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## Bureau of Land Management: FY2022 Appropriations

The Bureau of Land Management (BLM), in the Department of the Interior (DOI), manages 244 million acres of federal land, nearly all in the West. Under its multiple-use mission, BLM manages lands for diverse purposes, including livestock grazing, energy development, recreation, and conservation. The agency also administers onshore federal energy and mineral resources generally.

Because FY2022 appropriations had not been enacted at the start of the fiscal year on October 1, 2021, BLM is receiving appropriations under a short-term continuing resolution (CR) (P.L. 117-43, Division A). The CR generally extends appropriations at the FY2021 levels through December 3, 2021.

For FY2022, President Biden requested \$1,620.5 million for BLM—\$310.9 million (24%) more than the FY2021 enacted level of \$1,309.6 million (P.L. 116-260, Division G). On July 6, 2021, the House Appropriations Committee reported H.R. 4372 (H.Rept. 117-83) with \$1,594.6 million for BLM. On July 29, 2021, the House passed H.R. 4502, an omnibus appropriations measure with the same amount. This was \$284.9 million (22%) over the FY2021 enacted level. On October 18, 2021, the Senate Appropriations Committee Chair released a Senate Committee Majority Draft (SCMD) bill and draft explanatory statement with \$1,541.0 billion for BLM. This was \$231.4 million (18%) over FY2021. On October 20, 2021, S. 3034 was introduced reflecting the SCMD text; no further action has been taken.

BLM discretionary appropriations generally are provided in Title I of Interior, Environment, and Related Agencies appropriations laws. Mandatory (permanent) appropriations also are provided to BLM under various statutes within the jurisdiction of authorizing committees. BLM mandatory appropriations were estimated at \$297.0 million for FY2021 and \$320.8 million for FY2022.

For FY2022, issues for Congress include determining the amount of funding to provide BLM accounts and activities and the terms and conditions of such funding, as well as whether to enact related Biden Administration proposals.

### Appropriations Accounts

**Table 1** shows FY2021 enacted amounts and FY2022 amounts requested by the Biden Administration passed by the House and included in the SCMD.

**Management of Lands and Resources.** The largest account—Management of Lands and Resources—funds diverse programs including energy and minerals, wild horses and burros, rangelands, wildlife and fisheries, facility maintenance, law enforcement, and recreation.

For FY2022, the Biden Administration, House, and SCMD supported increases over FY2021 enacted appropriations for this account of \$271.8 million (23%), \$249.9 million (21%), and \$192.3 million (16%), respectively. (Program comparisons below do not reflect an FY2021 general rescission of \$13.0 million for this account, because the allocation among programs is not readily available.)

The Biden Administration expressed that FY2022 increases were intended to support several goals. These goals included enhancing restoration and conservation of BLM lands, fostering conservation of 30% of the nation's lands and waters by 2030, addressing climate change, improving equitable access to the outdoors, and strengthening the economy, in part by creating jobs (*The Interior Budget in Brief, Fiscal Year 2022*, p. BH-7).

The FY2022 Administration's request, House-passed bill, and SCMD seek to increase funding (by differing amounts in most cases) for most programs including rangelands, recreation, national conservation lands, and others addressed below.

For wild horse and burro management, the Administration requested \$152.6 million, the House approved \$162.1 million, and the SCMD contained \$151.6 million; the FY2021 enacted level was \$115.7 million. The number of wild horses and burros on BLM lands is 86,189, more than triple the appropriate management level (AML)—the level that the range can support, as determined by BLM—of 26,785. An additional 56,676 animals are being managed by BLM off-range. The FY2022 request included increases for actions to achieve AML, including increased wild horse and burro removal from the range, holding in off-range facilities, and fertility control.

For wildlife and aquatic habitat management, the Administration sought \$237.0 million, the House approved \$232.7 million, and the SCMD contained \$219.8 million; the FY2021 enacted level was \$188.5 million. Portions of the Administration's requested increase were intended for threatened and endangered species and for enhancing landscape function and connectivity.

For energy and minerals management, the Administration requested \$248.9 million, the House approved \$241.2 million, and the SCMD contained \$243.5 million; the FY2021 enacted level was \$198.6 million. The FY2022 request proposed increases for activities such as oil and gas management; remediation of "Alaska legacy wells"; and development of renewable energy, including establishment of renewable energy coordination offices.

For resource protection and maintenance, the Administration sought \$189.4 million, the House approved \$177.8 million, and the SCMD contained \$154.5 million; the FY2021 enacted level was \$133.2 million. The FY2022 request sought increases for resource management planning, assessment, and monitoring and for addressing abandoned mine lands sites that pose safety hazards, among other purposes.

Not all programs would receive increases under the FY2022 Biden Administration's request, House-passed bill, and SCMD. For instance, funding for deferred maintenance (DM) of BLM assets would remain relatively flat (at nearly \$35 million). However, under the Great American Outdoors Act (GAOA; P.L. 116-152), beginning in FY2021, BLM (and other agencies) receive mandatory appropriations for DM through the National Parks and Public Land Legacy Restoration Fund. BLM's mandatory appropriation is about \$95.0 million annually (assuming maximum revenue in the fund). For FY2022, the Administration, House, and SCMD proposed allocations of mandatory funding among BLM projects. BLM estimated its DM at \$4.1 billion in FY2020, nearly four times the FY2019 estimate (\$1.1 billion).

The Administration's FY2022 request, House-passed bill, and SCMD contained provisions related to programs in this account. For instance, one provision would prohibit funding for the destruction of healthy wild horses and burros or for sales of animals that result in processing into commercial products. Another provision would extend by one year, to October 1, 2023, the authority in the Federal Lands Recreation Enhancement Act (FLREA; 16 U.S.C. §§6801 et seq.) for BLM (and other agencies) to charge, collect, and use fees for recreation on agency lands. For FY2022, BLM estimated \$28.0 million in recreation fee collections.

**Land Acquisition.** BLM typically receives appropriations from the Land and Water Conservation Fund (LWCF) to acquire lands. Under the GAOA, BLM land acquisition (and other LWCF programs) receive mandatory appropriations (beginning in FY2021). For FY2022, the Administration, House, and SCMD each proposed

allocating more than \$60 million of mandatory funding to BLM land acquisition. Funding would support eight specified projects and acquisitions that foster access to BLM lands for hunting, fishing, and other recreation, among other purposes. The mandatory appropriation for FY2021 was \$66.1 million. The FY2021 appropriations law also rescinded \$5.4 million in unobligated prior-year discretionary appropriations.

**Oregon and California Grant Lands.** This account funds management of more than 2 million acres of forested lands in Western Oregon, primarily for timber production. For FY2022, the Biden Administration, House, and SCMD supported increases for this account, as shown in **Table 1**. The FY2022 request included increases to address climate change, restore fire-damaged lands, and foster the Administration's Civilian Climate Corps initiative.

**Range Improvements.** The Range Improvements account funds rehabilitation, protection, and improvement of BLM rangelands. The FY2022 requested, House-passed, and SCMD amount was \$10.0 million, the same as the FY2021 enacted total. Under law, 50% of grazing fees collected on BLM lands or \$10.0 million—whichever is greater—are credited to a Range Improvement Fund. Through the Range Improvements account, BLM typically receives an annual appropriation of \$10.0 million for the fund.

**Service Charges, Deposits, and Forfeitures.** This account allows BLM to use monies paid to the agency for certain activities, such as processing rights-of-way and energy and mineral authorizations. Appropriations for the account typically are offset entirely by collections, as proposed for FY2022 by the Administration, House, and SCMD. The FY2021 appropriation of -\$20.0 million reflected a rescission of unobligated funds from earlier years.

**Miscellaneous Trust Funds.** This account appropriates contributions made to BLM (e.g., from individuals, businesses, and states). The FY2022 requested, House-passed, and SCMD level of \$26.0 million were equal to the FY2021 enacted appropriation.

**Table 1. BLM Discretionary Appropriations by Account** (dollars in millions)

Account	FY2021 Enacted	FY2022 Requested	FY2022 House Passed	FY2022 SCMD
Management of Lands and Resources	\$1,184.3	\$1,456.0	\$1,434.1	\$1,376.6
Land Acquisition	-5.4	0	0	0
Oregon and California Grant Lands	114.8	128.5	124.5	128.5
Range Improvements	10.0	10.0	10.0	10.0
Service Charges, Deposits, and Forfeitures <sup>a</sup>	-20.0	0	0	0
Miscellaneous Trust Funds	26.0	26.0	26.0	26.0
<b>Total BLM</b>	<b>\$1,309.6</b>	<b>\$1,620.5</b>	<b>\$1,594.6</b>	<b>\$1,541.0</b>

**Source:** CRS, with information from the House and Senate Committees on Appropriations.

**Notes:** SCMD = Senate Committee Majority Draft, released by the Senate Appropriations Committee Chair on October 18, 2021. On October 20, 2021, S. 3034 was introduced reflecting the SCMD text. No further action has been taken on this bill. Components may not sum to totals due to rounding. *The Interior Budget in Brief* for FY2022 shows higher FY2021 enacted and FY2022 requested totals largely due to differences in rescissions and offsetting collections.

- a. The amounts of \$0 for Service Charges, Deposits, and Forfeitures are a result of an appropriation matched by offsetting fees.

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