulted in a higher HPF total for eastern states such as New York and New Jersey than would have been appropriated by formula (continued...)

Superstorm Sandy disaster relief. Funding is distributed to states and territories on a formula basis. State and tribal historic preservation offices administer the HPF grants, which normally require a 60% federal/40% state match.

The Land Acquisition and State Assistance account, containing NPS's share of appropriations from the Land and Water Conservation Fund (LWCF), received $96.6 million (3.3%).[60] These appropriations fund both NPS land acquisition and assistance to states for outdoor recreation purposes. The National Recreation and Preservation account, which provides assistance to state, local, tribal, and private land managers, received $56.7 million (1.9%). The largest single program contained in this account is for NPS assistance to national heritage areas.[61]

Mandatory Appropriations

The NPS does not track mandatory appropriations by state, and thus no table of NPS mandatory appropriations is provided in this report. In FY2013, the agency received an overall total of $420.6 million from 16 mandatory appropriations, primarily composed of agency receipts.[62] Most of the receipts were retained for use in the states in which they were collected; thus, the breakdown of NPS revenue collections by state in **Table 9** may give some general sense of the geographic distribution of the agency's mandatory appropriations. However, there are significant differences between the revenues collected and the mandatory appropriations for each state. First, although park units in each state retain most of the revenues they collect, they do not retain them all; different amounts are deposited in a central fund depending on the type of revenue and other circumstances (see below). Second, in FY2013 the amount of collected revenues actually available to the states was reduced by budget sequestration, which is not reflected in the revenue table. Third, in addition to the revenue programs shown in **Table 9**, the NPS has some additional mandatory appropriations that do not come from revenues collected by the agency and thus are not shown in the table.[63] Given these differences, it is not possible to closely estimate each state's mandatory appropriation from the revenue amounts.

The largest source of NPS mandatory appropriations in FY2013 was the Recreation Fee Program, authorized under the Federal Lands Recreation Enhancement Act (FLREA).[64] The act allows the NPS to charge fees for entrance to park units and for certain recreational activities. Between 60%

(...continued)

(see **Table 8**).

[60] For more information on the LWCF, see CRS Report RL33531, *Land and Water Conservation Fund: Overview, Funding History, and Issues*, by (name redacted) .

[61] For more information on national heritage areas, see CRS Report RL33462, *Heritage Areas: Background, Proposals, and Current Issues*, by (name redacted) and (name redacted) .

[62] The 16 mandatory appropriations were the Recreation Fee Program; Concessions Franchise Fees; Contribution for Annuity Benefits for U.S. Park Police; Donations; Operation and Maintenance of Quarters; Transportation Systems Fund; Concessions Improvement Accounts; Park Buildings Lease and Maintenance Fund; Glacier Bay National Park Resource Protection; Deed Restricted Parks Fee Program; Filming and Photography Special Use Fee Program; Educational Expenses for Children of Employees at Yellowstone National Park; Outer Continental Shelf Oil Lease Revenues; Delaware Water Gap National Recreation Area Route 209 Operations; Payment for Tax Losses on Land Acquired for Grand Teton National Park; and Preservation of the Birthplace of Abraham Lincoln. The mandatory total of $420.6 million also includes Land and Water Conservation Fund contract authority of $30 million, although this authority was rescinded in FY2013 in P.L. 113-6. See NPS FY2015 budget justification, p. Overview-38.

[63] For example, mandatory appropriations from the Treasury for annuity benefits to U.S. Park Police are not included in **Table 9**.

[64] 16 U.S.C. §§6801-6814. FLREA applies to five federal agencies. For background, see CRS Report RL33730, *Recreation Fees Under the Federal Lands Recreation Enhancement Act*, by (name redacted) .

and 100% of the fees collected under the act are retained for use at the collecting park, while the remainder are placed in a central account and may be used elsewhere in the system (for example, at parks with no fee collections).[65] In FY2013, NPS mandatory appropriations from recreation fees totaled $177.7 million, or 42.2% of all mandatory appropriations.[66] Almost all the states collected recreation fees and retained funding from the program.

The next-largest source of NPS mandatory appropriations was the Concession Franchise Fee program, consisting of fees paid to the agency by concessioners.[67] Mandatory appropriations from this program totaled $64.5 million in FY2013 (15.3%), and involved most of the states.

Other sources of mandatory appropriations included the Contribution for Annuity Benefits for U.S. Park Police, with $45.1 million (10.7%), consisting of funds warranted to the NPS from a permanent, indefinite appropriation at the Treasury Department for certain police retirement benefits; Donations, with $39.3 million (9.3%), consisting of direct cash donations to the Park Service; Operation and Maintenance of Quarters, $21.3 million (5.1%), comprising rents and charges for employee use of government housing and amenities; the Transportation Systems Fund, with $16.2 million (3.9%), covering fees for the use of public transportation services within the National Park System; Concessions Improvement Accounts of $14.2 million (3.4%), consisting of monies for facility improvements paid by some concessioners under a program that is being phased out; and the Park Buildings Lease and Maintenance Fund with $6.3 million (1.5%), composed of rents from leases on NPS buildings and other property under various provisions of law, among others.

Discussion

Units of the National Park System exist in all 50 states,[68] the District of Columbia, and several territories.[69] The agency also provides assistance to nonfederal land managers in all the states and other areas. Accordingly, funds from several NPS accounts—such as the ONPS account for park operations, the Historic Preservation Fund for state and local preservation activities, and the Land and Water Conservation Fund, which includes state assistance grants—have very broad geographic distribution.[70]

The appropriated amounts vary considerably by state and from year to year within a given state. The distribution of NPS funding across states is related to the amount of land administered by NPS in each state but also influenced by many other factors. Although Alaska contains far and away the greatest portion of NPS lands—nearly two-thirds of the acreage of the entire system—several states (California, Colorado, New York, and Pennsylvania) and the District of Columbia

---

[65] In general, the law (16 U.S.C. §6806) provides for at least 80% of fees to be used at the collecting site, although the Interior Secretary may reduce this amount to as little as 60% if the revenue collected exceeds the unit's reasonable needs. In FY2013, the majority of NPS units retained 80% of collected recreation fees, and parks collecting less than $500,000 in recreation fees retained 100%.

[66] The amount reflects sequestration and includes both the Recreation Fee Program and the Deed Restricted Parks Fee Program. The latter program involves Great Smoky Mountains National Park (Tennessee and North Carolina), Lincoln Home National Historic Site (IL), and Abraham Lincoln Birthplace National Historic Site (KY), where entrance fees cannot be collected because of deed restrictions. Other types of recreation fees are collected at these parks.

[67] 16 U.S.C. §§5951-5966, National Park Service Concessions Management Improvement Act of 1998.

[68] However, for the first half of FY2013, there was no park unit in Delaware; see **Table 8**. The state of Delaware nonetheless received some NPS appropriations in FY2013, such as through the Historic Preservation Fund.

[69] For the acreage of land managed by NPS, see the **Appendix** of this report.

[70] Some other NPS appropriations—for example, for NPS Construction, and National Recreation and Preservation—were not as widely distributed, reaching only certain states and territories in FY2013.

received higher appropriations than Alaska in FY2013. Other factors influencing appropriations to each state include the extent of visitor services at its national park units; park security needs, which may be especially great in urban areas;[71] the presence of NPS regional offices in a state;[72] the number of facilities to be maintained in each park unit; and the costs of mitigating threats to natural and cultural resources, among others.

In FY2013, appropriations by state also were affected by the impact of Superstorm Sandy on many East Coast parks. Congress appropriated supplemental funding of $377.3 million for the Construction account and the Historic Preservation Fund, to be used for response to and recovery from the storm. Eastern states such as New York, where the Statue of Liberty and other assets suffered serious damage, benefited from these funds. For example, New York's share of appropriations from NPS's Construction account in FY2013 was over 60% of the account total.

Table 8. National Park Service Discretionary Appropriations by State, FY2013

(in millions of dollars)

	Operation of the NPS	Construction	Wildland Fire Management	Historic Preservation Fund	Land Acquisition and State Assistance	National Recreation and Preservation	Total Discretionary
Alabama	5.9	0	0.9	0.8	0.6	0.2	8.3
Alaska	61.6	14.9	5.0	1.0	0.4	1.0	83.8
Arizona	59.2	0.9	6.5	0.8	5.8	0	73.2
Arkansas	14.0	0	0.8	0.7	0.5	0	16.0
California	170.6	9.0	51.7	1.4	5.4	2.8	240.9
Colorado	55.1	28.5	14.9	0.8	0.7	6.9	107.0
Connecticut	1.3	0	0	8.7	0.6	0.7	11.3
Delaware	0[a]	0	0	0.5	0.4	0	0.9
Dist. of Columbia	793.1	18.2	0.3	1.0	27.8	16.8	857.2
Florida	50.4	12.8	4.3	1.0	1.8	0.2	70.4
Georgia	31.1	1.8	1.8	0.9	1.0	4.1	40.6
Hawaii	24.0	0.1	0.6	0.6	0.4	0	25.7
Idaho	7.9	0	3.0	0.7	0.4	0	11.9
Illinois	3.2	0	0	1.1	1.4	0.7	6.4
Indiana	10.3	0	1.1	0.9	0.8	0	13.1
Iowa	2.4	0	0	0.8	0.5	0	3.7
Kansas	5.2	0	0	0.8	0.5	0.3	6.8
Kentucky	10.4	0	0.4	0.8	0.6	0	12.2
Louisiana	7.4	0	0	0.8	0.7	2.2	11.0

[71] For example, the NPS maintains a police force, the U.S. Park Police, for three urban areas—New York, San Francisco, and Washington, DC.

[72] The NPS has seven regional offices, located in Alaska, California, Colorado, Nebraska, Pennsylvania, Georgia, and Washington, DC. Washington, DC, is also where the agency has its headquarters. Washington, DC, received the most NPS appropriations ($857.2 million) of any location in FY2013.

	Operation of the NPS	Construction	Wildland Fire Management	Historic Preservation Fund	Land Acquisition and State Assistance	National Recreation and Preservation	Total Discretionary
Maine	9.1	0	0.4	0.7	0.4	0	10.6
Maryland	34.7	7.4	<0.1	0.8	0.8	0.2	43.8
Massachusetts	41.5	5.7	0.4	0.9	0.9	0.5	49.9
Michigan	13.1	0	0	1.0	1.1	0.4	15.7
Minnesota	9.0	0	0.4	0.9	0.7	0	11.0
Mississippi	16.3	0	0	0.7	0.5	0.3	17.8
Missouri	22.3	<0.1	0.7	0.9	0.7	0	24.8
Montana	21.2	0.4	0.7	0.7	1.6	0	24.7
Nebraska	16.6	1.9	1.5	0.7	0.4	3.8	24.9
Nevada	15.3	0	<0.1	0.7	0.5	0.2	16.7
New Hampshire	1.4	0	0	0.6	0.4	0	2.3
New Jersey	14.9	36.9	0.5	14.0	1.1	0.3	67.7
New Mexico	24.3	0.5	3.8	0.7	0.5	0.2	30.0
New York	96.1	275.1	0	14.9	1.9	0.6	388.6
North Carolina	30.0	7.0	1.1	0.9	0.9	0.6	40.5
North Dakota	4.2	0	0.3	0.7	0.4	0	5.6
Ohio	16.7	0.3	0	1.0	1.2	0	19.2
Oklahoma	5.0	0	0.1	0.8	0.6	0	6.5
Oregon	9.9	0	0.4	0.8	0.6	0	11.8
Pennsylvania	82.6	3.6	0.7	1.1	1.3	10.7	99.9
Rhode Island	0.7	0	0	3.8	0.4	0.3	5.2
South Carolina	6.7	0.2	0.1	0.7	0.6	0	8.4
South Dakota	12.3	3.0	1.1	0.7	0.4	0	17.4
Tennessee	23.8	0.1	<0.1	0.8	0.7	0	25.5
Texas	35.7	<0.1	3.0	1.2	2.2	0	42.1
Utah	30.9	0.1	1.3	0.7	0.5	0.3	33.8
Vermont	1.9	0	0	0.6	0.3	0	2.8
Virginia	61.5	4.0	0.9	0.8	0.9	0	68.1
Washington	40.2	2.2	1.6	0.9	1.8	0	46.7
West Virginia	16.6	9.8	0.2	0.7	0.4	0	27.6
Wisconsin	7.1	0	0	0.9	0.7	0	8.7
Wyoming	46.9	9.2	1.0	0.7	8.4	0	66.2
American Samoa	1.8	0	0	0.4	<0.1	0	2.3
FS of Micronesia	0	0	0	0.4	0	0	0.4
Guam	1.5	0	0	0.4	<0.1	0	1.9

	Operation of the NPS	Construction	Wildland Fire Management	Historic Preservation Fund	Land Acquisition and State Assistance	National Recreation and Preservation	Total Discretionary
Marshall Islands	0	0	0	0.2	0	0	0.2
N. Mariana Islands	1.5	0	0	0.4	<0.1	0	1.9
Palau	0	0	0	0.2	0	0	0.2
Puerto Rico	3.3	0.2	0	0.6	0.6	0	4.6
Virgin Islands	7.6	0	0	0.4	2.8	0	10.7
Unallocated Geography	0	0.3	-1.7	17.5	9.0	2.8	27.9
Rescission	0	0	0	0	0	0	*-30.0*[b]
Total	**2,097.3**	**453.9**	**110.2**	**100.5**	**96.6**	**56.7**	**2,885.2**[b]

Source: NPS Budget Office, personal communication, September-November 2014.

Notes: Figures reflect a supplemental appropriation in P.L. 113-2 for Superstorm Sandy response and recovery. The supplemental added $329.8 million to the NPS's Construction account and $47.5 million to the Historic Preservation Fund account.

The total includes allocations to the NPS from a central DOI fund for Wildland Fire Management but does not include other allocations to the NPS.

"Unallocated geography" refers to funding that was not allocated to individual states.

a. The state of Delaware did not contain a national park unit at the start of FY2013. The President proclaimed the First State National Monument in Delaware on March 25, 2013. Operating funds were first appropriated for this park unit in FY2014.

b. The total reflects a $30.0 million rescission of contract authority from the Land and Water Conservation Fund. Thus, the column totals for the individual appropriations accounts do not sum to the discretionary appropriations total.

Revenue

The NPS estimates its collected revenues at $333.4 million for FY2013.[73] **Table 9** shows revenues collected in each state,[74] and **Figure 6** shows revenues collected by type. The largest source of NPS revenues in FY2013 was the Recreation Fee Program, through which the agency collected $179.5 million (53.8% of the total). The second-largest source was Concession Franchise Fees, with $64.8 million (19.4%) collected. Revenues were $21.3 million (6.4%) from Operation and Maintenance of Quarters, $16.2 million (4.9%) from the Transportation Systems Fund, $6.3 million (1.9%) from the Park Buildings Lease and Maintenance Fund, and $45.3 million (13.6%) from a variety of other sources.[75] These programs are discussed further in the "Mandatory Appropriations" section.

[73] Personal communication with NPS budget office, September-November 2014.

[74] As discussed above, not all NPS revenues collected within a state necessarily stay within that state, so the revenue amounts do not match the state's mandatory appropriation from a given account. A state's mandatory appropriation from a revenue program such as the Recreation Fee Program or the Concession Franchise Fee Program could be either less or more than the amount of revenues collected in that state. The appropriation could be less because some of the collected fees were placed in a central NPS account, rather than being retained in the state. A state's mandatory appropriation from the program could also be more than was collected—for example, if a state whose parks collected no recreation or concession fees had monies allocated to it from the central funds.

[75] The other sources primarily included $39.3 million in direct donations to the parks. In **Table 9**, these donations are (continued...)

The revenues collected in each state varied, with the highest totals in California ($64.6 million), Arizona ($35.2 million), Colorado ($33.1 million), and Utah ($20.7 million). These states contain some of the National Park System's best-known units—such as Grand Canyon National Park (AZ), Yosemite National Park (CA), Zion National Park (UT), and Rocky Mountain National Park (CO)—which receive high numbers of visitors. However, park visitation levels do not necessarily correspond with revenue collections. For example, in 2013, several of the most visited park units (such as the Lincoln Memorial in Washington, DC; Great Smoky Mountains National Park in North Carolina and Tennessee, and the Natchez Trace Parkway in Alabama, Mississippi, and Tennessee) were in states with relatively low amounts of revenues. In addition to visitor traffic, revenues also depend on whether entrance and recreation use fees are charged at a state's park units; how high the fees are; how much concessioners pay to the NPS to offer visitor services; and whether other types of fees, such as those for the use of transportation within the parks or for operation and maintenance of quarters, are collected.

Revenues collected in some states in FY2013 were affected by damages to the parks from Superstorm Sandy. Some park units were closed for long periods of time after the storm. For example, the Statue of Liberty and Ellis Island in New York were closed from the time the storm struck (on October 28, 2012) through July 4, 2013, depressing park visitation and revenues in New York during FY2013.

Table 9. National Park Service Revenue by State, FY2013

(in millions of dollars)

	Recreation Fees[a]	Concession Franchise Fees	O&M of Quarters	Transportation Systems Fund	Park Buildings Lease and Maintenance Fund	Other[b]	Total Revenues
Alabama	<0.1	0	0	0	0	0	<0.1
Alaska	1.7	4.4	1.1	0	0.3	4.3[c]	11.8
Arizona	26.9	8.3	0	0	0	0.1	35.2
Arkansas	0.5	0.2	0	0	0	<0.1	0.6
California	36.8	17.0	5.3	1.2	4.0	0.4	64.6
Colorado	8.7	1.7	9.4	13.3	<0.1	<0.1	33.1
Connecticut	<0.1	0	0	0	0	0	<0.1
Delaware	0	0	0	0	0	0	0
District of Columbia	0.5	1.1	0.5	0.2	<0.1	<0.1	2.3
Florida	5.1	1.3	0	0	0	<0.1	6.4
Georgia	1.4	0.1	1.4	0.5	0.2	0	3.7
Hawaii	7.3	0	0	0	0	<0.1	7.3
Idaho	3.0	0	0	0	0	0	3.0

(...continued)

shown in the "Unallocated geography" row, since the agency does not track its donations by state. Another source is the Filming and Photography Special Use Fee Program, which collects fees from commercial filmmakers and photographers. These revenues were collected in many states but totaled a relatively small amount (less than $1 million). Other sources are specific to a single park unit.

	Recreation Fees[a]	Concession Franchise Fees	O&M of Quarters	Transportation Systems Fund	Park Buildings Lease and Maintenance Fund	Other[b]	Total Revenues
Illinois	0.1	0	0	0	0	<0.1	0.1
Indiana	0.3	0	0	0	0	0	0.3
Iowa	<0.1	0	0	0	0	0	<0.1
Kansas	0	0	0	0	0	0	0
Kentucky	3.1	0.2	0	0	0	<0.1	3.2
Louisiana	0	0	0	0	0	0	0
Maine	2.8	0.6	0	0	0	0	3.3
Maryland	2.9	0.1	0	0	0	<0.1	3.0
Massachusetts	1.6	0.1	0	0	0	<0.1	1.7
Michigan	2.2	0.2	0	0	0	<0.1	2.3
Minnesota	0.1	<0.1	0	0	0	0	0.1
Mississippi	1.1	0.2	0	0	0	<0.1	1.3
Missouri	2.8	0.1	0	0	0	<0.1	2.9
Montana	9.6	0.3	0	0	0	0.9[d]	10.7
Nebraska	0.1	0	0.7	<0.1	0.4	0	1.2
Nevada	1.0	0.8	0	0	0	<0.1	1.8
New Hampshire	<0.1	0	0	0	0	0	<0.1
New Jersey	0.4	1.3	0	0	0	<0.1[e]	1.6
New Mexico	2.7	0.6	0	0	0	<0.1	3.3
New York	3.8	4.8	0	0	0	0.1	8.6
North Carolina	4.6	0.8	0	0	0	0	5.4
North Dakota	0.5	<0.1	0	0	0	0	0.5
Ohio	0.3	0	0	0	0	<0.1	0.3
Oklahoma	0.3	0	0	0	0	0	0.3
Oregon	1.6	0.4	0	0	0	0	2.0
Pennsylvania	0.3	<0.1	2.9	1.0	1.4	<0.1[e]	5.6
Rhode Island	<0.1	0	0	0	0	0	<0.1
South Carolina	0.1	0.7	0	0	0	0	0.8
South Dakota	2.4	1.9	0	0	0	<0.1	4.3
Tennessee	0.2	0	0	0	0	<0.1	0.2
Texas	1.7	0.2	0	0	0	<0.1	2.0
Utah	14.7	6.0	0	0	0	0.1	20.7
Vermont	<0.1	0	0	0	0	0	<0.1
Virginia	7.5	3.1	0	0	0	<0.1	10.6
Washington	6.2	1.5	0	0	0	<0.1	7.8

	Recreation Fees[a]	Concession Franchise Fees	O&M of Quarters	Transportation Systems Fund	Park Buildings Lease and Maintenance Fund	Other[b]	Total Revenues
West Virginia	<0.1	0	0	0	0	<0.1	<0.1
Wisconsin	0.1	<0.1	0	0	0	0	0.1
Wyoming	5.8	6.9	0	0	0	0.1[d]	12.8
Puerto Rico	2.2	<0.1	0	0	0	<0.1	2.2
Virgin Islands	0.7	0.1	0	0	0	<0.1	0.8
Unallocated Geography	4.3[a]	0	0	0	0	39.3[f]	43.6
Total	**179.5**	**64.8**	**21.3**	**16.2**	**6.3**	**45.3**	**333.4**

Source: NPS Budget Office, personal communication, September-November 2014.

Notes: In general, figures in the table reflect revenues collected and thus do not reflect sequestration. However, in the case of Recreation Fees, the amounts shown for *individual states* do reflect sequestration (see note "a"), although the total does not.

a. The Recreation Fee collections shown for each individual state are reduced based on the President's March 1, 2013, sequester order. The amount of revenue that was sequestered is represented under unallocated geography, due to NPS tracking procedures. Revenues from certain sales of interagency recreation passes also are included in the unallocated geography category for Recreation Fees.

b. Figures in this column include revenues from the Filming and Photography Special Use Fee Program, as well as any other programs specifically noted.

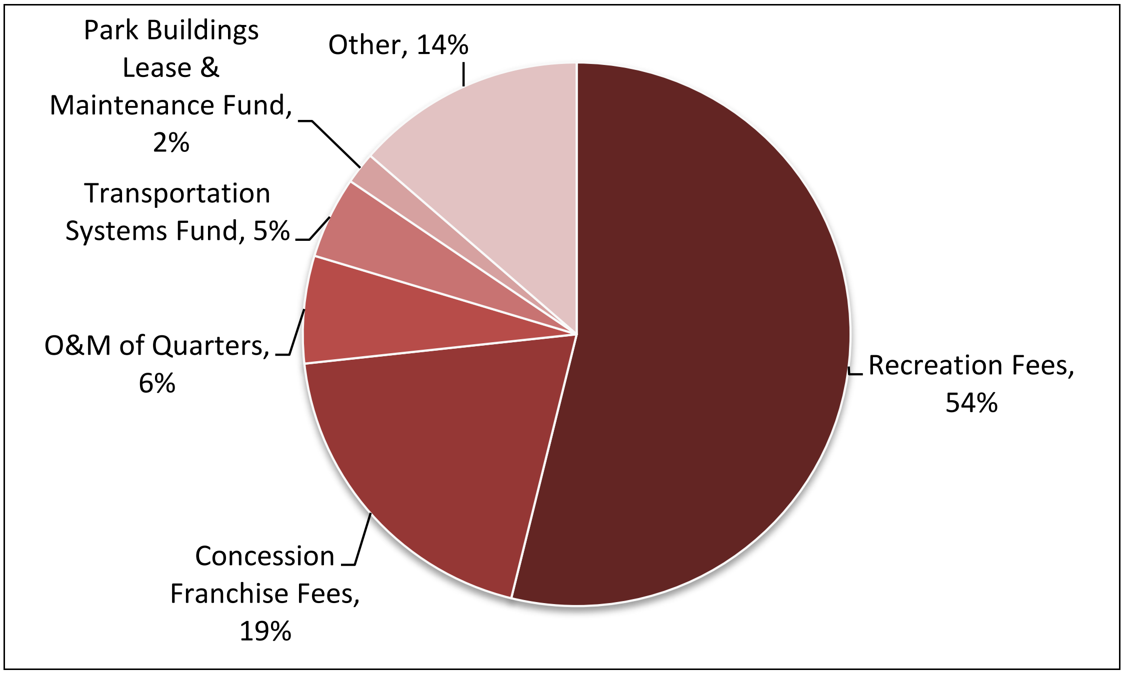
c. This figure includes filming and photography fees and Glacier Bay National Park Resource Protection.

d. The figures for Montana and Wyoming include filming and photography fees and visitor fees used for educational expenses of the children of employees at Yellowstone and for payment for tax losses on land at Grand Teton.

e. The figures for New Jersey and Pennsylvania include fees from filming and photography and from Delaware Water Gap National Recreation Area Route 209 Operations.

f. This figure primarily represents donations. The Park Service does not track donations by state, although some funding may be for use at a specific site depending on the terms of the donation.

Figure 6. National Park Service Revenue by Type, FY2013



Source: Prepared by CRS with data from the NPS Budget Office, personal communication, September-November 2014.

Forest Service

Appropriations

Appropriations data for the Forest Service (FS) are provided in this report for 12 western states: Alaska, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming. Those 12 western states contain 163.7 million acres (84.8%) of the total 193.0 million acres of the National Forest System. See **Table 10**.[76] These states also account for a large portion of the agency's overall appropriations.

Table 10. National Forest System Units and Acreage in 12 Western States, 2013

Western State	NFS Units	NFS Acreage
Alaska	2	22,207,400
Arizona	7	11,204,428
California	41	20,747,885
Colorado	14	14,482,727
Idaho	18	20,444,413
Montana	14	17,151,047

[76] For the acreage of land managed by FS in each state, see the **Appendix** of this report. These statistics were taken from Forest Service, *Land Areas Report (LAR)-as of September 30, 2013*, Table 4**,** at http://www.fs.fed.us/land/staff/lar/LAR2013/lar2013index.html.

Western State	NFS Units	NFS Acreage
Nevada	4	5,759,160
New Mexico	17	9,311,527
Oregon	22	15,674,661
Utah	10	8,187,926
Washington	20	9,323,705
Wyoming	11	9,214,708
Total, 12 western states	**180**	**163,709,587**

Source: Forest Service, *Land Areas Report (LAR)-as of September 30, 2013*, Table 4**,** at http://www.fs.fed.us/land/staff/lar/LAR2013/lar2013index.html.

Notes: NFS Units includes national forests, national grasslands, purchase units, research areas, and other miscellaneous federal land designations managed by the Forest Service. The total of 180 units reflects double counting, because some units are in more than one state.

The FS estimates that appropriations for the 12 western states for FY2013 were $3,380.1 million. The majority of this funding was discretionary. Specifically, the total includes $2,863.2 million (84.7%) in discretionary appropriations and $516.9 million (15.3%) in mandatory appropriations. **Table 11** and **Figure 7** provide the discretionary, mandatory, and total FS appropriations for the 12 western states.

A large majority of the appropriations are used for managing the 163.7 million acres of agency-owned lands in the 12 western states. Specifically, of the total appropriations, $3,105.1 million (91.9%) was spent on agency lands, although the percentage varies by state. See **Table 12** for the percentage of total funding spent in each of the western states on federal and nonfederal land.

Discretionary Appropriations

For FY2013, the 12 western states received $2,863.2 million in discretionary appropriations through several accounts, as shown in **Table 13**. The largest account was for Wildland Fire Management, which in FY2013 received $1,696.7 million (59.3%) of FS's discretionary appropriations for the 12 western states. This account funds activities related to the management of unplanned and unwanted fires, including planning for and suppression of wildfires. The second-largest discretionary account for the 12 western states was the National Forest System, which received $647.6 million (22.6%) of the total. The National Forest System account funds an array of Forest Service programs and activities related to the management of the agency-owned lands.

The remaining FS FY2013 discretionary appropriation in the 12 western states was considerably smaller. The "Other" category totaled $214.6 million (7.5%), primarily reflecting discretionary indirect costs allocations. The Capital Improvement and Maintenance account—which funds activities related to the agency's infrastructure needs—received $212.2 million (7.4%). State and Private Forestry received $60.4 million (2.1%) for programs to provide financial and technical assistance to nonfederal forest owners and managers, and to protect communities and the environment from insects, diseases, and invasive plants. The 12 western states received $31.1 million (1.1%) for Land Acquisition and $0.6 million (<0.1%) for Forest and Rangeland Research.

Mandatory Appropriations

The FS has over 20 permanent appropriations accounts and several trust funds that constitute mandatory spending. In this report, these accounts and trust funds have been combined into broad categories representing trust funds, permanent appropriations, payment to states, and other mandatory appropriations, as shown in **Table 14**. The budget authority for these accounts is provided for in various authorizing laws. For several of these accounts, the budget authority is dependent on the level of receipts received for specific National Forest System activities, and some have geographic or programmatic expenditure restrictions. Of the $516.9 million provided in mandatory appropriations, the largest amount was from the Payment to States fund, $231.9 million (44.9%), which includes the payments authorized under SRS and the various revenue-sharing payments. The second-largest category of mandatory appropriations, with $146.6 million (28.4%), was for various permanent funds, such as the Brush Disposal Fund, and the collection of cost recovery fees for administering right-of-way authorizations, among others. FS trust funds, such as those used for cooperative work agreements, timber sale deposits, and reforestation projects, accounted for $97.6 million, 18.9% of the total. Indirect costs associated with the mandatory accounts were $40.8 million, 7.9% of the total appropriation.

Discussion

A precise total of FS appropriations for each state is difficult to ascertain; therefore the figures provided are considered estimates. In fact, the FS tracks and reports very little data by state. This is due in part to the agency's regional organization, which does not follow state boundaries. Rather, an FS region may contain portions of several states. Region 4, for example, contains the national forests located in Nevada, Utah, and portions of Idaho and Wyoming.[77] In addition, national forests may cross state boundaries. For example, 22 western national forests are located in more than one state.[78] Further, the agency's appropriations accounts are allocated at both the regional and national levels. For instance, FS appropriations for the National Forest System (NFS) account, among others, are allocated to nine FS regions.[79] Other appropriations—such as for suppression operations within the Wildland Fire Management subaccount—are appropriated to the national office to be allocated on an as-needed basis. While it may seem feasible to apportion funding based on national forest acreage, there is not always a one-to-one distribution between dollars and forest acreage.[80]

The 12 western states received widely varying amounts of FY2013 appropriations, ranging from $64.3 million for Nevada to $984.1 million for California. The level of appropriations in each state is influenced by a number of factors. One is the amount of lands managed by the FS in each state, which varies from 5.8 million acres in Nevada to 22.2 million acres in Alaska. Different land resources, conditions, uses, and impacts can affect the cost of land management, as can demographics. In addition, wildfire activity varies from state to state, contributing to differences in appropriations for wildland fire management among states.

[77] For a complete list of the National Forest System units by region or by state, see Forest Service, *Land Areas Report*, September 30, 2013, at http://www.fs.fed.us/land/staff/lar/LAR2013/lar2013index.html.

[78] See Table 5, Forest Service, *Land Areas Report*, September 30, 2013, at http://www.fs.fed.us/land/staff/lar/LAR2013/lar2013index.html.

[79] In addition to the nine FS regions, the FS allocates appropriations to five research stations, two service centers and laboratories located throughout the United States, and the national headquarters office in Washington, DC.

[80] In addition to the reasons discussed here, estimates are further complicated by a change during FY2013 in the Forest Service's accounting software, according to the agency. Personal communication between CRS and Forest Service Budget Office, April 2014.

Table 11. Forest Service Appropriations for 12 Western States, FY2013

(in millions of dollars)

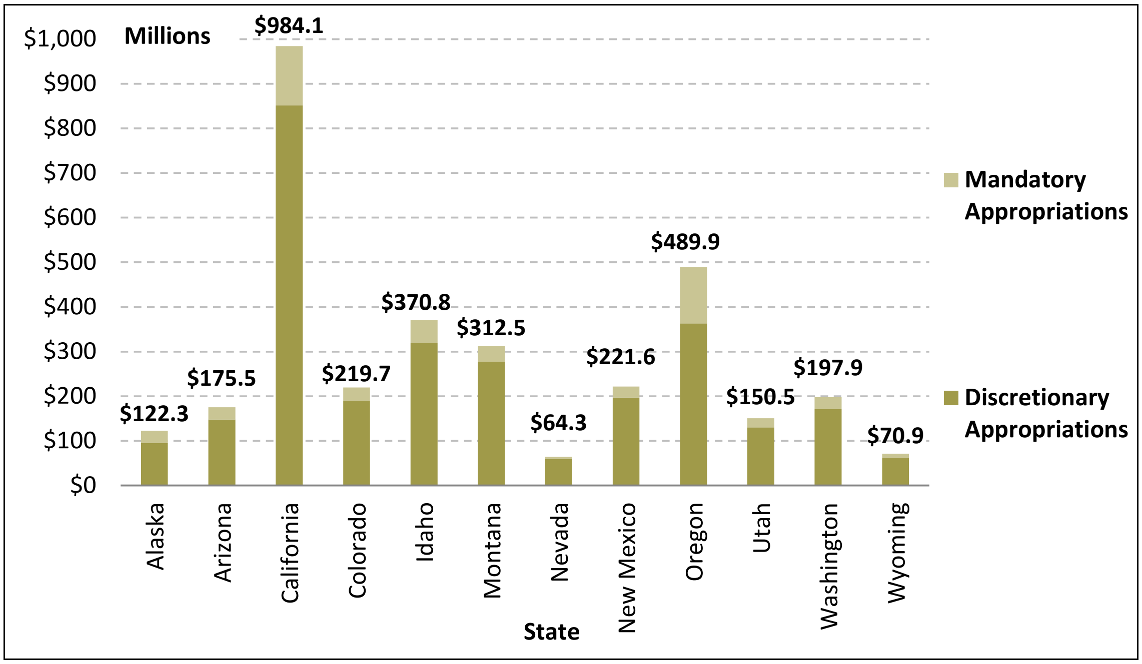
	Discretionary Appropriations	Mandatory Appropriations[a]	Total Appropriations
Alaska	95.0	27.3	122.3
Arizona	147.8	27.7	175.5
California	851.5	132.6	984.1
Colorado	190.0	29.7	219.7
Idaho	319.0	51.8	370.8
Montana	277.0	35.6	312.5
Nevada	58.9	5.4	64.3
New Mexico	197.0	24.6	221.6
Oregon	362.8	127.1	489.9
Utah	130.2	20.3	150.5
Washington	171.3	26.6	197.9
Wyoming	62.7	8.2	70.9
Total, 12 western states	**2,863.2**	**516.9**	**3,380.1**
Total, Forest Service	**4,934.7**	**775.1**	**5,709.8**

Source: Data on the 12 western states provided by Forest Service, Budget Office, September 2014. Total Forest Service discretionary appropriations data are derived from detailed funding tables prepared by the House Committee on Appropriations. Total mandatory appropriations data are derived from Forest Service, *Fiscal Year 2015 Budget Justification*, at http://www.fs.fed.us/sites/default/files/media/2014/25/2015-BudgetJustification-030614.pdf. Adapted by CRS.

Notes:

a. Forest Service data on mandatory appropriations in the 12 western states reflect new budget authority for FY2013 but may also reflect program level data for FY2013, meaning that some carry-over funds may have been included. The $775.1 million figure shown for the total mandatory appropriation reflects new FY2013 budget authority. The total program level for FY2013 mandatory appropriations was $812.6 million.

Figure 7. Forest Service Appropriations for 12 Western States, FY2013



Source: Prepared by CRS with data from the Forest Service, Budget Office, September 2014.

Notes: Forest Service data on mandatory appropriations in the 12 western states reflect new budget authority for FY2013 but may also reflect program level data for FY2013, meaning that some carry-over funds may have been included.

Table 12. Percent of Forest Service Spending on Federal Lands and Nonfederal Lands in 12 Western States

	Federal Land Spending	Nonfederal Land Spending
Alaska	86.0%	14.0%
Arizona	92.6%	7.4%
California	96.4%	3.6%
Colorado	90.1%	9.9%
Idaho	93.2%	6.8%
Montana	89.3%	10.7%
Nevada	92.3%	7.7%
New Mexico	93.5%	6.5%
Oregon	85.2%	14.8%
Utah	87.6%	12.4%
Washington	94.5%	5.5%
Wyoming	90.0%	10.0%
Overall, 12 western states	**91.9%**	**8.1%**

Source: Data provided by the Forest Service, Budget Office, September 2014. Adapted by CRS.

Notes: Nonfederal land spending refers to appropriations for the Forest Service's various technical and financial assistance programs for nonfederal forest landowners, as well as certain Payments to States monies.

Table 13. Forest Service Discretionary Appropriations for 12 Western States, FY2013

(in millions of dollars)

	Wildland Fire Management[a]	National Forest System	Capital Improvement and Maintenance	State and Private Forestry	Land Acquisition[b]	Forest and Rangeland Research	Other[c]	Total Discretionary Appropriations
Alaska	21.6	39.2	14.2	3.8	0.7	0.3	15.4	95.0
Arizona	74.1	44.4	13.6	<0.1	0.3	<0.1	15.6	147.8
California	660.2	121.3	50.8	3.3	1.0	<0.1	14.8	851.5
Colorado	101.6	45.9	17.5	7.9	<0.1	<0.1	16.9	190.0
Idaho	201.4	69.0	20.4	0.9	6.0	0	21.3	319.0
Montana	128.1	72.8	19.4	12.7	16.9	0	27.1	277.0
Nevada	43.2	8.2	2.2	1.5	0	0	3.7	58.9
New Mexico	109.2	51.9	10.9	5.0	0.5	0	19.6	197.0
Oregon	196.3	90.2	27.1	10.4	2.5	0.2	36.0	362.8
Utah	56.4	41.6	10.3	5.9	1.3	<0.1	14.6	130.2
Washington	81.7	43.5	18.1	5.3	1.1	0.1	21.4	171.3
Wyoming	22.9	19.5	7.4	3.9	1.0	0	8.0	62.7
Total, 12 western states	**1,696.7**	**647.6**	**212.2**	**60.4**	**31.1**	**0.6**	**214.6**	**2,863.2**

Source: Data provided by the Forest Service, Budget Office, September 2014. Adapted by CRS.

Notes:

a. Transfers from the FLAME Wildfire Suppression Reserve Fund are included in the Wildland Fire Management figures in this column. The FLAME account, funded through discretionary appropriations, functions as a reserve where funds may be transferred to the Wildland Fire Management account in certain situations to support wildfire suppression operations.

b. Figures in this column reflect appropriations for the Forest Service Land Acquisition account as well as several smaller accounts related to land acquisition, such as for special acts acquisitions and land exchanges.

c. Figures in this column primarily reflect indirect costs for various administrative expenses that are not directly chargeable to one specific program, project, or activity. These funds are appropriated through various discretionary accounts. The figures also include discretionary appropriations for the relatively smaller Forest Service accounts not reported in other columns in this table.

Table 14. Forest Service Mandatory Appropriations for 12 Western States, FY2013

(in millions of dollars)

	Payment to States	Permanent Accounts	Trust Funds	Indirect Costs[a]	Total Mandatory Appropriation
Alaska	13.6	7.3	2.4	4.0	27.3
Arizona	16.3	7.3	1.3	2.9	27.7
California	38.7	43.0	48.7	2.3	132.6
Colorado	14.0	9.7	3.4	2.6	29.7
Idaho	28.6	15.5	4.3	3.5	51.8
Montana	21.1	6.6	4.4	3.5	35.6
Nevada	4.3	0.7	0	0.3	5.4
New Mexico	11.7	6.8	3.6	2.4	24.6
Oregon	66.6	27.0	20.9	12.6	127.1
Utah	10.8	5.4	1.9	2.3	20.3
Washington	4.1	13.9	5.2	3.3	26.6
Wyoming	2.2	3.4	1.6	1.0	8.2
Total, 12 western states	**231.9**	**146.6**	**97.6**	**40.8**	**516.9**

Source: Data provided by the Forest Service, Budget Office, September 2014. Adapted by CRS. The figures reflect new FY2013 budget authority but may also reflect program level data for FY2013, meaning that some carry-over funds may have been included.

Notes:

a. Indirect costs reflect various administrative expenses that are not directly chargeable to one specific program, project, or activity but are appropriated through various mandatory accounts.

Revenue

Revenue collected by the Forest Service in FY2013 totaled $223.6 million. These monies were derived from a variety of activities and resources from National Forest System land. **Table 15** shows the amount of revenue by state from each source during FY2013, and **Figure 8** shows revenue by type.

Recreation generated the most revenue from the national forest lands—$61.4 million (27.5%) of the total. KV revenue—collections authorized under the Knutson-Vandenberg Act of June 9, 1930[81]—was the second-largest source of revenue, generating $49.4 million (22.1%). Timber sales accounted for the third-largest source, generating $32.0 million (14.3%), while salvage timber sales produced an additional $28.6 million (12.8%). In addition, miscellaneous other deposits or credits associated with timber sales, such as road credits or deposits into the Timber Sale Pipeline Restoration Fund, brought in $19.6 million (8.7%).[82] Land-use activities accounted

[81] 16 U.S.C. §576-576b. K-V revenue is derived from timber sale receipts. The Forest Service is authorized to retain a portion of timber and salvage timber sale receipts in a special fund (the K-V fund) to pay for certain specified projects on the timber sale area. The K-V fund may also be called the Cooperative Work Knutson-Vandenburg, or CWKV, fund.

[82] Combined, revenue or collections associated with timber or salvage timber sales accounted for $129.5 million (continued...)

for $18.0 million (8.0%), and power-generating activities or projects on National Forest System land generated $8.0 million (3.6%). Other sources of revenue were grazing permit fees ($4.8 million, 2.2%) and certain mineral sales ($1.9 million, 0.8%).

As shown in **Table 15**, the national forest revenue generated varies widely by state, ranging from just over $200 in North Dakota to $37.5 million in California. Among the 12 western states, Alaska generated the least amount of revenue, at $1.6 million. The variability is due to several factors, including the amount of National Forest System land in each state and the types of resources contained on those lands. For example, forest type and age, as well as topography, influence the potential amount and value of timber sales. Similarly, the kinds of land uses, such as recreation and power right-of-ways; the frequency and extent of these uses; as well as the value of the land in general influence collections. Other factors, such as proximity to population centers, also contribute to certain revenue sources. For example, recreation generated the most revenue in both California and Colorado national forests, due in part to the close location of several national forests within both of those states to large metropolitan areas.

(...continued)

(57.9%) of the total revenue generated on national forest lands. The combined timber revenue includes revenue from timber sales, salvage timber sales, KV fund deposits, Timber Sale Pipeline Restoration fund deposits, and certain credits or deposits timber sale contract purchasers make for road construction purposes. The Forest Service tracks these receipts separately, due in part to statutory mandates governing the disposition of those receipts, either to the general treasury or retained by the Forest Service for various specified purposes.

Table 15. Forest Service Revenue by State, FY2013

(in millions of dollars)

	Recreation	KV	Timber	Salvage	Land Use	Power	Grazing	Minerals	Other	Total
Alabama	<0.1	1.5	0.6	<0.1	<0.1	<0.1	0	0	0	2.1
Alaska	0.1	<0.1	0.4	0.2	0.4	0.1	0	0.4	0	1.6
Arizona	1.5	0.1	0.1	0.4	1.1	0.4	0.8	0.3	0	4.7
Arkansas	0.1	5.4	2.6	0.2	0.4	<0.1	<0.1	<0.1	2.9	11.6
California	16.1	2.7	2.3	3.5	7.1	4.8	0.3	-0.3	0.9	37.5
Colorado	17.6	0.8	0.9	0.8	1.6	0.1	0.6	<0.1	<0.1	22.5
Connecticut	0	0	0	0	0	0	0	0	0	0
Delaware	0	0	0	0	0	0	0	0	0	0
Florida	0.4	1.3	0.2	0.4	0.5	0.1	0	0	<0.1	2.9
Georgia	<0.1	0.2	0.1	<0.1	0.1	<0.1	0	0	0.1	0.6
Hawaii	0	0	0	0	0	0	0	0	0	0
Idaho	2.1	1.4	0.3	2.5	0.6	0.2	0.6	<0.1	0.9	8.6
Illinois	0	0	<0.1	0	0.8	<0.1	0	<0.1	0	0.8
Indiana	<0.1	0.1	<0.1	<0.1	<0.1	<0.1	0	0	0	0.1
Iowa	0	0	0	0	0	0	0	0	0	0
Kansas	0	0	0	0	0	0	0	0	0	0
Kentucky	<0.1	0.2	0.1	<0.1	0.1	0.1	<0.1	<0.1	<0.1	0.6
Louisiana	<0.1	3.4	2.5	<0.1	0.1	0.1	<0.1	<0.1	0.4	6.5
Maine	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	0	<0.1	<0.1	0.1
Maryland	0	0	0	0	0	0	0	0	0	0
Massachusetts	0	0	0	0	0	0	0	0	0	0
Michigan	0.4	2.9	3.2	2.2	0.3	0.1	0	<0.1	2.4	11.5

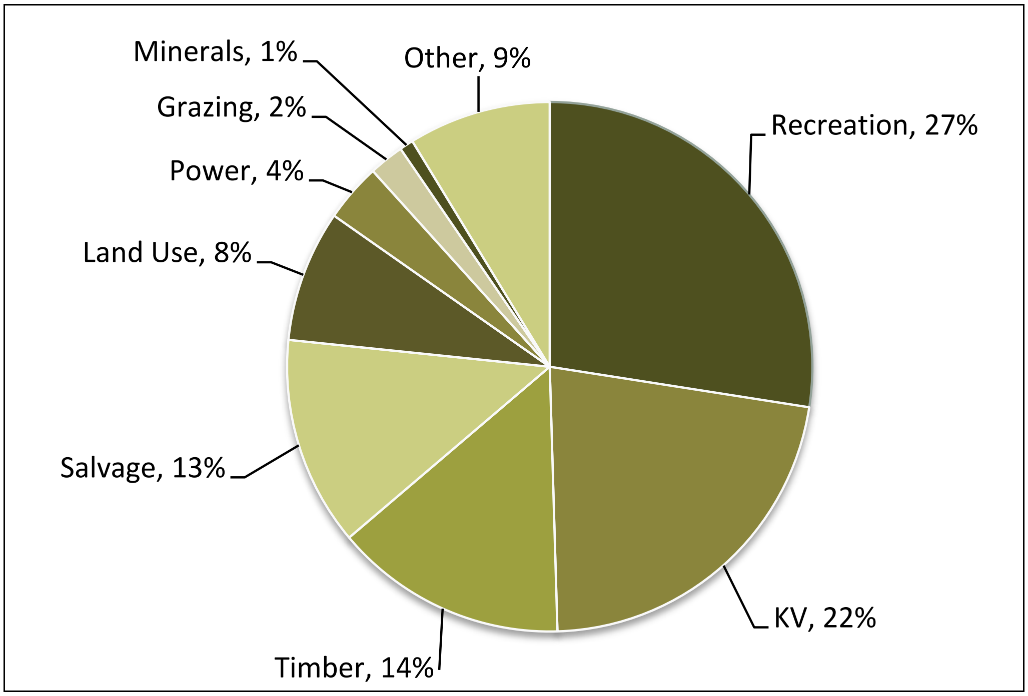
	Recreation	KV	Timber	Salvage	Land Use	Power	Grazing	Minerals	Other	Total
Minnesota	1.5	1.6	0.2	1.1	0.1	<0.1	0	0.3	0.2	5.0
Mississippi	0	2.3	0.7	0.2	0.1	0.1	<0.1	0	0.8	4.1
Missouri	0	1.0	0.2	1.6	0.1	<0.1	<0.1	0	0.5	3.4
Montana	2.7	1.4	0.2	2.6	0.4	0.2	0.4	<0.1	0.1	8.1
Nebraska	0	<0.1	<0.1	0	<0.1	0	<0.1	0	0	0.1
Nevada	1.0	0	<0.1	<0.1	0.5	<0.1	0.2	0	0	1.8
New Hampshire	0.6	0.2	0.2	0.5	<0.1	<0.1	0	<0.1	0.2	1.7
New Jersey	0	0	0	0	0	0	0	0	0	0
New Mexico	0.7	0.1	0.1	0.3	0.7	<0.1	0.5	<0.1	0.1	2.7
New York	0	0	<0.1	<0.1	<0.1	<0.1	0	0	0	<0.1
North Carolina	0.1	0.8	0.3	0.1	0.3	0.2	0	<0.1	0.2	1.8
North Dakota	<0.1	0	<0.1	<0.1	<0.1	<0.1	<0.1	0	0	<0.1
Ohio	<0.1	0.1	0.1	0	0.1	<0.1	0	0	0.1	0.3
Oklahoma	0	0.8	0.5	<0.1	<0.1	0	<0.1	<0.1	0.5	1.8
Oregon	5.5	10.1	10.3	5.8	0.8	0.3	0.4	<0.1	3.0	36.2
Pennsylvania	0.1	2.0	1.8	0.7	0.1	<0.1	<0.1	0	2.2	6.9
Rhode Island	0	0	0	0	0	0	0	0	0	0
South Carolina	<0.1	2.1	1.5	0.1	0.1	0	<0.1	0	0.7	4.5
South Dakota	0.2	2.0	0.1	0.2	0.1	0.1	0.1	<0.1	0.5	3.3
Tennessee	0.3	0.1	<0.1	<0.1	0.2	<0.1	0	<0.1	0.1	0.7
Texas	<0.1	0.2	0.5	0.2	0.2	<0.1	0	0	0.3	1.3
Utah	1.9	0.1	0.1	0.5	0.3	0.4	0.5	<0.1	0.1	3.9
Vermont	0.5	<0.1	<0.1	0.1	<0.1	<0.1	0	0	<0.1	0.8
Virginia	0	0.6	0.1	0.1	0.1	0.1	<0.1	<0.1	0.2	1.1

	Recreation	KV	Timber	Salvage	Land Use	Power	Grazing	Minerals	Other	Total
Washington	3.6	1.1	0.4	2.4	0.4	0.1	0.1	<0.1	0.5	8.7
West Virginia	0	0.5	0.4	<0.1	0.1	<0.1	<0.1	<0.1	0.4	1.4
Wisconsin	0.1	1.6	1.1	1.1	<0.1	0.1	0	0	1.0	5.1
Wyoming	4.2	0.6	0.1	0.4	0.2	0.1	0.3	1.0	0.1	7.0
Puerto Rico	0	0	0	0	0	0	0	0	0	0
Total	61.4	49.4	32.0	28.6	18.0	8.0	4.8	1.9	19.6	223.6

Source: U.S. Department of Agriculture, Forest Service, *All Service Receipts (ASR), Final Forest Statement of Receipts (ASR-13-2)*, http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprd3795423.pdf.

Notes: Nine states do not contain any national forest land: Connecticut, Delaware, Hawaii, Iowa, Kansas, Maryland, Massachusetts, New Jersey, and Rhode Island. Recreation revenue is amounts collected for all types of recreation, including user fees collected under the Land and Water Conservation Fund. KV revenue is collections authorized under the Knutson-Vandenberg Act of June 9, 1930, from timber sale purchasers for sale area improvement work and reforestation. Timber revenue is amounts collected for the sale of timber and certain other forest products. Salvage sale revenue is derived from payments for salvageable material used to facilitate the timely removal of damaged timber. Land use revenue is amounts collected for land uses except power, minerals, or recreational uses. Power revenue is amounts collected for uses authorized by FS permits or easements for all types of power-generating projects and power transmission line rights-of-way. Grazing revenue is amounts collected for grazing fees in the national forests, with both the eastern and western grazing fees combined. Minerals revenue is amounts collected from the sale of minerals (including quartz crystals) and permit fees. Includes mineral lease and permit fees collected by DOI on acquired lands having National Forest status but does not include any mineral revenue derived from National Forest System land which was established from the public domain. Other revenue includes road credits and deposits made by timber sale contract purchasers, and deposits to the Timber Sale Pipeline Restoration Fund, which is derived from certain timber sale revenues.

Figure 8. Forest Service Revenue by Type, FY2013



Source: Prepared by CRS with data from: U.S. Department of Agriculture, Forest Service, *All Service Receipts (ASR), Final Forest Statement of Receipts (ASR-13-2),* http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprd3795423.pdf.

Distributions from Federal Highway Administration

The BLM, FWS, NPS, and FS receive distributions of funds from other agencies for several purposes. A major program is the distribution of Federal Highway Administration (FHWA) funds to states for federal lands projects. FHWA and its predecessor offices and agencies have been involved in the development of roads to and through federal lands since 1905.[83] The distribution of federal lands highway funds for FY2013 and FY2014 was authorized by the Moving Ahead for Progress in the 21st Century Act (MAP-21)[84] and extended through May 31, 2015, by the Highway and Transportation Funding Act of 2014.[85] MAP-21 made major changes to federal lands and tribal transportation programs.[86]

The Federal Lands Highway Program is administered by FHWA's Office of Federal Lands Highway. As restructured by MAP-21, it has three components: the Federal Lands Transportation Program (FLTP), the Federal Lands Access Program (FLAP), and the Federal Lands Planning

[83] U.S. Department of Transportation, Federal Highway Administration, *America's Highways, 1776-1976: A History of the Federal-Aid Program* (Washington, DC: Government Printing Office, 1976), p. 486. FHWA was formerly the Office of Road Inquiry, the Office of Public Roads, the Bureau of Public Roads, and the Public Roads Administration.

[84] 23 U.S.C. §201 et seq.

[85] P.L. 113-159.

[86] For information on the changes made by MAP-21 to federal lands and tribal transportation programs, see CRS Report R42762, *Surface Transportation Funding and Programs Under MAP-21: Moving Ahead for Progress in the 21st Century Act (P.L. 112-141)*, coordinated by (name redacted)

Program (FLPP).[87] FLTP primarily funds transportation facilities on federal lands, whereas FLAP primarily funds transportation facilities that provide access to federal lands. FLPP provides funds to carry out transportation planning for federal lands and tribal transportation facilities.

MAP-21 authorized $300 million for FLTP and $250 million for FLAP for FY2013. FLPP receives a maximum 5% set-aside from these two programs. According to MAP-21, $240 million of FLTP funds goes to NPS, $30 million to FWS, and the remaining $30 million is allocated competitively among BLM, FS, and the U.S. Army Corps of Engineers. In addition to the planning set-aside, these amounts are subject to other reductions, such as an obligation limitation.[88] FLTP funds are distributed among the states according to agency priorities. Authorized FLAP funds are also subject to an obligation limitation. Available FLAP funds are distributed by formula. Eighty percent of FLAP funds go to states that contain at least 1.5% of the national total of federal lands, and the remaining 20% go to states with less than 1.5% of the national total.[89] Funds within these two groups are then distributed to individual states based on four factors: (1) 55% according to a state's share of federal public road miles; (2) 30% according to a state's share of recreational visitation; (3) 10% according to a state's share of federal public bridges; and (4) 5% according to a state's share of federal land area.

In addition to funds for FLTP, FLAP, and FLPP, the Office of Federal Lands Highway also distributed funding from two other federal lands highway programs in FY2013. One involved the remaining FY2012 funding from the Public Lands Highway Discretionary Program, a program authorized under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users.[90] The other was funding approved for FY2013 disasters under the Emergency Relief for Federally Owned Roads Program (ERFO).[91]

In FY2013, $573.8 million was distributed by Federal Lands Highway[92] from these five programs to BLM, FWS, NPS, or FS, or to a state Programming Decisions Committee (PDC).[93] Almost half of the funds available ($280.6 million, 48.9%) went to NPS, and another two-fifths ($227.2 million, 39.6%) went to state PDCs. The remaining funds were allocated to FWS (6.4%), FS (3.5%), and BLM (1.7%). Of the $573.8 million, $82.9 million cannot be identified by state because it was attributed only to a federal land management agency ($65.0 million) or it was unallocated in FY2013 ($18.0 million). The distribution by state and agency of the remaining $490.8 million can be seen in **Table 16**. **Figure 9** shows the distribution by agency.

---

[87] The Office of Federal Lands Highway also administers the Tribal Transportation Program, which is not considered here.

[88] MAP-21 provides contract authority, a type of budget authority, for the Federal-Aid Highway Program (FAHP), including the Federal Lands Highway Program. MAP-21 makes these funds, drawn from the Highway Trust Fund, available for obligation without further legislative action. To control the flow of funds from the Highway Trust Fund, a limit is placed on the total obligations that can be entered into involving the FAHP during a fiscal year. This is known as an obligation limitation.

[89] Based on lands managed by the BLM, FWS, NPS, FS, and Corps.

[90] SAFETEA-LU (P.L. 109-59), the predecessor to MAP-21.

[91] For an overview of the program, see 23 U.S.C. §125 and the FHWA website on the program at http://flh.fhwa.dot.gov/programs/erfo/.

[92] Another $7.6 million was distributed to other agencies that are not the focus of this report (e.g., U.S. Army Corps of Engineers), for a total of $581.4 million.

[93] A state PDC is required to make project funding decisions using FLAP distributions. A state PDC must be composed of three members, representing FHWA, the state department of transportation, and an appropriate political subdivision of the state (23 U.S.C. §204).

Table 16. Federal Highway Administration Distributions for Federal Lands, by Agency and State, FY2013

(in millions of dollars)

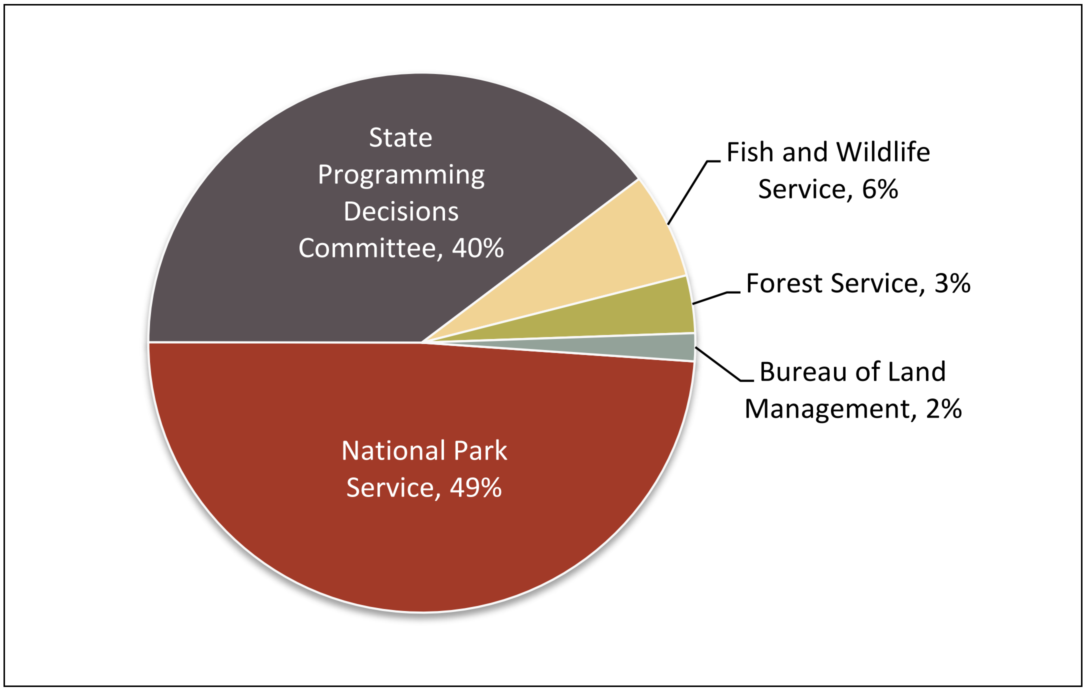
State	NPS	State PDC	FWS	FS	BLM	Total
Alabama	2.6	1.0	0	0	0	3.6
Alaska	6.1	7.1	1.5	0.7	0	15.4
Arizona	10.7	13.5	0	0	0	24.3
Arkansas	<0.1	3.1	0	0	0	3.2
California	48.9	35.7	1.5	<0.1	0.3	86.5
Colorado	7.8	16.7	2.1	0.4	0.2	27.1
Connecticut	0	<0.1	0	0	0	<0.1
Delaware	0	<0.1	<0.1	0	0	<0.1
District of Columbia	5.6	1.3	0	0	0	6.9
Florida	0.2	2.0	0.8	0	0	3.0
Georgia	0.4	2.3	0.1	0	0	2.8
Hawaii	0.2	0.3	0	0	0	0.4
Idaho	1.1	17.1	0	0	<0.1	18.2
Illinois	0	0.9	0	0	0	0.9
Indiana	<0.1	0.5	0	0	0	0.5
Iowa	0	0.3	2.8	0	0	3.1
Kansas	0.6	0.8	2.2	0	0	3.6
Kentucky	<0.1	1.6	0	0	0	1.7
Louisiana	0	1.3	2.2	0	0	3.5
Maine	0	0.3	0	0	0	0.3
Maryland	3.8	0.5	0.2	0	0	4.5
Massachusetts	<0.1	0.4	0.1	0	0	0.5
Michigan	0.1	1.6	0.8	0	0	2.5
Minnesota	0.5	1.3	0.3	0	0	2.1
Mississippi	10.1	2.9	<0.1	0	0	13.0
Missouri	<0.1	1.5	0.2	0	0	1.7
Montana	13.3	22.8	<0.1	<0.1	<0.1	36.1
Nebraska	0	0.3	<0.1	0	0	0.3
Nevada	2.8	7.1	0	0	0	9.8
New Hampshire	0	0.3	0.1	0	0	0.4
New Jersey	6.2	0.2	0.9	0	0	7.3
New Mexico	3.9	5.8	1.7	0	0	11.4
New York	24.9	0.4	<0.1	0	0	25.4
North Carolina	30.3	2.6	0	0	0	32.8

State	NPS	State PDC	FWS	FS	BLM	Total
North Dakota	5.5	0.9	1.2	0	0	7.6
Ohio	1.2	0.8	0.1	0	0	2.1
Oklahoma	0.1	1.3	0	0	0	1.4
Oregon	0.6	22.1	<0.1	0.5	<0.1	23.2
Pennsylvania	0.3	1.1	0	0	0	1.4
Rhode Island	0	<0.1	0.8	0	0	0.8
South Carolina	<0.1	1.2	0.1	0	0	1.3
South Dakota	3.1	1.2	<0.1	0	0	4.2
Tennessee	4.9	2.4	0.3	0	0	7.6
Texas	0.2	2.7	4.1	0	0	6.9
Utah	0.2	10.8	0	0	1.5	12.4
Vermont	0	0.2	0.1	0	0	0.3
Virginia	18.3	3.0	2.2	0.2	<0.1	23.8
Washington	12.4	14.0	0.8	1.1	<0.1	28.2
West Virginia	0.1	1.1	<0.1	0	0	1.2
Wisconsin	0	1.8	<0.1	0	0	1.8
Wyoming	4.3	9.3	0.1	0	0	13.7
Agency	46.9	0	9.2	4.6	4.3	65.0
Unallocated	2.5	0	<0.1	12.2	3.3	18.0
Total	**280.6**	**227.2**	**36.5**	**19.8**	**9.6**	**573.8**

Source: Data prepared for CRS by the Federal Highway Administration, March 28, 2014.

Notes: PDC refers to a state Programming Decisions Committee. "Agency" represents federal lands highway funds transferred to an agency that FHWA cannot identify by place of expenditure. "Unallocated" is funding available to a land management agency in FY2013 but not allocated. These funds are likely to be allocated in FY2014.

Figure 9. Federal Highway Administration Distributions for Federal Lands by Agency, FY2013



Source: Prepared by CRS with data from the Federal Highway Administration, March 28, 2014.

Payment Programs

Federally owned lands cannot be taxed but may create demand for services, such as fire protection, police cooperation, or longer roads to skirt the federal property. Under federal law, local governments are compensated through various programs due to the presence of most federally owned land. Some of these programs are run by specific agencies and apply only to one agency's land, while others are broader and apply to lands of multiple agencies.[94]

Payments in Lieu of Taxes

The Payments in Lieu of Taxes program, or PILT, [95] is the most widely applicable program and applies to many types of federally owned land. The program is administered by DOI. Under the statute, eligible lands are those in the National Park System; National Forest System; Bureau of Land Management; the National Wildlife Refuge System for land withdrawn from the public domain; lands dedicated to the use of federal water resources development projects; dredge disposal areas under the jurisdiction of the U.S. Army Corps of Engineers; lands located in the vicinity of Purgatory River Canyon and Piñon Canyon, CO, that were acquired after December 31, 1981, to expand the Fort Carson military reservation; lands on which are located semi-active or inactive Army installations used for mobilization and for reserve component training; and

[94] For an overview of programs to compensate state and local governments for the tax-exempt status of federal lands, and related issues, see CRS Report R42439, *Compensating State and Local Governments for the Tax-Exempt Status of Federal Lands: What Is Fair and Consistent?*, by (name redacted)

[95] 31 U.S.C. §§6901-6907.

certain lands acquired by DOI or the Department of Agriculture under the Southern Nevada Public Land Management Act.

No precise dollar figure can be given in advance for each year's authorized level of PILT payments. Rather, the authorized level of PILT payments is calculated under a complex formula. Five factors affect the calculation of a payment to a given county: the number of acres eligible for PILT payments, the county's population, payments in prior years from other specified federal land payment programs, state laws directing payments to a particular government purpose, and the Consumer Price Index as calculated by the Bureau of Labor Statistics. According to the FY2013 *National Summary*, there were 2,130 counties eligible for PILT payments in that fiscal year.[96] Many of these counties are rural counties, which are sparsely populated. The average payment per county was $187,900. Some counties received no payment because they have very few federal lands, and PILT makes no payments under $100. By contrast, many received over $1 million, and 16 counties received over $3 million.[97] The total PILT payment in FY2013 was $401.8 million. **Table 17** shows the FY2013 payments by state. PILT payments were mandatory spending in FY2013.[98] **Figure 10** shows the combined payments to states under PILT and FS payments to states.

Table 17. Payments in Lieu of Taxes (PILT) by State, FY2013

(in millions of dollars)

State	Payment
Alabama	0.9
Alaska	26.4
Arizona	32.2
Arkansas	5.8
California	41.4
Colorado	32.0
Connecticut	<0.1
Delaware	<0.1
District of Columbia	<0.1
Florida	5.0
Georgia	2.3
Hawaii	0.3
Idaho	26.3
Illinois	1.1
Indiana	0.5

96 *Payments in Lieu of Taxes: National Summary*, FY2013, at http://www.doi.gov/pilt/upload/2013_PILT_AnnualReport.pdf.

97 *Payments in Lieu of Taxes: National Summary*, FY2013. The 16 counties were in eight states: Alaska (1), Arizona (3), California (3), Colorado (1), Nevada (2), New Mexico (1), Utah (3), and Wyoming (2).

98 Mandatory spending for PILT was authorized through FY2014. As mandatory spending, no appropriation in the annual appropriation law was required. For more on the PILT program, see CRS Report RL31392, *PILT (Payments in Lieu of Taxes): Somewhat Simplified*, by (name redacted)

State	Payment
Iowa	0.5
Kansas	1.1
Kentucky	1.9
Louisiana	0.6
Maine	0.3
Maryland	0.1
Massachusetts	0.1
Michigan	4.2
Minnesota	2.0
Mississippi	1.6
Missouri	3.1
Montana	26.5
Nebraska	1.1
Nevada	23.3
New Hampshire	1.8
New Jersey	0.1
New Mexico	34.7
New York	0.1
North Carolina	4.0
North Dakota	1.4
Ohio	0.6
Oklahoma	2.8
Oregon	15.6
Pennsylvania	0.7
Rhode Island	0
South Carolina	0.5
South Dakota	5.7
Tennessee	1.9
Texas	4.8
Utah	35.4
Vermont	0.9
Virginia	3.3
Washington	17.2
West Virginia	2.9
Wisconsin	1.3
Wyoming	25.3
Guam	<0.1

State	Payment
Puerto Rico	<0.1
Virgin Islands	<0.1
Total	**401.8**

Source: DOI online summary at http://www.doi.gov/pilt/state-payments.cfm?fiscal_yr=2013&as_sfid=AAAAAAW3ubwRNC4HsGKBi0xPKX5Ji5ofcV4alr7TN10MoovV8rZF2iKr4lqiLMWk5Hks2GpxQ%2FFU%2FFtDEw%2FopcR3X%2FblQdAJJQm0KDbG3msW0cAZ6Q%3D%3D&as_fid=rPL7JSighXU1%2FW5asmAJ.

Note: Online summary tables show a discrepancy with the FY2013 National Summary for Colorado and North Carolina, resulting in a difference in the national total shown in these sources. According to DOI officials, there were reporting errors from the two states in FY2013, leading to adjustments in the payments. The amounts shown here, from the online summary tables, are current. (Personal communication between CRS and DOI, September 12, 2014.)

Forest Service Payments to States

Counties with national forest lands and with certain BLM lands have historically received a percentage of agency revenues, primarily from timber sales. However, starting in the 1990s, timber sales declined substantially—by more than 90% in some areas from peak harvest levels in the 1980s. Thus, Congress enacted the Secure Rural Schools and Community Self-Determination Act of 2000 (SRS)[99] as a temporary, optional program of payments based in part on historic rather than current revenues.[100] For the FY2013 payment, counties had the option of receiving either a revenue-sharing payment or an SRS payment. The payments are made to states and then passed on to the counties or eligible local government units.[101]

The total FY2013 payment was $312.5 million. The vast majority of the counties opted to receive an SRS payment, which was $295.3 million or 94.5% of the total payment. However, some counties elected to receive their portion of the $17.2 million revenue-sharing payment. Oregon received the highest payment in FY2013—$97.1 million—including a $36.3 million SRS payment for the O&C lands managed by the BLM. California ($32.7 million) and Idaho ($25.2 million) received the next highest payments. Several factors influence the amount of the SRS payment, including amount of land, historical revenue level, and per capita income, while the revenue-sharing payment is set at 25% of the revenue generated on the national forest lands within the specified county. **Table 18** shows each state's total payment and the portions that were from revenue sharing and SRS. **Figure 10** shows the combined payments to states under PILT and FS Payments to States.

Table 18. FS Revenue-Sharing and SRS Title I and Title II Payments by State, FY2013

(in millions of dollars)

	Revenue Sharing	SRS	Total Payment
Alabama	0	1.7	1.7
Alaska	0	12.2	12.2

[99] 16 U.S.C. §§7101-7153.

[100] The SRS program expired at the end of FY2013. For additional information on the SRS program, see CRS Report R41303, *Reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000*, by (name redacted)

[101] The FS maintains state-, county-, and forest-level data on these payments at http://www.fs.usda.gov/main/pts/securepayments/projectedpayments.

	Revenue Sharing	SRS	Total Payment
Arizona	0	13.0	13.0
Arkansas	0.3	6.1	6.4
California	3.9	28.8	32.7
Colorado	2.9	9.6	12.5
Connecticut	0	0	0
Delaware	0	0	0
Florida	<0.1	2.3	2.3
Georgia	<0.1	1.5	1.5
Hawaii	0	0	0
Idaho	0	25.2	25.2
Illinois	0.2	<0.1	0.3
Indiana	0	0.3	0.3
Iowa	0	0	0
Kansas	0	0	0
Kentucky	0	1.7	1.7
Louisiana	0	1.6	1.6
Maine	0	0.1	0.1
Maryland	0	0	0
Massachusetts	0	0	0
Michigan	0.7	2.9	3.6
Minnesota[a]	6.2	2.2	8.4
Mississippi	0	5.3	5.3
Missouri	0	3.3	3.3
Montana	0.1	18.6	18.7
Nebraska	0	0.2	0.2
Nevada	<0.1	3.5	3.5
New Hampshire	0.3	0.2	0.5
New Jersey	0	0	0
New Mexico	0	9.5	9.5
New York	0	<0.1	<0.1
North Carolina	<0.1	1.8	1.8
North Dakota	0	<0.1	<0.1
Ohio	<0.1	0.2	0.3
Oklahoma	0	0.9	0.9
Oregon[b]	0.1	97.0	97.1
Pennsylvania	1.9	1.0	2.9
Rhode Island	0	0	0

	Revenue Sharing	SRS	Total Payment
South Carolina	0	1.7	1.7
South Dakota	0	1.7	1.7
Tennessee	0	1.1	1.1
Texas	0	2.3	2.3
Utah	0.1	9.9	10.0
Vermont	0	0.3	0.3
Virginia	0.1	1.5	1.5
Washington	<0.1	19.0	19.0
West Virginia	0	1.7	1.7
Wisconsin	<0.1	1.7	1.7
Wyoming	0.4	3.8	4.2
Puerto Rico	0	0.1	0.1
Total	**17.2**	**295.3**	**312.5**

Source: Data compiled from personal communication between CRS and the Forest Service Legislative Affairs staff, reports available on the Forest Service Payments and Receipts at http://www.fs.usda.gov/main/pts/securepayments/projectedpayments; and U.S. Dept. of the Interior, Bureau of Land Management, *Official 2013 Payments*, at http://www.blm.gov/or/rac/ctypaypayments.php.

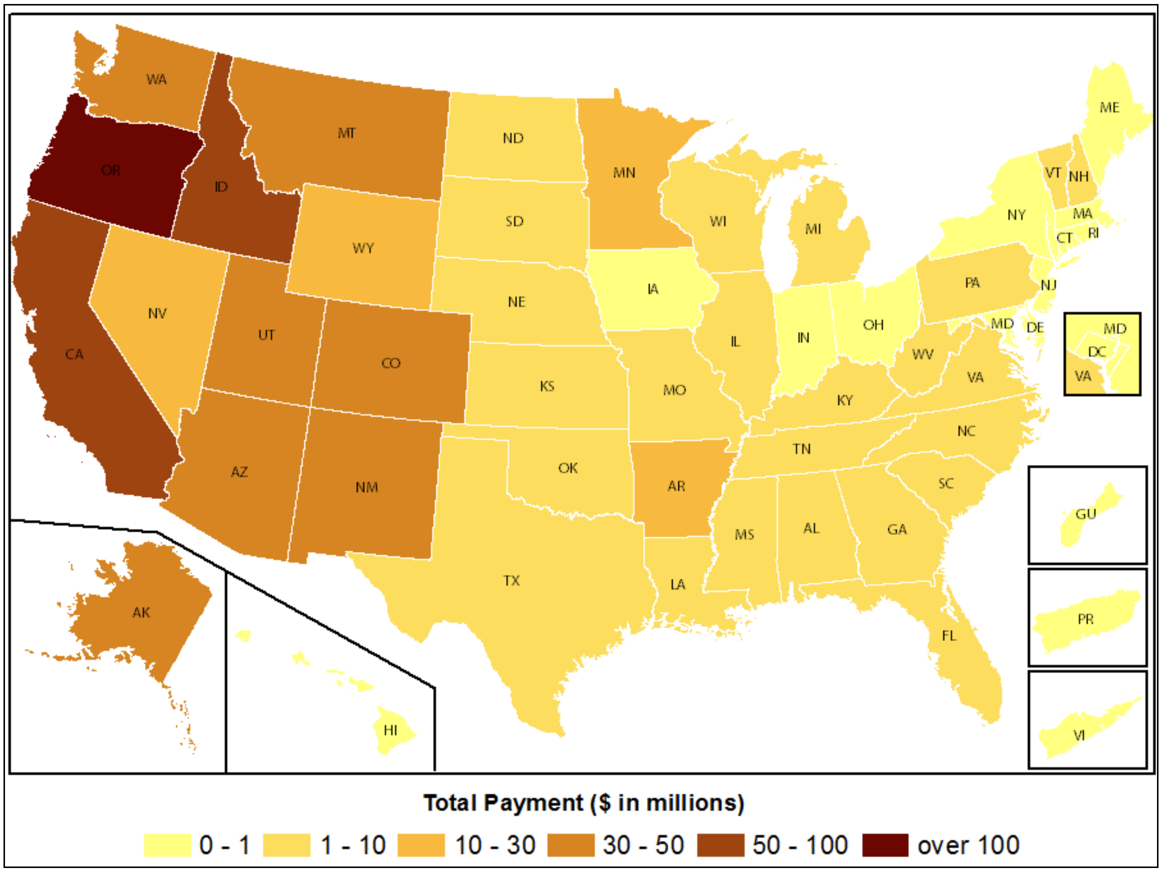
Notes: The SRS payment only includes the SRS Title I and Title III payments, and does not include amounts paid in Title II, which are to be used by the agency for projects within that county.

Nine states do not contain any national forest land and therefore do not receive any payments. This is the case for Connecticut, Delaware, Hawaii, Iowa, Kansas, Maryland, Massachusetts, New Jersey, and Rhode Island.

a. As authorized by the Thye-Blatnick Act of June 22, 1948 (16 U.S.C. §577g), certain counties in Minnesota receive an annual payment of $6.15 million.

b. The Oregon SRS payment includes $36.3 million paid to the O&C counties under SRS Title I and Title III.

Figure 10. PILT and Forest Service Payments to States, FY2013



Source: Prepared by CRS from data reported in Table 17 and Table 18. See sources listed for those tables.

Notes: The Forest Service Payments to States include the revenue-sharing payment, FS SRS Title I and Title III payments, and BLM SRS Title I and Title III payments.

Office of Natural Resources Revenue

The DOI Office of Natural Resources Revenue (ONRR) is responsible for public revenue derived from a variety of energy and mineral projects on federal lands. On a nationwide basis, ONRR reports collecting the following payments:

- bonuses to secure a lease;[102]
- rents to maintain access to leased tracts;[103] and
- royalties based on extraction volumes, among other values.[104]

The ONRR mission differs significantly from those of the federal land management agencies featured in this report. With a workforce comprised of approximately 600 accountants, auditors,

[102] A bonus is the "cash consideration paid to the United States by the successful bidder for a mineral lease." U.S. Department of the Interior, *Public Land Statistics 2013*, p. 252, available on the BLM website at http://www.blm.gov/public_land_statistics/pls13/pls2013.pdf.

[103] A rent is the obligation to pay an annual amount to maintain the development rights on a lease.

[104] A royalty is the obligation to pay, on an annual basis, a percentage of the produced value associated with the lease.

computer specialists, and others, this agency is engaged in revenue management with no involvement in leasing, permitting, development, conservation, or other land management decisions.[105]

This section focuses on ONRR reported revenue for FY2013 for federal onshore areas in all states. For FY2013, ONRR reported a total of $4,296.9 million. These revenues were derived from federal lands located in 37 of the 50 states, as shown in **Table 19**. Revenues were derived from many energy and mineral commodities, including coal, gas, hardrock minerals, oil, phosphate, sodium, and sulfur.

Neither ONNR nor BLM—which issues and administers the leases on federal lands—breaks out the total reported revenue based on the agency administering the lands. Instead, agency records are organized by type of revenue, commodity, product, and other categories. Thus, statistics are not readily available on the portion of the revenues, if any, derived on lands managed by BLM, FWS, NPS, and FS, as well as other federal agencies.[106]

Federal energy and mineral revenue tend to vary widely from state to state (as well as from year to year). While there can be several reasons, a chief factor in state-to-state variations is the extent of federal acreage within a state and, of that acreage, the extent containing recoverable energy and mineral resources. For instance, as shown in **Table 19** and **Figure 11**, two states with relatively large federal acreage available for mineral exploration made up more than two-thirds (70.7%) of the total revenue reported for the nation. Each of these states—Wyoming and New Mexico—reported over a billion dollars in energy and mineral revenue from federal lands ($1,998.9 million and $1,040.8 million, respectively).

On the low end of the range of statistics considered, ONRR data show less than $1.0 million in onshore revenue for about half the states. These states had little or no mineral leasing activity during FY2013. In general, these states are among those with less extensive federal acreage and limited potential for energy and mineral development. Of the states in this category, there were no onshore receipts from 13 states: Connecticut, Delaware, Georgia, Hawaii, Iowa, Maine, Massachusetts, New Hampshire, New Jersey, Rhode Island, Tennessee, Vermont, and Wisconsin.[107] Further, several states had revenues less than $50,000,[108] with the lowest being North Carolina ($474), South Carolina ($4,440), and New York ($5,149).

In addition to the extent of federal acreage and related resource potential, other variables that could affect energy and mineral revenues are weather conditions (e.g., flooding, drought, or hurricane) and other special circumstances (e.g., forest fire or oil spill). Unplanned events, perhaps occurring over a prolonged period, could be a determinant of public revenue.[109] In the period considered, some states reported a variety of conditions contributing to changes in natural resource development.

---

[105] For a comprehensive description of ONRR's accounting and audit mission and workforce, see http://www.onrr.gov/About/faqs.htm.

[106] Reported revenue, if any, from activities on federal lands other than those managed by BLM, FWS, NPS, and FS is outside the scope of this report.

[107] In Tennessee, use of federal lands is governed in part by the Tennessee Valley Authority Act (16 U.S.C. §831, et seq.). This act created the Tennessee Valley Authority (TVA) to manage options for energy and other development operations on federal lands in the state. TVA revenue reporting provisions were originally enacted as part of the Public Utility Holding Company Act of 1935 and now can be found in multiple federal statutes.

[108] These figure are shown in the table as <$0.1.

[109] See, for example, CRS Report R43396, *The Hurricane Sandy Rebuilding Strategy: In Brief*, by (name redacted).

Table 19. Office of Natural Resources Reported Revenues by State, FY2013

(in millions of dollars)

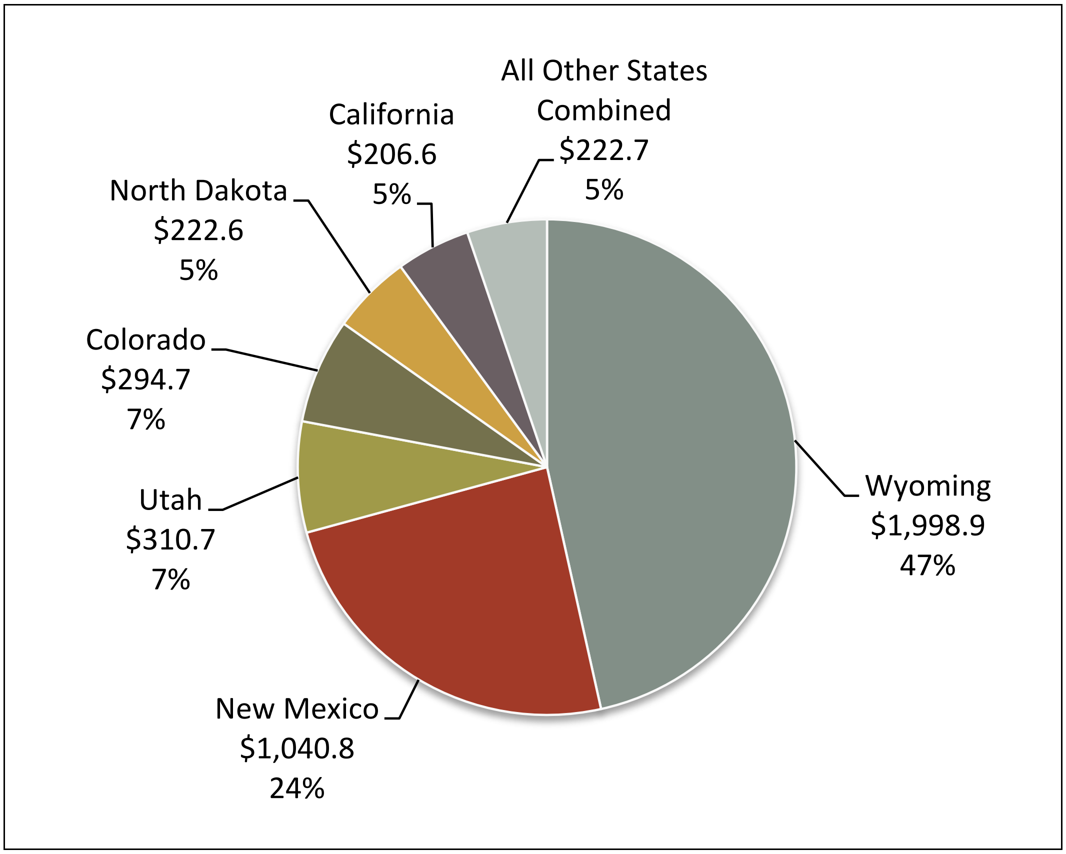
State	Revenue
Alabama	4.5
Alaska	22.0
Arizona	0.1
Arkansas	5.1
California	206.6
Colorado	294.7
Connecticut	0
Delaware	0
Florida	0.7
Georgia	0
Hawaii	0
Idaho	10.0
Illinois	0.3
Indiana	<0.1
Iowa	0
Kansas	5.4
Kentucky	1.9
Louisiana	12.5
Maine	0
Maryland	<0.1
Massachusetts	0
Michigan	1.5
Minnesota	0.1
Mississippi	6.1
Missouri	9.9
Montana	77.4
Nebraska	0.3
Nevada	16.1
New Hampshire	0
New Jersey	0
New Mexico	1,040.8
New York	<0.1
North Carolina	<0.1
North Dakota	222.6
Ohio	0.4

State	Revenue
Oklahoma	10.4
Oregon	0.6
Pennsylvania	0.1
Rhode Island	0
South Carolina	<0.1
South Dakota	2.3
Tennessee	0
Texas	34.2
Utah	310.7
Vermont	0
Virginia	0.2
Washington	<0.1
West Virginia	0.6
Wisconsin	0
Wyoming	1,998.9
Total	**4,296.9**

Source: Office of Natural Resources Revenue, Statistical Information, at http://statistics.onrr.gov. Under "Common Data Summaries," see "All Reported Revenues." Specifically, the figures were derived as follows. The "Data Type" is "Reported Revenues (Single Year Only)," the "Year Type" is "Sales Year," the "Fiscal Year" is "FY2013," the "Land Category" is "Federal Onshore," and the "Geographic Area" is "All States" for the total shown and each individual state for state figures shown.

Figure 11. Office of Natural Resources Reported Revenue by State, FY2013

(in millions of dollars)



Source: Prepared by CRS with data from the Office of Natural Resources Revenue, Statistical Information, at http://statistics.onrr.gov.

Appendix. Federal Acreage in Each State Administered by the Four Major Federal Land Management Agencies, 2013

State	BLM	FWS	NPS	FS
Alabama	2,753	32,334	17,405	670,092
Alaska	72,363,733	76,673,836	52,431,579	22,207,400
Arizona	12,204,369	1,683,348	2,644,964	11,204,428
Arkansas	1,075	375,038	98,287	2,592,377
California	15,343,828	291,640	7,583,469	20,747,885
Colorado	8,335,703	174,230	661,472	14,482,727
Connecticut	0	1,522	5,719	23
Delaware	0	25,543	890	0
District of Columbia	0	0	6,975	0
Florida	351	281,986	2,469,065	1,193,051
Georgia	0	482,942	39,781	867,761
Hawaii	0	299,318[a]	357,814	0
Idaho	11,612,848	49,652	511,600	20,444,413
Illinois	0	89,765	12	304,480
Indiana	0	15,590	10,748	203,048
Iowa	0	71,490	2,708	0
Kansas	0	29,509	462	108,635
Kentucky	0	11,695	94,678	819,439
Louisiana	738	572,662	16,799	608,441
Maine	0	68,606	66,966	53,880
Maryland	548	48,100	41,041	0
Massachusetts	0	22,696	32,960	0
Michigan	0	115,692	631,846	2,873,920
Minnesota	1,447	503,560	139,571	2,844,476
Mississippi	5,020	210,894	104,015	1,191,774
Missouri	0	60,555	54,385	1,504,907
Montana	7,985,092	639,785	1,214,346	17,151,047
Nebraska	6,354	173,773	5,650	351,235
Nevada	47,782,464	2,345,956	774,751	5,759,160
New Hampshire	0	34,307	13,211	748,134
New Jersey	0	72,823	35,362	0

State	BLM	FWS	NPS	FS
New Mexico	13,454,702	331,919	376,883	9,311,527
New York	0	28,768	33,703	16,352
North Carolina	0	420,068	363,483	1,254,557
North Dakota	58,970	487,941	71,258	1,103,162
Ohio	0	8,708	20,129	244,368
Oklahoma	1,975	106,728	10,008	400,146
Oregon	16,142,471	573,416	192,127	15,674,661
Pennsylvania	0	10,263	51,220	513,889
Rhode Island	0	2,415	5	0
South Carolina	0	127,657	31,972	630,991
South Dakota	274,522	206,498	147,028	2,006,319
Tennessee	0	54,093	358,797	718,674
Texas	11,833	547,117	1,204,897	756,910
Utah	22,853,486	109,805	2,097,756	8,187,926
Vermont	0	34,116	9,836	409,591
Virginia	805	130,188	304,825	1,662,875
Washington	429,083	150,024[b]	1,834,543	9,323,705
West Virginia	0	19,796	65,071	1,045,855
Wisconsin	2,324	201,742	61,744	1,523,487
Wyoming	18,375,734	70,677	2,344,972	9,214,708
U.S. Total[c]	***247,252,228***	***89,080,785***	***79,648,788***	***192,932,426***
Territories	0	2,092,276	26,847	28,823
Marine Areas	0	209,774,187[d]	0	0
Agency Total	**247,252,228**	**300,947,248**[d]	**79,675,635**	**192,961,249**

Sources: For FS: U.S. Department of Agriculture, Forest Service, *Land Areas Report—As of Sept 30, 2013*, Tables 1 and 4, http://www.fs.fed.us/land/staff/lar/LAR2013/lar2013index.html. Data reflect land within the National Forest System, including national forests, national grasslands, purchase units, land utilization projects, experimental areas, and other areas. This source shows an agency total of 192,961,249 as reflected in this appendix. However, the individual state acreages in this source, and copied here, appear to sum to 192,961,259. The reason for the discrepancy is not apparent.

For NPS: U.S. Department of the Interior, National Park Service, Land Resources Division, *National Park Service, Listing of Acreage by State, as of 9/30/2013*, unpublished document. Data reflect federally owned lands managed by the NPS. For information on acreage by unit, see the NPS website, https://irma.nps.gov/Stats/.

For FWS: U.S. Department of the Interior, Fish and Wildlife Service, *Annual Report of Lands Under Control of the U.S. Fish and Wildlife Service, as of September 30, 2013*, Table 1A, http://www.fws.gov/refuges/land/PDF/2013_Annual_Report_of_Lands_Data_Tables.pdf. Data reflect all federally owned land over which the FWS has sole or primary jurisdiction.

For BLM: U.S. Dept. of the Interior, Bureau of Land Management, *Public Land Statistics, 2013*, Table 1-4, http://www.blm.gov/public_land_statistics/pls13/pls2013.pdf.

Notes: This table understates total federal land in each state because it includes only lands of the four major federal land management agencies, excluding the Department of Defense, Bureau of Reclamation, and other agencies.

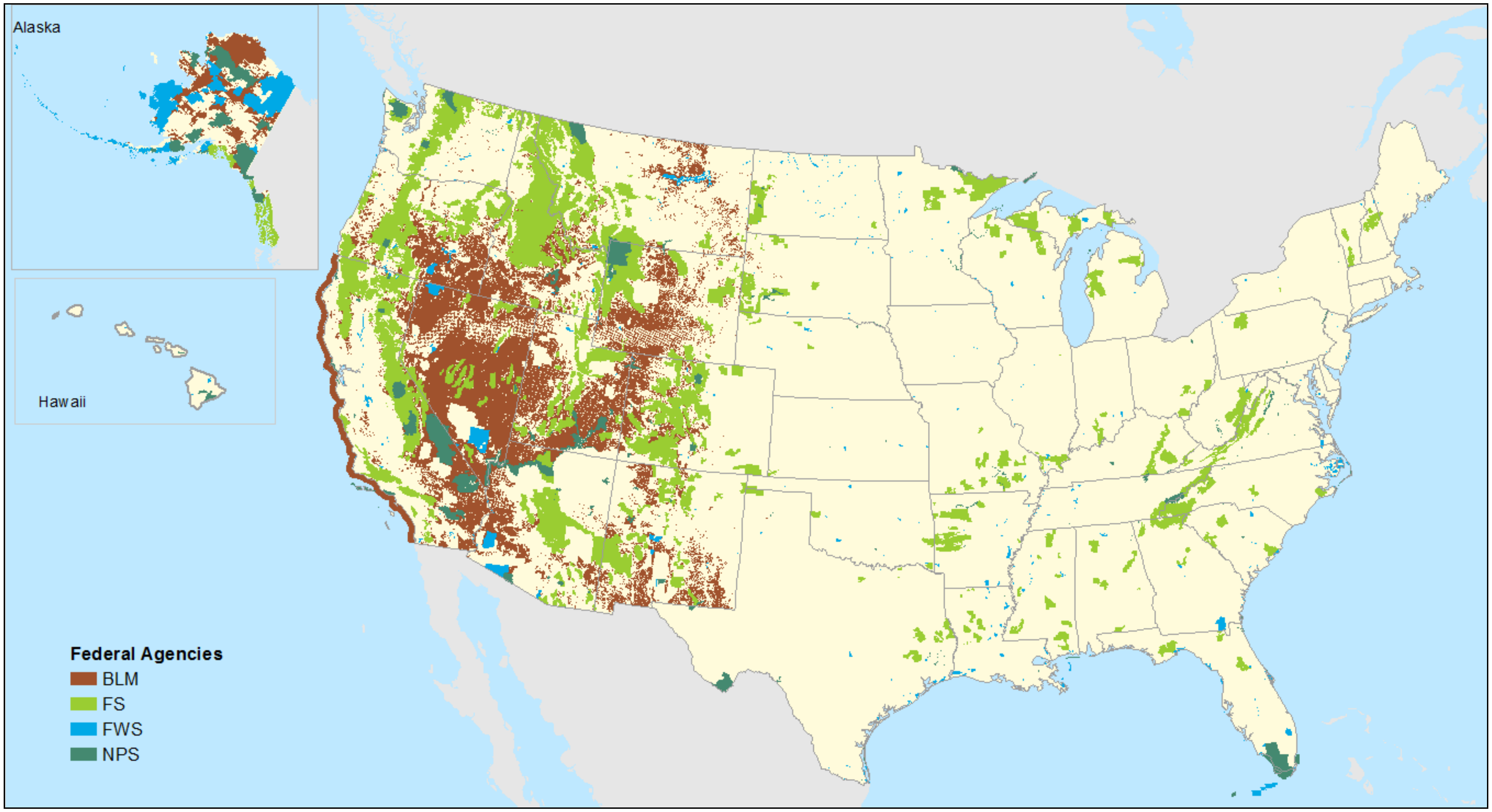
a. Excludes Papahanaumokuakea Marine National Monument (88,635,029 acres) administered by FWS.

b. Includes Hanford Reach National Monument (32,965 acres) administered by FWS but not as part of the National Wildlife Refuge System.

c. Includes only lands in the 50 states and the District of Columbia.

d. Includes lands and waters of marine refuges and national monuments administered by FWS, both within and outside the National Wildlife Refuge System, including Papahanaumokuakea Marine National Monument (88,635,029 acres) northwest of Hawaii.

Figure A-1. Federal Lands by Agency: BLM, FWS, NPS, and FS



Source: Map boundaries and information generated by CRS using federal lands GIS data from the National Atlas, 2005, and ESRI USA Base Map.

Note: Inset maps are not to scale of the coterminous United States.

Author Contact Information

(name redacted), Coordinator
Specialist in Natural Resources Policy
[redacted]@crs.loc.gov , 7-....

(name redacted)
Analyst in Natural Resources Policy
[redacted]@crs.loc.gov, 7-....

(name redacted)
Specialist in Natural Resources Policy
[redacted]@crs.loc.gov7-....

(name redacted)
Analyst in Natural Resources Policy
[redacted]@crs.loc.gov, 7-....

(name redacted)
Specialist in Transportation Policy
[redacted]@crs.loc.gov , 7-....

Key Policy Staff

Area of Expertise	Name	Phone	E-mail
Report Coordinator Bureau of Land Management (BLM)	(name redacted)	7-....	/redacted/@crs.loc.gov
Fish and Wildlife Service (FWS) Payments in Lieu of Taxes (PILT)	(name redacted)	7-....	/redacted/@crs.loc.gov
National Park Service (NPS)	(name redacted)	7-....	/redacted/@crs.loc.gov
Forest Service (FS) Forest Service Payments to States	(name redacted)	7-....	/redacted/@crs.loc.gov
Federal Highway Administration (FHWA)	(name redacted)	7-....	/redacted/@crs.loc.gov